



Strategic Mid-term Evaluation  
of the **Facility for  
Refugees in Turkey**  
2016-2019/2020

Prepared by



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Strategic Mid-term Evaluation of the Facility for Refugees in Turkey, 2016-2019/2020

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# Contents

<b>Tables and figures</b>	<b>4</b>
<b>Acronyms</b>	<b>5</b>
<b>1. Introduction</b>	<b>7</b>
<b>1.1. Purpose of the Education Sector Report</b>	<b>7</b>
<b>1.2. Methodology</b>	<b>7</b>
1.2.1. Evaluation design for the education sector analysis	7
1.2.2. Contribution analysis	8
1.2.3. Data collection methodology	8
1.2.4. Data coding and analysis	10
1.2.5. Potential limitations and remaining gaps	11
<b>1.3. Structure of the report</b>	<b>12</b>
<b>2. Rationale</b>	<b>13</b>
<b>3. Key findings</b>	<b>15</b>
<b>3.1. Judgement criterion 8.1: The Facility education response has made possible refugee children and youth's increased enrolment in, attendance in, retention in, transition through and completion of formal and non-formal education.</b>	<b>15</b>
3.1.1. 'Increased participation' as an outcome	15
3.1.2. Description of Facility interventions aimed at supporting participation	18
3.1.3. Contextual analysis of Facility interventions	27
3.1.4. Contribution considerations	46
<b>3.2. Judgement criterion 8.2: The Facility education response has contributed to a better equipped Turkish education system, adapted to providing safe, inclusive, equitable, quality education to refugees along with host community students</b>	<b>47</b>
3.2.1. Turkish education system 'sufficiently equipped' to provide quality education as an outcome	47
3.2.2. Description of Facility interventions aimed at equipping the Turkish education system, and supporting it to adapt	51
3.2.3. Contextual analysis of Facility interventions	53
3.2.4. Contribution considerations	61
<b>3.3. Judgement criterion 8.3: The Facility education response has contributed to improved learning outcomes of refugee and host community children and youth</b>	<b>62</b>
3.3.1. 'Improved learning' as an outcome	62
3.3.2. Description of Facility interventions aimed at improving learning outcomes	65
3.3.3. Contextual analysis of Facility interventions	65
3.3.4. Contribution considerations	67
<b>3.4. Evidence confidence</b>	<b>68</b>
<b>4. The Facility response to the COVID-19 crisis</b>	<b>69</b>
<b>4.1. Impact of COVID-19 on education of refugees in Turkey</b>	<b>69</b>
<b>4.2. Facility response</b>	<b>70</b>
<b>4.3. Impact of COVID-19 on Facility results</b>	<b>71</b>
<b>5. Conclusions</b>	<b>73</b>
<b>6. Recommendations</b>	<b>79</b>
<b>Annex 1: Facility interventions in education</b>	<b>82</b>

## Tables and figures

Table 1 Distribution of education sector interviewees – desk and field phases .....	9
Table 2 Data collection methods to obtain beneficiary perspective .....	10
Table 3 Enrolment data on Syrians in public schools and TECs (grades 1-12).....	16
Table 4 Drop-out rates of SPARK scholarship-receiving students 2016–2019.....	17
Table 5 Summary of ‘observable’ outcomes relating to increased participation in education.....	17
Table 6 CCTE assessed against key features and considerations for cash-for-education programmes identified by UNHCR .....	30
Table 7 MoNE threshold numbers of students per guidance counsellor to provide psychosocial support .....	44
Table 8 Summary of ‘observable’ outcomes relating to a ‘better equipped’ Turkish education system .	49
Table 9 Summary of salaries and incentives provided to Turkish teachers and Syrian volunteers by Facility education actions .....	51
Table 10 Summary of training provided to education personnel by Facility actions .....	52
Table 11 ASER scores of 379 refugee students from Concern Worldwide’s informal education centre programmes .....	67
Table 12 Changes in GPAs of SPARK scholarship-receiving students 2016–2019.....	67
Figure 1 Intervention logic for the education sector .....	13
Figure 2 Main child protection (CP) concerns and school related concerns of children with protection needs.....	25
Figure 3 Number of teachers that would be needed to ‘sufficiently equip’ the public education system to integrate Syrian children.....	48
Figure 4 Number of educational personnel receiving salaries and/or incentives, 2018–2019.....	49
Figure 5 Turkish Proficiency Examination (TYS) re-take results – January 2020.....	64

## Acronyms

3RP	Regional Refugee and Resilience Plan
ALP	Accelerated Learning Programme
ASAM	Association for Solidarity with Asylum Seekers and Migrants
ASDEP	<i>Aile Sosyal Destek Programı</i> – the Family Social Support Programme of MoFLSS
ASER	Annual Status of Education Report
CCTE	Conditional cash transfer for education
CP	Child protection
CVME	Comprehensive vulnerability monitoring exercise
DAAD	<i>Deutscher Akademischer Austauschdienst</i> (German Academic Exchange Service)
DFID	Department for International Development (UK)
DG	Directorate-General
DG ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
DG NEAR	Directorate-General for Neighbourhood and Enlargement Negotiations
DG LLL	Directorate-General for Lifelong Learning, Ministry of National Education (Turkey)
DGMM	Directorate-General for Migration Management (Turkey)
DYK	<i>Destekleme ve Yetiştirme Kursları</i> – Remedial Education Courses
EBA	<i>Eğitim Bilişim Ağı</i> – Education Information Network
EC	European Commission
ECE	Early childhood education
EQ	Evaluation question
ESSN	Emergency Social Safety Net
ET	Evaluation team
EU	European Union
EUD	Delegation of the European Union (to Turkey)
EUR	Euro
EUTF Madad	European Union Regional Trust Fund in Response to the Syrian Crisis ('Madad Fund')
FGD	Focus group discussion
FMR	Facility monitoring report
GIZ	<i>Deutsche Gesellschaft Für Internationale Zusammenarbeit</i> (German Corporation for International Cooperation)
GoTR	Government of the Republic of Turkey
GPA	Grade point average
IFI	International financial institution
INGO	International non-governmental organisation
IOM	International Organisation for Migration
IP	Implementing partner
IPA	Instrument for Pre-Accession Assistance
IŞKUR	Turkish Employment Agency
IYEP	<i>İlkokullarda Yetiştirme Programı</i> – Remedial Education Programme in Primary Schools
JC	Judgement criterion
KfW	<i>Kreditanstalt für Wiederaufbau</i>
KII	Key informant interview
MoFLSS	Ministry of Family, Labour and Social Services (Turkey)
MoNE	Ministry of National Education (Turkey)
MoYS	Ministry of Youth and Sports (Turkey)
NFE	Non-formal education
NGO	Non-governmental organisation
OOSC	Out-of-school children
PAB	Pre-assistance baseline survey

PDM	Post-distribution monitoring survey
PEC	Public education centre
PICTES	Promoting integration of Syrian children into the Turkish education system (Facility Tranche I direct grant with MoNE)
PIKTES	Promoting integration of Syrian kids into the Turkish education system (Facility Tranche II direct grant with MoNE)
PSS	Psychosocial support
QIN	Quarterly information note
RAM	<i>Rehberlik ve Araştırma Merkezi</i> – Counselling and research centre
SASF	Social Assistance and Solidarity Foundation
SUMAF	Technical assistance to support the monitoring of actions financed under the facility for refugees in Turkey
SuTP	Syrians under temporary protection
SUY	<i>Yabancılarla Yönelik Sosyal Uyum Yardım Programı</i> – Turkish acronym for the ESSN programme
TEC	Temporary Education Centre
TRCS	Turkish Red Crescent Society
TRY	Turkish lira
TYS	<i>Türkçe Yeterlik Sınavı</i> – Turkish Proficiency Examination
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UN WOMEN	United Nations Entity for Gender Equality and The Empowerment of Women
WASH	Water, sanitation and hygiene
WB	World Bank
WFP	World Food Programme
YÖS	<i>Yabancı Uyrıklı Öğrenci Sınavı</i> – International Students' Selection Examination
YTB	<i>Yurtdışı Türkler ve Akraba Topluluklar Başkanlığı</i> – Presidency for Turks Abroad and Related Communities



# 1. Introduction

## 1.1. Purpose of the Education Sector Report

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This report forms part of the Strategic Mid-term Evaluation of the Facility for Refugees in Turkey. It presents the evaluation team's in-depth assessment of education in relation to the main evaluation question posed in this focal area (EQ8), namely:

***Evaluation question 8:** To what extent have the Facility interventions contributed to an increased participation (enrolment, attendance, retention, transition, completion) in inclusive, equitable, quality education of refugee children and youth?*

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This report has been prepared on the basis of the education-related findings that were presented in a report at the end of the evaluation's desk phase, which was finalised in February 2020. These findings were further developed and preliminary hypotheses tested during a field visit which took place in Turkey in March 2020. Since then, further primary data collection has taken place to enrich the quality of the evidence by capturing the beneficiary perspective on education. This report presents the final synthesis of the evidence collected by the evaluation team, in direct response to the evaluation question posed. It constitutes one of four sector-specific studies which are annexed in Volume II of the evaluation's Final Report (Volume I)<sup>1</sup>. The Final Report also provides a summarised version of these findings.

## 1.2. Methodology

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### 1.2.1. Evaluation design for the education sector analysis

The detailed design of the education sector analysis is provided in the evaluation matrix for the overall evaluation, which can be found in Volume III (Annex 2) of the Main Report. The evaluation matrix details how the evaluation team has structured its assessment of the Facility's effectiveness in increasing access to education among Syrian refugees<sup>2</sup> in Turkey, specifying the judgement criteria, indicators, key data sources and modes of analysis.

As explained below, the evaluation's assessment of effectiveness focuses on the Facility's 'contribution' to education-related outcomes – as defined in its intervention logic. This already presents a challenge, as there is a lack of available, official data on certain education-related outcomes for refugees in Turkey, and the evaluation can thus only present what can be 'observed' in relation to those outcomes, based on a variety of sources. Further to this, such 'observed' outcomes are influenced by many other factors outside the EU's support: the Facility has been designed to complement and strengthen the host community's support for refugees, not deliver long-term outcomes through only its own resources. This is why the evaluation focuses on the 'contribution' of the Facility rather than suggesting 'causality' or seeking to 'attribute' results to EU support alone.

Conducting this type of analysis in practice is challenging in such a complex environment, and the evaluation has been designed to generate as much evidence as possible on the basis of both Facility-specific data on its education interventions and results *and* national data on the Turkish education system in terms of its capacity, services available to refugees and policy environment. In addition to examining the whole portfolio of Facility interventions and results in relation to education, a sample of interventions were identified and examined further, to understand all aspects of their progress and explore key issues in depth. This and other data, from a wide range of external secondary and primary sources, has been used to gradually build the evidence over the course of the evaluation, as part of an iterative process of 'contribution analysis' as described below.

<sup>1</sup> The official use of the term 'Sector' has evolved throughout the lifespan of the Facility and continues to vary somewhat between stakeholders; for example, the Facility's Updated Strategic Concept Note adopts the term 'Priority Area' instead of 'Sector' for Health, Education, Socio-economic Support and Protection. In line with this evaluation's original Terms of Reference and also for consistency across all evaluation products, the team chose to apply the term 'Sector' throughout all final reports. This choice of wording does not imply a judgement on or a preference for one term over the other.

<sup>2</sup> Turkey's Temporary Protection Regulation establishes that 'Syrian nationals, stateless people and refugees who have arrived in Turkey, whether individually or as part of a mass movement of people, due to events unfolding in Syria, are eligible for temporary protection in Turkey' (Article 1). As such, the term Syrians under Temporary Protection, and the acronym SuTPs, is commonly used by the Government of Turkey, certain EC services, and Facility implementing partners to refer to any Syrian person who has arrived in Turkey after a cut-off date in 2011. This report prefers to simply use the term 'Syrians' or 'Syrian refugees' and does not use the SuTP acronym except when directly quoting an external sources.

### 1.2.2. Contribution analysis

As explained, isolating the contribution of the Facility in meeting its multi-faceted objectives in terms of education is methodologically challenging, given the broader context in which the Turkish government was already providing education to Syrian refugees, for example through temporary education centres (TECs) before the start of the Facility, and in which it continues to provide support through the Turkish education system. There are other external factors that will have influenced achievements with regard to participation in education, such as the length of time Syrians remain in Turkey, the socio-economic context and national policies on access to education. Therefore, as requested in the evaluation Terms of Reference, the evaluation team has used a theory-based approach, analysing the data and evidence according to a 'contribution analysis', which has been adapted from the original method developed by John Mayne and tailored specifically to the context of the Facility.

#### **Box 1: Adaptation of contribution analysis methodology for the evaluation**

The evaluation team has developed a 'contribution story' on the basis of the following logic with regard to education:

- 1) *What outcomes did the Facility support seek to achieve in relation to the sector of education, and what kind of support did it provide to realise these outcomes – otherwise referred to as the 'intervention logic'?*
- 2) *What evidence is there that the expected outcomes have been realised?*
- 3) *What have the achievements of the Facility been in relation to these outcomes and, to what extent have other contextual factors played an influential role?*

With an absence of data on certain education outcomes among refugees, the evaluation has used quantitative and qualitative data to determine whether, at the mid-term of the Facility, there is evidence that the expected outcomes defined in the intervention logic can be observed in practice. The evaluators then analysed in-depth the results achieved by the Facility using both quantitative, output-level data (from Facility results monitoring) and qualitative aspects which were mainly explored through stakeholder interviews and beneficiary surveys. By examining the national context in terms of key policies, legislation, socio-economic and cultural factors, the evaluators were able to make a judgement on what the role and the contribution of the Facility has been, relative to those other factors.

In such a complex context, this approach has allowed the evaluators to present a balanced assessment of the EU's contribution, based on all the evidence available, also highlighting key aspects for future learning.

### 1.2.3. Data collection methodology

During the desk phase, mainly secondary sources were used to develop the preliminary findings of the evaluation, although stakeholder interviews were held with the European Commission (EC) to inform the evaluation team's general understanding of the Facility in terms of its establishment, structure and key actors involved. During the desk phase, preliminary interviews were held with the Delegation of the European Union (EUD), the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO), the Facility Secretariat, based within the Directorate-General for Neighbourhood and Enlargement Negotiation (DG NEAR) and staff from the Facility's monitoring support contract (SUMAF)<sup>3</sup>.

Prior to the field mission to Turkey, interview guides were prepared and translated into Turkish. The questions focused on the judgement criteria (JCs) which were defined for the sectoral analysis of the evaluation, and were designed to test a series of hypotheses for the education JCs (under EQ8) and address data gaps identified in the desk review.

The education sector fieldwork in Turkey was carried out 2–14 March 2020 by the education sector evaluation team (ET), which was led by Christopher Talbot (International Education Sector Expert), with support from a team of field researchers and specialists from Development Analytics, including: Nazlı Aktakke, Dr Meltem Aran, and Hazal Colak (Field Coordinator). The interviews with Syrian education staff and beneficiaries were conducted by Arabic-speaking field staff members, Yali Haj Hassan and Khaled Jarkas.

<sup>3</sup> Technical Assistance to Support the Monitoring of Actions Financed Under the Facility for Refugees in Turkey.



Fieldwork included collecting primary data through key informant interviews (KIIs) and focus group discussions (FGDs) with various stakeholders, including government staff, implementing partners (IPs), EUD staff; and visits to various education facilities. The interviewees were selected in consultation with the ET, the EUD and the Facility Secretariat, and a list of all stakeholders interviewed, is contained in Volume III of the main report (Annex 4). A very brief summary follows, and Table 1 describes the distribution of interviews carried out for this sector during both desk and field phases.

**During the first week of the field visit in Turkey**, introductory meetings, KIIs and FGDs were held in Ankara with: EUD staff; Government of the Republic of Turkey (GoTR) officials from the Ministry of National Education (MoNE), including from the *Promoting Integration of Syrian Children into the Turkish Education System* (PICTES) project<sup>4</sup>; IPs' country representatives, including development banks and international financial institutions (IFIs), UN agencies, international non-governmental organisations (INGOs); and national non-governmental organisations (NGOs).

**During the second week, in the provinces of Şanlıurfa, Gaziantep, Adana, Osmaniye and Istanbul**, introductory meetings, KIIs and FGDs were held with MoNE provincial officials; provincial heads and education technical specialists of IPs; development banks; UN agencies; INGOs; NGOs; public school principals and teachers, principals and teachers of public education, youth and community centres; small groups of teachers, parents and students; academics and staff of research institutions.

Table 1 Distribution of education sector interviewees – desk and field phases

	Central	Provincial	Total
European Commission (EUD/NEAR/ECHO) and SUMAF contractor	18	0	18
Government of Turkey institutions	27	12	39
IPs – INGOs/IFIs/UN agencies	21	10	31
Other NGOs/think tanks/academics	11	2	13
Service-providing staff	0	33	33
<b>Total</b>	<b>77</b>	<b>57</b>	<b>134</b>

The education sector ET also visited:

- schools with observation of classes with refugee and Turkish students;
- renovated and newly constructed schools;
- temporary education centres (TECs);
- Turkish language, catch-up, back-up and adaptation classes;
- a public education centre, a community centre and a youth centre where Facility-supported non-formal learning activities are taking place.

#### ***i. Impact of COVID-19 pandemic on fieldwork***

As a result of the worsening situation in relation to the COVID-19 pandemic and the imminent restrictions on international travel, the International Education Sector Expert was obliged to leave Turkey on 14 March 2020, a few days before the finalisation of the field visit. Afterwards, the national team members were able to complete the remaining interviews and visits where appropriate, and additional, remote interviews were undertaken by the International Education Sector Expert using Skype during the week 16–20 March 2020.

#### ***ii. Qualitative data from refugee households (FGD alternatives)***

In order to reach out to beneficiaries during the remote-based field phase, other sources of data were used in the absence of collecting primary data through FGDs. These are summarised in Table 2.

<sup>4</sup> PICTES I [Promoting Integration of Syrian Children into the Turkish Education System] was a direct grant of EUR 300m from the Facility Tranche I to MoNE. PIKTES II [Promoting Integration of Syrian Kids into the Turkish Education System] is also a direct grant to MoNE under Tranche II of the Facility. For the sake of consistency in this report, the spelling 'PIKTES' will only be used in reference to the second project, as in 'PIKTES II'. Generic references will use the spelling 'PICTES', as in 'PICTES staff members'.

Table 2 Data collection methods to obtain beneficiary perspective

<b>ESSN FGD data 2017</b>	<ul style="list-style-type: none"> <li>• <b>Re-coding and analysis of FGD raw data (transcripts) collected between November and December 2017 (by Development Analytics) for the mid-term evaluation of the ESSN<sup>5</sup> in Turkey, for which 23 FGDs were held in five provinces: Istanbul, Hatay, Şanlıurfa, Izmir and Afyon.</b> The data includes responses from 177 participants (106 women and 71 men, 2/3 of respondents ESSN beneficiaries, 1/3 non-beneficiaries). The FGD data included information on the ESSN as well as other services provided to refugees.</li> <li>• The data provides insights on the daily problems that ESSN participants face, their coping mechanisms, ESSN application process challenges and problem-solving strategies, and their perception of coverage and social integration/cohesion.</li> </ul>
<b>Webscraped social media data</b>	<ul style="list-style-type: none"> <li>• <b>TRCS ‘Kizilaykart-SUY’ Facebook page<sup>6</sup></b> – comments posted on the page between February 2017 and April 2020 were selected based on random sampling. 2,171 comments were collected and analysed in total. The collected data was then analysed to understand basic needs, application barriers, perception of fairness, suggestions to strengthen programme targeting and problem-solving strategies raised by comment owners.</li> <li>• <b>UNHCR Information Board Facebook page<sup>7</sup></b> – the team randomly selected comments written between December 2018 and May 2020 on the UNHCR page. 399 comments were collected and analysed in total. The data collected from the UNHCR page has provided the team with an important source to understand protection risks as defined by comment owners as well as their concerns about resettlement and their problem-solving strategies.</li> </ul>
<b>Online survey and follow-up phone survey</b>	<ul style="list-style-type: none"> <li>• The survey included a section on <b>demographic questions</b> and four main sections (<b>education, health, socio-economic support, protection</b>). There were 365 responses, 99 of which were directed to answer the education questions section.</li> <li>• Those that shared their phone numbers and gave their consent to be contacted were contacted in August 2020 with a follow-up phone call/discussion. This phone survey reached a sample of 38 people, 10 of whom responded to questions on education.</li> </ul>

### iii. Quantitative data from refugee households

The quantitative data analysis examined a number of data sets collected by the World Food Programme and Turkish Red Crescent from 2017 to 2020. These are a pre-assistance baseline survey (PAB), post-distribution monitoring surveys (PDMs) and comprehensive vulnerability monitoring exercises (CVMEs). PAB and PDM surveys are representative of the ESSN applicant population and allow us to look at the trends for applicant population over time using cross-sectional data. PAB is a baseline survey of the applicant population pre-assistance and includes beneficiaries and non-beneficiaries of the ESSN, though it does not include any of the ESSN non-applicant population. These surveys are collected by phone interviews and are hence shorter and more concise. CVME3, CVME4 and CVME5 are the surveys that are representative of the whole refugee population in Turkey, thus give us valuable insights about the overall refugee population. The surveys are collected face-to-face and provide more detailed information about the refugee population compared to PAB and PDMs. Details of surveys analysed for this evaluation are contained in Annex 3 (Volume III) of the main report.

#### 1.2.4. Data coding and analysis

Notes from all interviews were transcribed in English by the education sector ET and pre-coded into a template based on the indicators in the evaluation framework (structured by EQs and JCs) following discussions with the team on the coding framework. Detailed coding using specialist qualitative data analysis software (NVivo) was then completed under the instruction of the International Education Sector Expert. Following a review of the coded data, common themes were identified from data collected across

<sup>5</sup> ESSN (*Emergency Social Safety Net*) is an EU-funded cash assistance intervention designed to support the most vulnerable registered refugees in Turkey and help them cover their basic needs such as food, shelter and transport. The cash transfers amount to approximately TRY 120 per household member per month.

<sup>6</sup> <https://www.facebook.com/Kizilaykart.SUY/>

<sup>7</sup> <https://www.facebook.com/unhcrturkeyinfo/>

different stakeholder groups and the ET then triangulated the analysis with findings from the desk report, and further documents analysed during and following the field visit. These findings are detailed in this report, and fully recorded in an evidence matrix. A preliminary mission debriefing presentation was provided to the EC on 27 March 2020 via a videoconference, attended by EC staff from DG NEAR (the Facility Secretariat and EUD), DG ECHO (HQ and Field) and Facility Technical Assistance for Monitoring (SUMAF). The draft report was also presented to the Commission Inter-service Steering Group set up for this evaluation, and to the representatives of EU Member States that participated in the Steering Group, at a further videoconference on 1 July 2020.

### 1.2.5. Potential limitations and remaining gaps

Two meetings were cancelled during the first two weeks of the fieldwork. The most serious was with the Director-General of the Directorate-General for Lifelong Learning, Ministry of National Education (DG LLL). Despite several requests, the team was unable to secure an interview with any staff from DG LLL. The team continued to carry out Skype calls remotely following the cancellation of meetings due to COVID-19, to ensure that as many people were interviewed as possible.

The education sector ET was accompanied by PICTES provincial coordinators in the field, which may be perceived as influencing the evaluation. The ET cross-checked information as much as they could with EC and IP staff interviewed. All interviewees were aware that they may be quoted but assured that their names would not be used in the report.

Our informants were mostly senior staff members of their respective institutions, both in Ankara and in the provinces. Most were articulate, experienced and analytical. Some government officials, notably in PICTES and the MoNE DGs, were relatively new to their posts, but most seemed very well informed about earlier developments and trends in their respective spheres of work with the Facility. Government officials often displayed understandable national pride. Certain statistical information, which would have been useful for the evaluation, was not made available due to government-wide policy and practice, based on the *Law on Protection of Personal Data No. 6,698 of 7 April 2016*<sup>8</sup>. Some of the IP staff are clearly highly qualified and experienced experts in their respective fields. Their viewpoints added insight and richness to the ET's understanding. Most government officials, school principals and IP staff spoke openly, frankly, movingly, sometimes bluntly and often passionately, about their joys and struggles with the education of refugees in public schools and other public centres.

While the Ministry, with the agreement of the EUD, selected the schools and centres that the education sector ET visited, there was a good representation of institutions, with some schools that were clearly running smoothly and others that were experiencing tensions and problems.

As explained, in-person focus group discussions (FGDs) with beneficiary students, teachers and parents could not take place due to COVID-19. However, it is essential to include their perspectives in the final version of the Education sector report to ensure balanced viewpoints. Therefore, in addition to other alternative data collection techniques (see Table 2), an online survey was conducted in July 2020. The education section of this online survey comprised three subsections: Education for Parents, Education for Students (16 years old and over), and Education for Technical/Vocational College and University Students. From this, 10 of the survey respondents participated in in-depth follow-up telephone interviews.

We have also included an analysis of the fifth Comprehensive Vulnerability Monitoring Exercise (CVME5) which was administered by the World Food Programme (WFP) between November 2019 and February 2020, to reflect the most up-to-date information on refugees.

The single greatest limitation was the unavailability of MoNE data about refugee drop-out rates and learning outcomes, due to policy positions on confidentiality of student information. That limitation has led to some major data gaps around students' school completion rates and learning attainments.

As explained above, the COVID-19 pandemic broke out during the course of this evaluation. Following the completion of the data collection and analysis presented in this report, we have conducted an additional, brief analysis of the Facility's response to the COVID-19, including both specific resources (totalling EUR 56 million) which have been made available as part of the EU's wider Team Europe response in Turkey, and adaptations to active Facility projects.

<sup>8</sup> <https://www.dataguidance.com/notes/turkey-data-protection-overview>.

### 1.3. Structure of the report

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This report has been structured according to the EQs and judgement criteria (JCs) of the evaluation matrix. Section 2 describes the rationale for the evaluation and the theory of change (also referred to as the intervention logic) for the Facility's investments in the education sector. Section 3 presents the evaluation's main findings in response to the EQ on education. In Section 4, we present a brief analysis of Facility support in light of the COVID-19 outbreak; and in Section 5 we present conclusions for the education sector.

## 2. Rationale

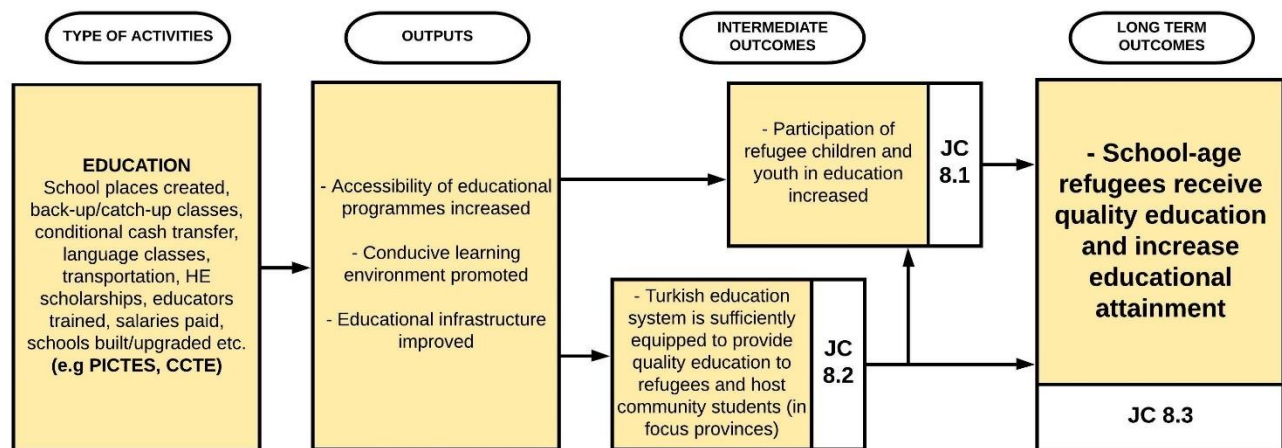
**Evaluation question 8:** *To what extent have the Facility interventions contributed to an increased participation (enrolment, attendance, retention, transition, completion) in inclusive, equitable, quality education of refugee children and youth?*

This report evaluates the overall effectiveness of the Facility’s support in the field of education. It explores EQ8 through an in-depth examination of the extent to which Facility interventions have contributed to the intermediate outcomes that were defined in the Facility theory of change. These are:

- participation of refugee children and youth in education increased (JC 8.1);
- Turkish education system is sufficiently equipped to provide quality education to refugees and host community students (in focus provinces) (JC 8.2).

As shown in Figure 1, these intermediate outcomes are considered to be pre-requisites to the achievement of the long-term outcome that ‘school-age refugees receive quality education and increase educational attainment’. As a mid-term evaluation, it is appropriate to examine progress towards achieving the intermediate outcomes and reflect on learning to improve the possibility of achieving the Facility’s long-term education goals.

Figure 1 Intervention logic for the education sector



For this evaluation, the intermediate outcomes have been developed into a series of judgement criteria (JCs) around which evidence has been gathered in order; (i) to identify the extent to which the intermediate outcomes have been achieved; and (ii) to assess the extent to which the Facility has contributed to the achievement of those outcomes.

For example, JC 8.1 unpacks ‘participation’ into the components of enrolment, attendance, retention, transition and completion, all of which are key aspects of participation. In the evaluation, these aspects have been translated into a series of indicators, which have guided the collection of data, and which provide the backbone of the evidence base.

JC 8.2 looks at how well equipped the Turkish education system has been, using indicators related to improvements in both human resources (teachers, qualified and trained) and in infrastructure (schools).

While it is true that strengthening the teaching force and school building infrastructure contributes to increased enrolment, attendance, retention, transition and completion, meeting the Facility’s intervention logic, we separate our evaluation of human resources and infrastructure under JC 8.2 from the more directly participation-related issues treated under JC 8.1.

The JCs for the evaluation’s overall response to EQ8, therefore, are as follows:

- **Judgement criterion 8.1** The Facility education response has made possible refugee children and youth’s increased enrolment in, attendance in, retention in, transition through and completion of formal and non-formal education.

- **Judgement criterion 8.2:** The Facility education response has contributed to a better equipped Turkish education system, adapted to providing safe, inclusive, equitable, quality education to refugees along with host community students.

In the early stage of the evaluation, a further JC was developed, to examine educational outcomes.

- **Judgement criterion 8.3:** The Facility education response has contributed to improved learning outcomes of refugee and host community children and youth.

It has not been possible to provide an exhaustive assessment of the Facility's contribution to 'improved learning' due to lack of data on educational attainments. However, in Section 3.3 of this report, we summarise how some of the main programmes of the Facility have sought to enhance refugees' learning and what can be observed in this regard.

For the other two JCs, we present the data and evidence (findings) for our assessment against each of these JCs by applying the following logic: (i) the extent to which the 'expected' intermediate outcomes have been achieved, and can be observed; (ii) a description of the Facility interventions that were designed to achieve the expected outcomes in the intervention logic; (iii) a contextualised analysis of the achievements of the Facility vis-à-vis other internal and external factors; and (iv) a qualitative judgement, based on the evidence available, of the extent to which the Facility has contributed to the observed outcomes. Throughout the analysis, the report identifies where unintended consequences, both positive and negative, have occurred.

Based on this systematic assessment, this report then presents its main conclusions, which constitute a synthesised interpretation of the evidence, in response to the main evaluation question.

Recommendations were developed in a participatory process with EC stakeholders responsible for defining the future strategy of the Facility for its educational programme, the purpose of which was to help ensure that key lessons emerging from this evaluation are taken forward, and that measurable progress is made towards the longer-term outcomes in education. This part of the report also includes a brief, supplementary analysis of the impact of the COVID-19 pandemic on the Facility's progress and long-term objectives. Our analysis of the Facility's response in this area is contained in Section 4 of this report.



## 3. Key findings

**3.1. Judgement criterion 8.1:** The Facility education response has made possible refugee children and youth's increased enrolment in, attendance in, retention in, transition through and completion of formal and non-formal education.

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### 3.1.1. 'Increased participation' as an outcome

As indicated above, this judgement criterion unpacks the outcome of 'participation' into a series of more measurable outcomes which reflect various aspects of participation in education, namely enrolment in, attendance in, retention in, transition through and completion of formal and non-formal education. These outcomes and the extent to which they can be observed through quantifiable and qualitative data sources are presented below.

#### *i. Outcomes in 'enrolment'*

The data examined for this evaluation show a clear, observable outcome of increased enrolment in the Turkish education system, which comprises both public schools, which are organised on 4+4+4 model<sup>9</sup>, and temporary education centres (TECs), which are defined as schools established and run to provide educational services to persons arriving in Turkey for a temporary period. TECs were initially staffed by Syrian volunteer education personnel, who were paid monthly stipends/incentives by UNICEF (with EU funding<sup>10</sup> and support from other donors) and other NGOs. They were also later staffed by MoNE teachers. The overall enrolment rate of the Syrian school-age (5-17 years) population in public schools and TECs increased from 30% in 2014/15, to 61.4% in 2018/19, to 63.3% in January 2020. In actual numbers of students, this represented a rise from 230,000 in 2014/15 to 684,728 at the beginning of the 2019/20 school year<sup>11</sup>.

Table 3 shows gross enrolment rates<sup>12</sup> (GER) of Syrian children between 2014 and January 2020. Given that the EC's 2018 updated Strategic Concept Note for the Facility aspires to the outcome that 'all school-aged refugee children are integrated into the formal Turkish education system by the end of the lifespan of the Facility'<sup>13</sup>, one should note that, although there have been considerable increases in levels of enrolment, published MoNE statistics reveal that 397,444 refugee children were out of school in 2019, which remains a considerable proportion of the school-age refugee population<sup>14</sup>.

Nevertheless, the percentage of Syrian children who are out of school has declined substantially since the initial years of the Syrian refugee crisis, from over 70% of Syrian school-aged children (aged 5-17) who were out of school in the 2014/2015 school year, falling to under 37% in 2019/2020 (see Table 3).

<sup>9</sup> Kitchen, H. et al. 2019. OECD Reviews of Evaluation and Assessment in Education: Student Assessment in Turkey. Paris: OECD, pp. 55-56.

<sup>10</sup> See Table 9 for details of Facility-funded salaries and incentives.

<sup>11</sup> Ministry of National Education. Directorate General of Lifelong Learning. Department of Migration and Emergency Education. 2020 (January). *Statistics for Students under Temporary Protection*. Ankara: MoNE; Ministry of National Education. Directorate General of Lifelong Learning. Department of Migration and Emergency Education. 2019 (November). *MEB Statistics on Syrian Students*; European Commission. 2020 (May). *The Facility for Refugees in Turkey: The Facility Results Framework Monitoring Report: Output Achievement Progress (As of December 2019)*. Brussels: EU, pp. 1 and 10; European Commission. 2019 (November). *Managing the Refugee Crisis – The Facility for Refugees in Turkey: The Facility Results Framework Monitoring Report: Output Achievement Progress (As of 30 June 2019)*. Brussels: EU, p. 5.

<sup>12</sup> Gross enrolment includes students of all ages. In other words, it includes students whose age exceeds the official age group (e.g. repeaters). Thus, if there is late enrolment, early enrolment, or repetition, the total enrolment can exceed the population of the age group that officially corresponds to the level of education – leading to ratios greater than 100%. Net enrolment includes only children of the official school age, as defined by the national education system.

<sup>13</sup> European Commission. 2018 (5 June). *Facility for Refugees in Turkey: Updated Strategic Concept Note*. Brussels: EC, p. 1 ([https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/updated\\_facility\\_strategic\\_concept\\_note.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/updated_facility_strategic_concept_note.pdf)).

<sup>14</sup> MoNE. DGLLL. Department of Migration and Emergency Education. 2020 (January). *Statistics*; EC. 2020 (May) *FMR*, pp. 1 and 10.

Table 3 Enrolment data on Syrians in public schools and TECs (grades 1-12)

School type	2014/ 2015	2015/ 2016	2016/ 2017	2017/ 2018	2018/ 2019	2019/ 2020
A. Public school	40,000	62,357	201,505	387,849	552,546	659,450
B. Temporary education centre	190,000	248,902	291,039	222,429	90,512	25,278
C. Total children enrolled A+B	230,000	311,259	492,544	610,278	643,058	684,728
D. Total school-age	756,000	834,842	833,039	976,200	1,047,536	1,082,172
E. School-age not enrolled D-C	526,000	523,583	340,495	365,922	404,478	397,444
<b>Overall enrolment: C as % of D</b>	<b>30%</b>	<b>37%</b>	<b>59%</b>	<b>62.5%</b>	<b>61.4%</b>	<b>63.3%</b>

Sources: UNICEF, drawing on MoNE data for 2017, 2018 and 2019, MoNE for 2020/2015

For higher education, the Global Compact on Refugees set a target that by 2030, 15% of college-eligible refugees worldwide would be in higher education<sup>16</sup>. The GoTR body coordinating tertiary scholarships for foreign students is YTB (*Yurtdışı Türkler ve Akraba Topluluklar Başkanlığı*), the Presidency for Turks Abroad and Related Communities. According to the Council for Higher Education (YÖK), by April 2019, 27,034 Syrians were enrolled in Turkish universities. At the end of 2019, that number had risen to 33,554. This is reported by UNHCR as representing an increase in the refugee university enrolment rate from approximately 3% to 6%; however, the starting date at which enrolment stood at 3% is not specified and this may not represent a three percentage point increase in just one year<sup>17</sup>.

## ii. Outcomes in 'attendance'

While enrolment is a useful indicator in measuring levels of participation, children must attend school if they are to learn. Overall, CVME1 and 2 survey data (on ESSN and Conditional Cash Transfers for Education (CTE)) made available to the evaluation show an increase in overall school attendance from mid-2017 to March 2018 with survey respondents reporting attendance rates of 66–68%<sup>18</sup>. A Facility report on the PICTES I action (prepared by the technical assistance team for monitoring of Facility results, SUMAF) stated, as of March 2018, 93% of enrolled students were attending classes<sup>19</sup>. In PICTES-supported schools, in the first quarter of 2019, attendance averaged 78% of the total number of students enrolled<sup>20</sup>.

However, there is evidence from both the CVME4 and CVME5 surveys that, between the second half of 2018 and early 2020, boys in particular were attending school less. This is consistent with the findings of the same surveys that livelihood coping strategies of 'withdrawing children from school' and 'sending children to work' increased during that time period, due to intensified economic hardship, with an easing of the need for such coping strategies by early 2020<sup>21</sup>.

## iii. Outcomes in 'retention and transition'<sup>22</sup>

While outcomes for enrolment and attendance are observable through statistics provided by MoNE, this is not the case for data on retention and transition and their opposite, which is drop-out. This lack of data was affirmed by SUMAF and an education monitoring research institute as being due to Turkish data protection

<sup>15</sup> UNICEF, 2019. *Education of Children Under Temporary Protection in Turkey: Statistical Report*.

<sup>16</sup> The Global Compact on Refugees is an international framework led by the UN to promote the international cooperation that is needed to ensure a more sustainable solution to refugee situations. United Nations, 2018. *Global Compact on Refugees*. New York: UN.

<sup>17</sup> UNHCR, 2019. *Refugee Education 2030: A Strategy for Refugee Inclusion*, Geneva: UNHCR, p. 13; Interagency Coordination Turkey, 2020 (March). *Turkey Education Sector Q4 January – December 2019*; Interagency Coordination Turkey, 2020 (June). *Turkey Education Sector Achievements as of June 2020*.

<sup>18</sup> Evaluation team's analysis of CVME1 and 2 survey data.

<sup>19</sup> See SUMAF, 2019 (8 July). *Monitoring Report: Summary of Final Report: PICTES Action – Promoting Integration of Syrian Children into Turkish Education System (IPA/2016/377 536): Qualitative Result Based Monitoring Report for Ongoing Missions (QRBMR/OA)*. Ankara: SUMAF, p. 5.

<sup>20</sup> See Ministry of National Education, 2019 (29 April). *Promoting Integration of Syrian Children into Turkish Education System (PICTES): (IPA/2016/377-536): 7th Quarterly Information Note*. Ankara: MoNE.

<sup>21</sup> The proportion of all refugee respondents reporting the need to withdraw children from school declined from 26.9% (CVME4 respondents) to 21.3% (CVME5 respondents). Evaluation team's Analysis of CVME4 Survey, November 2019, slides 43, 28 and 29 and of CVME5 Survey, August 2020, slides 15 and 28.

<sup>22</sup> The term 'retention' refers to the rate at which students who enrol in a given school year stay at school until the end of that academic year. 'Transition' refers to the movement of students from one cycle of education to the next, such as from pre-school to primary, primary to secondary or secondary to higher education.

laws around potentially sensitive data. This means that there are no quantifiable data available for this evaluation to assess the extent of refugee drop-out rates<sup>23</sup>.

In Turkey, as elsewhere, refugee children's school enrolment rates decline as the education level rises. The highest enrolment rate is in primary school. It decreases as the grades advance, being highest in 1st grade and lowest in 11th grade, and the strongest drop-out occurs among ages 14–17. Drop-out rates for Syrian girls rise with age. In 2018, 60% of those aged 12 to 14 were attending school, compared to only 23% of those aged 15 to 17<sup>24</sup>.

In higher education, however, the Facility's implementing partner, SPARK, monitors students' academic results and grade point averages (GPAs) frequently. Changes in drop-out rates of their scholarship-receiving students, over 4 years, are presented in Table 4, below<sup>25</sup>:

Table 4 Drop-out rates of SPARK scholarship-receiving students 2016–2019

Year	2016	2017	2018	2019
Drop-out rate	6.8%	20.6%	3.7%	4.5%

Source: SPARK

Apart from 2017, these are impressive figures, showing the fruit of serious efforts by SPARK, YTB and the EUD to retain refugee students in Turkish universities.

#### iv. Outcomes in 'completion'

As with retention, transition and drop-out, MoNE does not make public data on education completion rates of Syrian children<sup>26</sup>. However, a small number of school principals interviewed for this evaluation were able to share completion rates by cycle for their respective schools. They were 100% (one primary school); 96 and 93% (two secondary schools); 100% (one TEC); and 76% (one high school)<sup>27</sup>.

While it is impossible, therefore, to observe outcomes in relation to drop-out and completion rates as key indicators of participation without access to more quantitative data, the clear evidence on enrolment and attendance presented above, along with qualitative insights on participation provides a strong indication of the extent to which participation in education has increased overall. This is summarised in Table 5.

Table 5 Summary of 'observable' outcomes relating to increased participation in education

Expected outcome	Participation of refugee children and youth in education increased
<b>Observed outcome(s)</b>	<p><b>Increased enrolment</b></p> <ul style="list-style-type: none"> <li>Enrolment in the Turkish education system has increased from 30% in 2014 to 63% in 2020.</li> <li>Refugee university enrolment rates have increased from approximately 3% to 6% by 2019<sup>28</sup>.</li> <li>Enrolment in early childhood education (ECE) has increased from 7% in 2016 to 30.77% in 2020<sup>29</sup>.</li> </ul> <p><b>Increased attendance</b></p>

<sup>23</sup> KIIs E03 and E57.

<sup>24</sup> MoNE. DGLLL. Department of Migration and Emergency Education. 2020 (January). *Statistics*; MoNE. DGLLL. Department of Migration and Emergency Education. 2019 (14 June). *MEB Statistics on Syrian Students*; Coşkun, I. and M. N. Emin. 2017. *A Road Map for the Education of Syrians in Turkey: Opportunities and Challenges*. Ankara: SETA, pp. 9, 16; Interagency Coordination Turkey. 2019. *Turkey Education Sector Q2*.

<sup>25</sup> KIIs E07, E25, E05 and E66.

<sup>26</sup> KIIs E03 and E57.

<sup>27</sup> KIIs E43, E54, E55, E52 and E20.

<sup>28</sup> UNHCR. 2019. *Refugee Education 2030: A Strategy for Refugee Inclusion*, Geneva: UNHCR, p. 13; Interagency Coordination Turkey. 2020 (March). *Turkey Education Sector Q4 January – December 2019*; Interagency Coordination Turkey. 2020 (June). *Turkey Education Sector Achievements as of June 2020*.

<sup>29</sup> Biehl, K. et al. 2016. Technical Assistance for a Comprehensive Needs Assessment of Short and Medium to Long Term Actions as Basis for an Enhanced EU Support to Turkey on the Refugee Crisis: Service Contract No. 2015/366838: Needs Assessment Report June 2016. Kielce: EBRD, p. 50; Ministry of National Education. 2019 (14 June). *Sınıf Seviyelerine Göre Okullaşma Sayı ve Oranları 14-Haziran-2019* [Schooling Numbers and Rates by Grade Levels 14 June 2019]. Ankara: MoNE; Ministry of National Education. Directorate General of Lifelong Learning. Department of Migration and Emergency Education. 2020 (January) *Statistics*.

	<ul style="list-style-type: none"> <li>Attendance data was available to the evaluation through ESSN and CCTE surveys. These showed different rates of attendance depending on whether people received benefits, but all categories showed an increase.</li> </ul> <p><b>Increased retention and transition</b></p> <ul style="list-style-type: none"> <li>Retention and transition rates are not available from MoNE. Data suggest strong drop-out rates for both girls and boys as they grow older (14–17).</li> <li>In higher education, retention has improved, with drop-out rates in scholarship-receiving students falling to 4.5% in 2019 compared to 6.8% in 2016.</li> </ul> <p><b>Increased completion</b></p> <ul style="list-style-type: none"> <li>Completion data is not available.</li> </ul>
<b>Hypothesis on the Facility's contribution to the observed outcomes</b>	Barriers to enrolment, attendance, retention, transition and completion are being addressed with varying effectiveness through the Facility. Economic hardship, distance, lack of information and language barriers have been well addressed; other barriers, such as perceptions of exclusion and marginalisation of Syrian and other refugee children by Turkish students and teachers have been more difficult to overcome.

In the following section, the evaluation presents its findings following a thorough assessment of Facility support and the extent to which it has sought to address all aspects of participation, including enrolment and attendance, by removing the barriers that refugees face in accessing education. In doing so, this evaluation identifies both the strengths and weaknesses of approaches taken and assesses the effectiveness of the Facility at its mid-term.

To contextualise this analysis, we present a summary of the Facility's programme of support, introduce some of the main obstacles that it has sought to address in the design of its interventions, and highlight some of its main achievements.

### 3.1.2. Description of Facility interventions aimed at supporting participation

Facility support has been designed to 'increase participation' by removing barriers to enrolment and attendance; reducing the extent of 'drop-out' and thus increasing retention and transition; and improving the ability of students to complete their studies. A rich body of published academic research and observation has identified that the foremost barrier to accessing and completing education is economic hardship. Other barriers include distance, lack of information, lack of fluency in the language of instruction, gender-related issues, and exclusion and marginalisation of refugee children by Turkish administrators, students and teachers<sup>30</sup>.

With Tranche I funding, the Facility's major programmes sought to address the economic, distance, information, language and gender barriers most intensively. Two of the most significant programmes in this regard are the *Conditional Cash Transfer for Education for Syrians and Other Refugees* (CCTE) programme and the EUR 300 million *Promoting Integration of Syrian Children into Turkish Education System* (PICTES) programme. These have been complemented by a range of other interventions aimed at increasing participation in education, totalling almost EUR 1 billion in education projects for the benefit of refugees and host communities in Turkey (see Annex 1 for full list of interventions financed under the first tranche of the Facility).

Some of the main features of Facility support that have targeted 'participation' in education are presented below, along with some of the notable results achieved through this support.

#### ***i. Facility support to addressing economic barriers to enrolment and attendance***

##### ***a. Enrolment and attendance in primary and secondary education***

Household surveys have consistently shown that the main reason for children to be out of school is economic hardship: 'economic circumstances' were cited by 64% of respondents to a Human Rights Watch survey in 2015. Lack of money affected families' ability to pay the costs of transportation, supplies,

<sup>30</sup> Evaluation team's analysis of CVME3 survey, August 2019; Gee, S. 2015. Preventing a Lost Generation: Turkey 'When I Picture My Future, I See Nothing': Barriers to Education for Syrian Refugee Children in Turkey. New York: Human Rights Watch; Carlier, W. 2018. Background Report: The Widening Educational Gap for Syrian Refugee Children. Amsterdam: Kids Rights; Coşkun and Emin 2017. Road Map, p. 16; Aydın, H. and Y. Kaya, Y. 2017. 'The Educational Needs of and Barriers Faced by Syrian Refugee Students in Turkey: A Qualitative Case Study.' *Intercultural Education* 28(5): 456-473; Taştan and Çelik. 2017. Education.



and, in the case of TECs at the time, tuition, although fees were no longer required once TECs became affiliated with MoNE. Child labour was rampant among the Syrian refugee population, to whom Turkey does not give work permits in sufficient numbers due to concerns about the effects on its unemployed citizens<sup>31</sup>. As a result, many families were dependent on their children's income because parents cannot make a fair, living wage without labour protections. WFP surveys taken in 2018 revealed a similar pattern: 'children need to work' was the most frequent reason for not sending children to school (44%), followed by 'cannot afford' (12%). These findings were echoed in the FGDs conducted for the WFP evaluation of the ESSN<sup>32</sup> with ESSN beneficiaries, non-beneficiaries and non-applicants in October and November 2017, in data from the UNHCR Turkey Information Board (December 2018 – May 2020), and in this evaluation, during fieldwork interviews conducted in March 2020<sup>33</sup>.

Evidence from the CVME3, CVME4 and CVME5 surveys conducted for the ESSN and CCTE also suggests that many refugee families practise economy-related negative coping strategies, including reducing education expenses, withdrawing children from school and sending children to work<sup>34</sup>.

In addition to the support provided through the Facility education programme (see Annex 1), there is some evidence that the Facility-supported *Emergency Social Safety Net (ESSN)* payments have also helped families to keep their children in school, with a decrease in education-related negative coping strategies between May 2017 and early 2020 among ESSN applicant households<sup>35</sup>. This programme is discussed in a separate report which has been produced as part of this evaluation, and which responds to the evaluation's assessment of the Facility's socio-economic support to refugees.

The CCTE programme is a national social assistance measure that has been implemented by the Ministry of Family, Labour and Social Services (MoFLSS) since 2003. The extension of the cash component of the CCTE programme to Syrians and other refugees throughout the country and the protection component has been implemented in 15 provinces through a partnership between MoFLSS, MoNE, Turkish Red Crescent Society (TRCS) and UNICEF since 2017. That extension is being funded by the EC, the Bureau of Population, Refugees and Migration of the US State Department, and the Government of Norway<sup>36</sup>. CCTE builds on precedents, including GoTR permission and in principle agreement to distribution of cash; UNICEF–TRCS winter assistance; WFP's cash voucher programme in camps; and the ESSN. It also builds on GoTR structures and administrative arrangements, including refugees' access to social protection through Social Assistance and Solidarity Foundations, use of the GoTR's Integrated Social Assistance Information System to support application, verification and payment processes and a strong relationship with MoNE. The GoTR wanted to use the national system, through MoFLSS, but to keep education assistance separate from the basic needs included in ESSN. The Facility thus provided the money and fiscal space<sup>37</sup>. A major feature of the CCTE programme is a child protection component, discussed in more detail later in this report.

CCTE exists primarily to encourage regular school attendance. During this evaluation, a UNICEF officer said that the overwhelming majority of the children receive regular payments, which means they are regularly attending. The target of 80% of the CCTE beneficiaries regularly attending school at least 80% of the time, which is a global education standard, has been overachieved: 90% of the 222,296 Syrian CCTE beneficiary children who were enrolled at the beginning of the 2018/19 academic year were still attending school at the end of the year<sup>38</sup>. According to UNICEF, in January 2020, 498,511 beneficiaries were receiving CCTE: over the duration of the programme, 608,082 children have received at least one CCTE payment<sup>39</sup>. The recently published CCTE programme evaluation report confirmed these findings. According to that report, in April 2020, 614,542 students benefited from CCTE – 89% of the Syrian and other refugee children enrolled in formal and non-formal education in Turkey<sup>40</sup>. This is an outstanding achievement for the Facility.

<sup>31</sup> Gee 2015. *Preventing*; Aydin and Kaya 2017, 'Educational Needs'.

<sup>32</sup> WFP Evaluation of the ESSN, 2018

<sup>33</sup> Evaluation team's Qualitative Data Analysis Results (2017 ESSN FGD and webscraped data), August 2020.

<sup>34</sup> Evaluation team's Analysis of CVME4 Survey, November 2019, slide 48 and of CVME5 survey, August 2020, slide 15.

<sup>35</sup> Evaluation team's Quantitative Data Analysis of WFP Survey Data, August 2019, slide 33 and of CVME5 Survey, August 2020, slide 28.

<sup>36</sup> UNICEF and Turkish Red Crescent. 2020 (11 March). *CCTE for Syrians and other Refugees*. PowerPoint presentation. Gaziantep.

<sup>37</sup> Ring, H. et al. 2020. *Programme Evaluation of the Conditional Cash Transfer for Education (CCTE) for Syrians and Other Refugees in Turkey: Final Evaluation Report: September 2020*. Washington, DC: AIR. For details of the amounts paid, attendance conditions, modalities of payment, numbers of recipients broken down by sex, educational level and province, and synergies with ESSN, see UNICEF and TRC. 2020 (11 March). *CCTE*.

<sup>38</sup> EC. 2020 (May) *FMR*, pp. 12 and 14.

<sup>39</sup> UNICEF and TRC. 2020 (11 March). *CCTE*. The latest *FMR* reports that the attendance of 562,016 students was being supported by the Facility through CCTE in December 2019. EC. 2020 (May) *FMR*, pp. 2 and 14.

<sup>40</sup> Ring et al. 2020. *CCTE Programme Evaluation*.

The EC has submitted a proposal to the budgetary authority (Member States and European Parliament) requesting additional funds for the CCTE and ESSN programmes through to December 2021. These were approved in July 2020, which will help with sustainability<sup>41</sup>.

The CCTE is not the only means by which the Facility seeks to address economic barriers to education, but it is the major intervention in this area.

### *b. Enrolment in early childhood education (ECE)*

Although ECE was not included in PICTES I, PICTES-funded ECE summer school programmes in 2019 focused on disadvantaged Turkish and foreign five to six-year-olds, in 26 provinces, who would start school in the autumn. 37,153 students participated of whom 19,110 (approximately 52%) were foreign students, mostly Syrians but also some from Afghanistan, Iran, Iraq and Somalia. Teachers received 3 weeks of training. The programmes followed the curriculum and learning materials of the MoNE Basic Education Department. They were set to be repeated where there are sufficient demand and resources in the summer of 2020, COVID-19 permitting<sup>42</sup>. In its follow-up programme, PIKTES II is funding regular ECE for 150,000 Turkish and 150,000 refugee children in the 26 PIKTES II provinces<sup>43</sup>.

As shown in Table 3 (above), estimates indicate that, by 2020, 30.77% of pre-school-age children will have been enrolled in ECE. 56,757 children were enrolled in Facility-supported ECE by Q3/2019 (507% of target) which was an increase of 290% in 6 months<sup>44</sup>.

### *c. Enrolment in higher education*

The Facility has also supported participation in higher education through the funding of scholarships. In 2018/2019, 2,200 refugee students were receiving full tertiary scholarships and 2,300 were undertaking pre-admission programmes. 875 of those scholarships, approximately 40% of all refugee recipients, were supported by the Facility<sup>45</sup>. Scholarship programmes funded by the Facility, administered through SPARK and DAAD (*Deutscher Akademischer Austauschdienst* – German Academic Exchange Service), pay tuition fees but also contribute to covering the costs of accommodation, health insurance and in some cases, transport. Students are paid throughout the year, not only during the academic year. SPARK pays students EUR 165 per month, all-inclusive. Student accommodation is a big challenge because government dormitories have a quota of a maximum of 1% foreign students. These are excellent achievements, which merit being built upon, especially as many young Syrians clearly have the capacity for higher education. In pre-war Syria, about 20% of university-age Syrians attended higher education institutions<sup>46</sup>.

## *ii. Facility support in 'outreach' to encourage enrolment and attendance*

### *a. Provision of information on enrolment regulations and procedures*

Many Syrian parents lack knowledge and information about school enrolment regulations and procedures. This may be due in part to difficulties with understanding the Turkish language and also to slow and bureaucratic enrolment processes<sup>47</sup>. Several people interviewed in-depth for this evaluation described the struggle of registering their children for school when they did not yet have identity cards (*kimlik*). According to one parent, 'The main challenge is the ID. As the registration for IDs was closed in Kilis and schools do not accept children who do not have IDs, as a result, my children spent a year without being enrolled in schools'<sup>48</sup>. Transferring between provinces or even between schools within a province was also problematic. A parent recounted, 'The school kept on asking for a document from the Directorate of Education to transfer my child from one class to another. I went to the Directorate of Education and asked for such a document and was told that there is no such thing, the school was just trying to make things

<sup>41</sup> Ibid.

<sup>42</sup> Tümen, S. 2020. Quantitative Impact Evaluation of the 2019 Early Childhood Summer School Program for Pre-school Foreign and Turkish Students. Ankara: PICTES; KII E11.

<sup>43</sup> Tüzemen, E. 2019. *Sectoral Context Note (Education)*. Ankara: SUMAF, p. 3.

<sup>44</sup> SUMAF. 2019 (3 December). *SUMAF Master Data 20191203 T1 & T2*. Ankara: SUMAF. By the end of 2019, that total had reached 115,133 children due to the efforts of PIKTES II, which had also equipped and supplied 2,120 pre-schools by then. EC. 2020 (May) *FMR*, pp. 1 and 12.

<sup>45</sup> Interagency Coordination Turkey. 2019. *Turkey Education Sector Q2 January – June 2019*. EC. 2020 (May) *FMR*, p. 1.

<sup>46</sup> Hohberger, W. 2018. Opportunities in Higher Education for Syrians in Turkey: The Perspective of Syrian University Students on the Educational Conditions, Needs and Possible Solutions for Improvement. Istanbul: IPC Mercator; KII E07.

<sup>47</sup> Coşkun and Emin 2017. *Road Map*, p. 26.

<sup>48</sup> Kilis



harder for me.’ In contrast, some parents, who had the *kimlik*, described the registration process as relatively smooth and easy<sup>49</sup>.

One of the ways in which Facility support has sought to address barriers to enrolment has been through many projects’ outreach and child protection components, including PICTES, which encourages schools to reach out to families in their districts. Several partners conduct outreach, sending teams of protection case workers, accompanied by interpreters, to Syrian communities and parents, seeking to register children in school or non-formal education (NFE) programmes<sup>50</sup>.

The CCTE programme set a target of 7% of all children reached by their child protection teams to be newly enrolled out-of-school children (OOSC). They achieved a commendable result of 9%. TRCS’s CCTE child protection teams make telephone calls to many families at the start of the school year to encourage them to enrol their children. They also support children who are dropping out of school, with a view to reintegrating them into school. School principals and MoNE provincial directors interviewed readily acknowledged the success of CCTE in increasing enrolment<sup>51</sup>.

The national NGO and downstream implementing partner, MUDEM (partner of the Association for Solidarity with Asylum Seekers and Migrants, ASAM), stated that their 60 protection outreach teams operating in eight provinces secured the enrolment of 109 children<sup>52</sup> in both formal and non-formal education within the scope of EUTF Madad<sup>53</sup> project. Their individual case tracking system allows them to follow up on students once they are enrolled, to encourage them to stay in school. MUDEM admitted that coordination with TRCS to avoid duplication of outreach efforts is being pursued but had not yet been achieved at the time of the KII (March 2020)<sup>54</sup>.

For NFE, youth centres conduct outreach in communities to draw children and young people into their programmes. Their staff also advocate with local principals to accept over-aged Syrian children into their schools<sup>55</sup>. Under the EC’s NFE Agreement, UNICEF, MoNE, the Ministry of Youth and Sports (MoYS) also had outreach teams, which made contact with over 80,000 children. There were 33,233 direct beneficiaries enrolled in UNICEF-implemented NFE programmes between January 2018 and February 2020 (15,688 girls and 17,545 boys)<sup>56</sup>.

Outreach for enrolment is reinforced by other substantive Facility-supported interventions. For example, PICTES is enabling the enrolment of more students by training additional teachers, as well as providing their salary and incentive payments. PICTES also provides school transport to many refugee children, helping to overcome the barriers to enrolment associated with distance and parental fears about their children’s safety, as discussed below.

### *b. Addressing absenteeism*

When it comes to attendance, interviewees working in or for schools gave different accounts of the incidence of Syrian students’ absence from classes. A PICTES coordinator referred to a generalised problem of absenteeism. During interviews for this evaluation, a primary school principal noted that 40 out of 395 Syrian children enrolled at his school were no longer attending and that they could not be found at their registered addresses. And the principal of a TEC ascribed absenteeism among his students to the need for children to work, and to tensions and friction between students. On the other hand, two principals stated that their students were rarely absent<sup>57</sup>.

Outreach is also an important way of addressing absenteeism, and many informants interviewed for this evaluation described intense outreach efforts to follow up on absent students. At school level, class teachers and counsellors visit parents and families one by one and convene meetings with parents to discuss regular attendance<sup>58</sup>. PICTES Provincial Coordination Teams monitor students’ attendance and learning attainments and check their exercise books during school visits. CCTE child protection teams contact the families of children after four (unjustified) days of absence in a month; they prioritise their contacts by the number of days of absence<sup>59</sup>. Concern Worldwide fulfils a similar function with the children

<sup>49</sup> Evaluation survey follow-up phone interviews, August 2020.

<sup>50</sup> KIIs E44, E48 and E54.

<sup>51</sup> KIIs E61, E26, E20 and E38. See also UNICEF. 2019 (June). Conditional Cash Transfer for Education (CCTE) Programme for Syrians and Other Refugees. Ankara: UNICEF.

<sup>52</sup> Number clarified by MUDEM, January 2021.

<sup>53</sup> European Union Regional Trust Fund in Response to the Syrian Crisis ('Madad Fund').

<sup>54</sup> KII E17.

<sup>55</sup> KII E29.

<sup>56</sup> UNICEF Turkey. 2020 (May). *Single Form 2017/00936/FR/01/01* [NFE Draft Final Report]. Ankara: UNICEF.

<sup>57</sup> KIIs E44, E22, E55, E46 and E53.

<sup>58</sup> KIIs E22, E52, E53 and E55.

<sup>59</sup> KIIs E39 and E26.

and young people within their responsibility. As part of their protection programming, ASAM's protection teams also support families to keep their children attending school<sup>60</sup>. School transportation, provided by several partners, also ensures children's attendance during the entire school day.

### **iii. Facility support in increasing retention and addressing drop-out**

The main reasons for pupils dropping out of school are different for boys and girls. For girls, the drop-out rate rises with age: 60% of those aged 12 to 14 are attending school, compared to only 23% of those aged 15 to 17. As reported by UN WOMEN in 2018, the main reasons for drop-out among girls are child marriage, family pressure, work, household and care responsibilities<sup>61</sup>.

Boys also drop out heavily between secondary and high school, as they need to work to support their families<sup>62</sup>. To understand and address this issue further, UNICEF, in partnership with MoNE, has commissioned a study of out-of-school Turkish and refugee children to identify children at risk of dropping out and appropriate measures to draw them into and retain them in formal schooling. MoNE estimates that the end-2018 enrolment rate for primary school level was 96.3%; for lower secondary level 58%; and for upper secondary level 26%<sup>63</sup>.

Preventing drop-out, retaining children in school from year to year, and supporting them to transition between cycles of schooling, have been key focuses of Facility-supported projects including PICTES. PICTES staff consider that adaptation classes (see Section 3.3, below) to be a major way of keeping children in school, a view shared by some school principals interviewed<sup>64</sup>. Adaptation classes are provided for a maximum of one academic year for each child, after which the child may return to his or her normal school grade. Students have the possibility of passing the examination at a mid-academic-year session, held in January. In January 2020, out of 7,400 students sitting the exam, in Şanlıurfa province, in 202 schools, approximately 3,500 passed<sup>65</sup>.

TRCS's CCTE child protection teams also support children who are dropping out of school, with a view to reintegrating them into school<sup>66</sup>.

In higher education, the Facility's implementing partner, SPARK, monitors students' academic results and grade point averages (GPAs) frequently, and invests heavily in preventing drop-out, for example through making it possible for refugee students to take courses in academic Turkish. As described above, this has led to a decrease from 6.8% drop-out in 2016 to 4.5% in 2019 (see Section 3.1.1).

### **iv. Facility support for participation in non-formal education (NFE)**

Non-formal education provides vital opportunities for refugee children who are unable or unwilling to enrol in formal schooling, to acquire crucial literacy, numeracy and life skills. Early in the life of the Facility, UNICEF and its partners pioneered a range of NFE activities for refugee children, adolescents and youth, with three main components: (i) Turkish language classes, implemented through the MoYS in close cooperation with MoNE; (ii) basic literacy and numeracy in Arabic, implemented by UNICEF with TRC, phased out in June 2018; and (iii) the Accelerated Learning Programme (ALP). As well as its academic bridging content, the ALP includes learning of life skills, peacebuilding skills, peer information support, prevention of gender-based violence and psychosocial support<sup>67</sup>.

A senior UNICEF officer commented on NFE: 'At the beginning there was not enough supply of non-formal education. UNICEF worked with the MoNE Lifelong Learning Directorate to develop the Accelerated Learning Programme, which is a certified catch-up programme combining Turkish language learning and an accelerated version of the Turkish curriculum at different grade levels.'<sup>68</sup> Offered in public education

<sup>60</sup> KII E24 and E17.

<sup>61</sup> UNWOMEN. 2018. Needs Assessment of Syrian Women and Girls under Temporary Protection in Turkey. Ankara: UNWOMEN. pp. 7–8.

<sup>62</sup> Yücel, A. et al. 2018. Needs Assessment of Syrian Women and Girls under Temporary Protection in Turkey. Ankara: UNWOMEN. pp. 7–8.

<sup>63</sup> MoNE. DGLLL, Department of Migration and Emergency Education. 2019 (14 June). *MEB Statistics on Syrian Students*; Interagency Coordination Turkey. 2019. *Turkey Education Sector Q2*. MoNE. 2019 (14 June). *Sınıf Seviyelerine Göre Okullaşma Sayı ve Oranları*. See also Tüzemen 2019. *Sectoral*, p. 3; Coşkun and Emin 2017. *Road Map*, p. 16.

<sup>64</sup> KII E14, E53 and E54.

<sup>65</sup> KII E19.

<sup>66</sup> UNICEF. 2019 (June). *CCTE*.

<sup>67</sup> UNICEF Turkey. 2020. *Non-Formal Education Programme*. <http://www.unicef.org.tr/nfe/index.html>; EU Trust Fund and EU Refugee Facility – EUTF I and EUTF II. 2017 (7 June). *3rd Steering Committee Meeting*. Ankara: EU; UNICEF Turkey. 2019 (June). *Hum Sitrep #34*; KII E62.

<sup>68</sup> KII E62.

centres (PECs)<sup>69</sup> throughout Turkey, the ALP supports OOSC to transfer into the formal education system, enter vocational training, or acquire the basic skills and knowledge needed for self-sufficiency<sup>70</sup>.

By the end of 2019, cumulative NFE enrolment had reached 41,047. Implementation had been delayed by the late opening of PECs, community centres and youth centres, but the IPs caught up much ground during 2019<sup>71</sup>. The total included over 33,000 children and young people in the three UNICEF-implemented activities mentioned in the previous paragraph. The remaining approximately 8,000 students were or had been enrolled in NFE courses offered by Concern Worldwide and GIZ<sup>72</sup>. Since September 2018, CCTE has also been available to children in the ALP programme, which spreads its benefits further<sup>73</sup>. According to UNICEF, the Facility funding for its NFE programme ended in February 2020, after 26 months of implementation. UNICEF is funding it with another donor's money until the end of the year<sup>74</sup>. The plan is for the ALP to continue until August 2021. UNICEF has been in ongoing technical discussions with MoNE's DG LLL and the PICTES team to see if it is possible (and feasible) to hand the ALP over to MoNE (PICTES) in August 2021<sup>75</sup>.

#### **v. Facility support to transfer from non-formal education to formal schooling**

The Facility and its partners have had considerable success in making possible transfer of learners from NFE to Turkish public schools. Out of the 14,238 learners who completed the ALP, 12,665 (89%) were referred to Provincial Equivalency and Placement Commissions and 10,942 of those ALP beneficiaries (86%) who received their Equivalency Certificates are now registered in and attending Turkish public schools. Out of 9,415 children who completed the Turkish language courses, 6,961 were OOSC and 4,485 (64%) were referred to other educational opportunities, mainly to Turkish public schools but also to other non-formal opportunities, such as the ALP, when needed. Out of 848 children who completed the TRCS's basic literacy and numeracy and Turkish language courses, 578 were OOSC and 539 (93%) were referred to other education opportunities, mainly to the ALP and to Turkish public schools. As a consequence of the outreach mechanisms put in place under the NFE Agreement with UNICEF (involving teams from MoNE, MoYS and TRCS), 19,252 OOSC aged between 5 and 9 were automatically referred to Provincial Directorates of National Education for direct enrolment into formal education in Turkish public schools<sup>76</sup>.

Moreover, 10,085 Syrian children completed PICTES I catch-up training out of 12,637 enrolled (an 80% completion rate). The goal of the catch-up classes, discussed in more detail in Section 3.3, was to help children transfer from TECs to Turkish public schools<sup>77</sup>.

#### **vi. Facility support in addressing language barriers**

##### **a. Turkish language**

Household surveys have shown that the second-most important reason for children to be out of school, after economic hardship, is lack of fluency in the Turkish language. 'Language difficulties' were cited by 40% of respondents to an Human Rights Watch survey in 2015<sup>78</sup>. In 2018, 'No school in native language' was given as the reason for non-enrolment in school by 8.4% of ESSN respondents<sup>79</sup>.

Before PICTES, there was no formal programme in public schools teaching Turkish to foreign students. There were only courses in non-formal education run by DG LLL<sup>80</sup>.

Almost all informants interviewed during fieldwork identified Syrian students' lack of fluency in Turkish as a major obstacle to their success at school. Two urban secondary school principals analysed this further, pointing out that many students are fluent in spoken Turkish but struggle with reading comprehension and writing. Some observed that students coming to their schools directly from TECs the previous academic year struggle the most. One classroom teacher described having to begin teaching Turkish from scratch

<sup>69</sup> PECs are venues for adult education, managed by MoNE, where ALP courses are offered to refugee children and youth.

<sup>70</sup> UNICEF Turkey. 2019 (June). *Humanitarian Situation Report #34*. Ankara: UNICEF; KII E62.

<sup>71</sup> European Commission. 2020 (May). *The Facility for Refugees in Turkey: The Facility Results Framework Monitoring Report: Output Achievement Progress (As of December 2019)*. Brussels: EU, pp. 1 and 39.

<sup>72</sup> SUMAF. 2019 (3 December). SUMAF Master Data 20191203 T1 & T2.

<sup>73</sup> UNICEF. 2019 (June). *CCTE*.

<sup>74</sup> KII E62. The other donor is the US Government (Department of State, Bureau of Population, Refugees and Migration).

<sup>75</sup> UNICEF Turkey official, personal communication, 1 September 2020.

<sup>76</sup> UNICEF Turkey. 2020 (May). *Single Form 2017/00936/FR/01/01 [NFE Draft Final Report]*; KII E62.

<sup>77</sup> MoNE. 2019 (29 April). *PICTES 7th QIN*.

<sup>78</sup> Gee 2015. *Preventing*, pp. 23-24.

<sup>79</sup> Evaluation team's Quantitative Data Analysis of WFP Survey Data, August 2019, slide 35.

<sup>80</sup> KIIs E02 and E10.

with 5th and 6th grade level students, by which he meant teaching the alphabet. A couple of school principals stated that some Syrian students resist learning Turkish<sup>81</sup>.

Of parents responding to this evaluation's online survey, 74% stated that their children were learning a bit or a lot at pre-school, school or non-formal classes. However, the percentage of respondents who reported that their children were not learning at school was higher among those who do not have Turkish language proficiency<sup>82</sup>. Almost all the beneficiary parents interviewed for this evaluation mentioned difficulties with the Turkish language as one of the greatest barriers to their children's success at school<sup>83</sup>.

The PICTES I project developed a new Turkish language curriculum, textbooks and sets of readers specifically adapted to the needs of Syrian students across 12 grades and distributed them to schools in all 23 project provinces. With the beginning of PIKTES II, schools in the additional provinces<sup>84</sup> received copies. All teachers in Turkey, including those working in private schools, can access those materials through the EBA (*Eğitim Bilişim Ağı* – Education Information Network). The curriculum and teaching-learning materials followed the standards of the Common European Framework of Reference for Languages<sup>85</sup>.

### *b. Arabic language*

Syrian parents (of those children born in Turkey) are concerned that their children's skills in the Arabic language should be maintained or developed. To this end, PICTES I has invested in supporting MoNE with the development of 11 Arabic language sub-curricula, by producing and disseminated teaching and learning materials in Arabic, offering Arabic language classes in school time and summer schools, and conducting an Arabic language proficiency examination<sup>86</sup>. The NFE programme implemented by UNICEF included a component of basic literacy and numeracy in Arabic, implemented by TRCS, until June 2018<sup>87</sup>. Both PICTES and UNICEF employed teachers of Arabic<sup>88</sup>.

### *vii. Facility support in addressing the barrier of distance from school*

Most Facility Tranche I projects have provided transport for Syrian children to and from school or other educational activities. These include the PICTES-supported schools, back-up and catch-up classes, which received transport service through the International Organization for Migration (IOM), Turkish language training implemented in youth and PECs, the ALP, the ECE summer school, and the Istanbul TEC<sup>89</sup>. Some PICTES teachers also benefited from provision of transport<sup>90</sup>.

### *viii. Facility support to removing barriers related to gender*

Some major Facility programmes have targeted and almost achieved gender parity among beneficiaries: CCTE (by December 2019 49% of beneficiaries were girls); GIZ's school rehabilitation work (50% of beneficiaries were girls)<sup>91</sup>. In addition, higher education partners report that, since 2016, women have constituted 48% of their scholarship grantees (487 out of 1,014 for two Facility-supported projects) which also compares favourably with national statistics: the total number of students of all nationalities who applied for scholarships in Turkey since 2016 is 30,123, of whom 12,470 or 41% are female<sup>92</sup>.

### *ix. Facility support to removing barriers related to disability*

Disability is a major barrier to accessing education. Some parents will not enrol their disabled children in school. In some cases, this is due to a lack of physical access or other types of support essential to attendance. In other cases, non-enrolment is linked to cultural factors, such as feelings of shame<sup>93</sup>. Of the 72 refugee parents who answered this evaluation's survey question on disability, 10 stated that they had a child who was living with disability. Of those, only four stated that their child was attending school<sup>94</sup>.

<sup>81</sup> KIIs E20, E30 and E33.

<sup>82</sup> Evaluation team's On-line Survey Analysis Results, September 2020, slides 17 and 18.

<sup>83</sup> Evaluation team's Follow-up Phone Interviews, August 2020.

<sup>84</sup> PIKTES II covers 26 provinces in total.

<sup>85</sup> KIIs E11, E12 and E13.

<sup>86</sup> KIIs E44 and E14; EC. 2019 (November). *FMR*, p. 8.

<sup>87</sup> KII E61.

<sup>88</sup> KIIs E10, E51 and E61.

<sup>89</sup> KIIs E19, E51, E29, E11, E27,

<sup>90</sup> KII E19.

<sup>91</sup> KIIs E60 and E04.

<sup>92</sup> Source: SPARK Student Information System.

<sup>93</sup> KII E54; Coşkun and Emin 2017. *Road Map*, p. 38.

<sup>94</sup> Evaluation team's On-line Survey Analysis Results, September 2020, slide 22.



With support from the Regional Refugee and Resilience Plan (3RP) partners, including the European Union, MoNE and its partners have developed an inclusive education teacher training module, aiming to strengthen the education system to provide quality education for all children, including children with disabilities and refugee children. Approximately 2,200 trainers and 150,000 teachers throughout Turkey were trained on this module in late 2018 and MoNE is seeking to strengthen its institutional capacity to deal with these needs<sup>95</sup>.

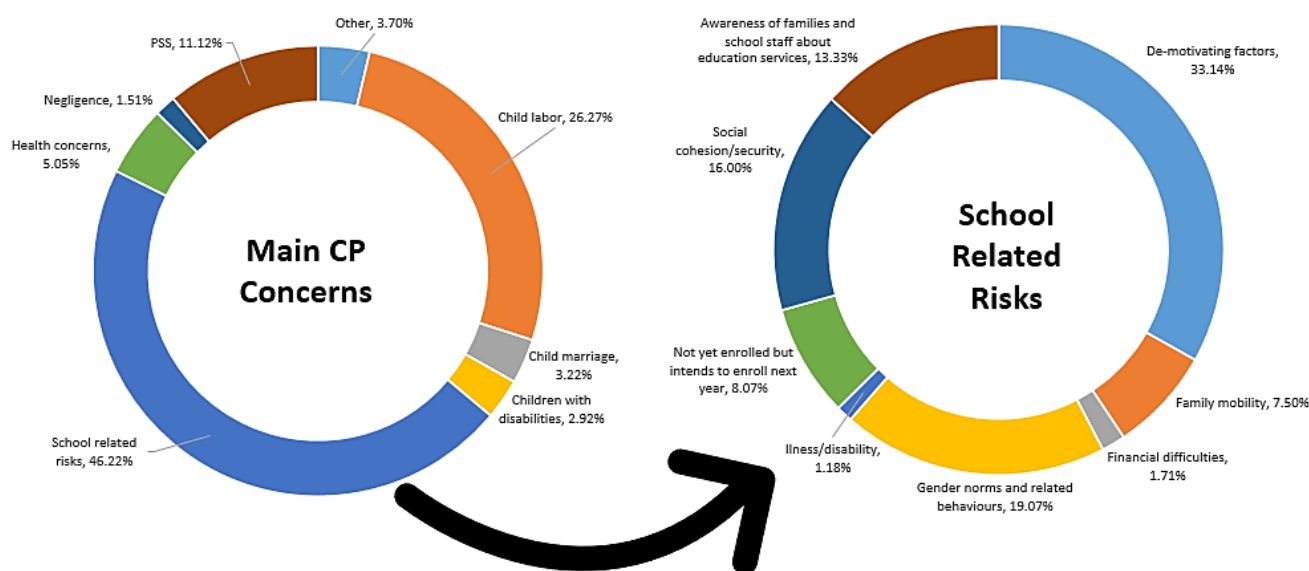
By December 2019, 16 higher education scholarships had been awarded to persons with disability (1.7% of the total). This increased from seven scholarships by June 2018 (1.5% of the total)<sup>96</sup>. Higher education IPs include disability among the vulnerability criteria that they use to select scholarship beneficiaries. For SPARK, such vulnerable people constitute 10% of all recipients<sup>97</sup>. With Facility funding, the University of Istanbul conducted an analysis of the situation of students with disabilities in the Turkish public university system and DAAD has developed a disability guide for students in all Turkish universities<sup>98</sup>.

#### x. Facility support to address school-related child protection concerns

Among all protection risks to Syrian refugee children identified by UNICEF, 46% are classified as school-related, 26% linked to child labour and 11% to psychosocial needs<sup>99</sup>. Apart from non-attendance, child protection risks associated with schooling also include bullying (by peers and in some instances by teachers) and insecurity on the way to and from school<sup>100</sup>. These three issues were raised repeatedly in the interviews of refugee parents conducted by this evaluation.

These issues, which are major barriers to school enrolment, attendance, retention, transition, completion and success, are presented graphically below<sup>101</sup>:

Figure 2 Main child protection (CP) concerns and school-related concerns of children with protection needs



<sup>95</sup> Interagency Coordination Turkey. 2019. Turkey Education Sector Q4 January – December 2018.

<sup>96</sup> EC. 2020 (May). *FMR*, p. 44; EC. 2019 (November). *FMR*, p. 45.








<sup>97</sup> KII E05.

<sup>98</sup> KII E08 and KII E65; Helbich, J and L. Ulbrikova. 2019. *Evaluation of the Call for Proposals Grant Scheme of HOPES*. Ljubljana: Erudio; HOPES. 2020. *HOPES QIN 15 240120*.

<sup>99</sup> KII E60. According to UNICEF and TRC, these are discrete categories; the CP teams do not double-count children. For details of the aims and activities of the CCTE CP programme, protection risks identified and protection referral pathways, see the presentation of UNICEF and TRC. 2020 (11 March). *CCTE*. See also UNICEF. 2019. *For Every Child of Syria: Education and Protection Programme for Vulnerable Syrian and Host Community School-aged Children in Lebanon, Jordan and Turkey: Final Narrative Report October 2019*. Amman: UNICEF MENA, pp. 58-62.

<sup>100</sup> KII E26.

<sup>101</sup> UNICEF and TRC. 2020 (11 March). *CCTE*.

Financial Difficulties	Gender Norms and related behaviours	Awareness of education services	Social Cohesion/ Security	Illness/Disability	De-motivating Factors	Family Mobility
 <ul style="list-style-type: none"> <li>• Inability to afford school fee</li> <li>• Inability to afford school supplies</li> </ul>	 <ul style="list-style-type: none"> <li>• Gender norms and related behaviours</li> <li>• Religious views</li> <li>• <u>Child caring</u> for elder members or siblings</li> <li>• Child responsible for house chores</li> </ul>	 <ul style="list-style-type: none"> <li>• No school available</li> <li>• School not accepting enrollment</li> <li>• Inadequate grade for age</li> </ul>	 <ul style="list-style-type: none"> <li>• Security concerns</li> <li>• Bullying by teachers</li> <li>• Peer bullying</li> </ul>	 <ul style="list-style-type: none"> <li>• Disability/ illness</li> <li>• Child in need of special education</li> </ul>	 <ul style="list-style-type: none"> <li>• Difficulty of courses</li> <li>• Language barriers</li> <li>• Missed School years</li> </ul>	 <ul style="list-style-type: none"> <li>• Distance to School</li> <li>• Transportation costs</li> </ul>

Under CCTE, 16 child protection teams operate in 15 provinces (there are two teams in Istanbul) and claim to be able to cover 90% of the refugee population. Each team consists of three case workers, three Arabic-Turkish interpreters and a case manager. They are able to identify child protection risks, a capacity which is expected to contribute to diminution of violations such as child, early and forced marriage and child labour<sup>102</sup>. During the period May 2017 to March 2020, the CCTE CP teams met with and assisted 75,390 refugee children. The CCTE programme evaluation found a positive correlation between child protection visits and school attendance, though a causal relationship cannot be definitively inferred<sup>103</sup>.

### xi. Facility support in removing barriers of exclusion and marginalisation

During the period covered by this evaluation report, social tensions emerged between Turkish and Syrian people all over the country. Interviewees met by the evaluation team in March 2020 spoke of growing Turkish resentment of Syrians due to overcrowded classrooms and perceptions of threats to Turkish jobs, particularly in the face of the national economic downturn<sup>104</sup>. An academic study referred to 'representation of the Syrian refugees as a societal threat continu[ing] to be a major domestic political topic as the government began to adopt new social and economic policies to facilitate refugees' access to public services,' including education<sup>105</sup>.

In-depth research conducted in 2019 by the Syrians Barometer project with 2,271 Turkish citizens found considerably changed attitudes of Turkish citizens towards Syrians compared with 2017. Whereas in 2017 the most frequently cited perception of Syrians was that 'they are victims who escaped persecution/war' (57.8% of respondents), by 2019 the top perceptions were that 'they are dangerous people who will cause us a lot of trouble in the future' (42%); 'they are people who did not protect their homeland' (41.4%); and 'they are burdens on us' (39.5%)<sup>106</sup>.

A major barrier to refugees' educational participation, therefore, relates to the exclusion and marginalisation that can occur as a result of social tensions and attitudes. Perceptions that Syrian children are not welcomed in school by Turkish children, teachers, administrators and parents lead many to fail to enrol or to drop out. Some of those perceptions are confirmed by the findings of research<sup>107</sup> and are discussed further below.

Initiatives that are supported by PICTES to address marginalisation and exclusion include the provision of activities, such as social, cultural and sporting events. More recently, under PIKTES II, the programme has

<sup>102</sup> KII E60.

<sup>103</sup> Ring. 2020. CCTE Programme Evaluation.

<sup>104</sup> KIIs E53 and E65.

<sup>105</sup> Memişoğlu, F. and A. Ilgit. 2016. 'Syrian Refugees in Turkey: Multifaceted Challenges, Diverse Players and Ambiguous Policies.' *Mediterranean Politics* 22(3): 317–38.

<sup>106</sup> M. M. Erdoğan. 2019. *Syrians Barometer 2019: A Framework for Achieving Social Cohesion with Syrians in Turkey*. Ankara: TAGU and UNHCR, pp. 54-5.

<sup>107</sup> Gee 2015. *Preventing*; Carlier 2018. *Background Report*; Coşkun and Emin 2017. *Road Map*, p. 6; Aydin and Kaya 2017. 'Educational Needs'; Taştan and Çelik 2017. *Education*; Aras, B. and Y. Duman. 2018. 'I/NGOs' Assistance to Syrian Refugees in Turkey: Opportunities and Challenges.' *Journal of Balkan and Near Eastern Studies* 21(4): 478-491; Arar, K., et al. 2019. 'A Holistic Look at Education of the Syrians under Temporary Protection in Turkey: Policy, Leadership and Practice.' *International Journal of Leadership in Education*: 1–17; Memişoğlu and Ilgit. 2016. 'Syrian Refugees'.



appointed specialist staff (a social cohesion coordinator and an additional staff member) to provide a more dedicated and strategic approach.

In higher education, the Facility is supporting initiatives such as volunteer programmes, structured discussion workshops and 'buddy' systems. These collaborative activities are seeking to foster cohesion through collaboration on a more ongoing basis.

## **xii. Facility support to provide psychosocial support**

Many children who have lived through the loss, stress and anxiety of war and displacement struggle to attend, progress and succeed at school. Among all protection risks to Syrian refugee children identified by UNICEF, 11% relate to psychosocial needs<sup>108</sup>. Qualitative research conducted for the evaluation of PICTES I documented a range of students' psychosocial needs and challenges with issues of peer bullying, violence, family pressure and anger management figuring prominently among many others<sup>109</sup>.

At the end of June 2019, the Facility was funding 415 guidance counsellors providing psychosocial support<sup>110</sup>.

### **3.1.3. Contextual analysis of Facility interventions**

As described above, the Facility has provided extensive support that has been designed to increase participation through a range of different features. Many positive results can be seen from efforts to remove some of the most critical barriers to accessing education, such as economic hardship and language barriers.

The analysis below corresponds to the strategic areas of support the Facility has provided, as described above, and assesses the effectiveness of the Facility in addressing those barriers through its programme of support and thus the level of contribution it has made to the outcomes listed in Section 3.1.1. As a strategic evaluation, the analysis highlights the evidence and learning on the strengths and weaknesses of the Facility's approach to guide decision-makers at a strategic level, rather than at the level of individual programmes.

#### **i. Facility effectiveness in increasing enrolment and attendance**

##### **a. Through removal of economic barriers**

The impressive results achieved by CCTE are set out in Section 3.1.2.i.a, above. CCTE was and remains the flagship of the Facility's efforts to counter the 'economy-related' negative coping strategies which inhibit refugee children's ability to access education. During stakeholder consultations conducted for this evaluation, CCTE's success in increasing enrolment in school was acknowledged by both school principals and MoNE provincial directors interviewed<sup>111</sup>.

The design and delivery of the CCTE includes some key features which are assessed below.

**Conditionality** – apart from a one-off motivational payment of TRY 100 for grades 5–8 students, a TRY 150 for those in grades 9–12 at the beginning of each semester, and a TRY 100 'back-to-school' top-up for all grades/genders at the beginning of each semester payments are conditional and retroactive, made after 80% continuous attendance over the previous month. This is monitored by CCTE project teams and verified through GoTR's Integrated Social Assistance Information System, the national social assistance database, which links and queries directly MoNE's system that records school attendance. CCTE outreach teams visit individual families of children at risk of not fulfilling attendance requirements and design individualised actions to support them to do so<sup>112</sup>. Lists of students absent for more than four unjustified days per month are shared with the CCTE project for follow-up by both the cash and CP teams.

Although UNICEF does not monitor whether (and does not expect) the funds to be used only for educational purposes, arguing that the amount is small and complementary to the basic family support basket provided by ESSN, a UNICEF officer confirmed that the CCTE 'is an additional motivation for education. There appears to be an impact associated with the messaging, that here is an extra payment

<sup>108</sup> Ibid. According to UNICEF and TRC, these are discrete categories; the CP teams do not double-count children.

<sup>109</sup> Tümen, S. et al. 2019. *PICTES Impact Analysis and Evaluation Report May 2019*. Ankara: PICTES Central Project Office, pp. 67-73.

<sup>110</sup> Ministry of National Education. 2019 (17 September). Promoting Integration of Syrian Kids into Turkish Education System (PIKTES): (IPA/2018/403-554): 1st Quarterly Information Note. Ankara: MoNE.

<sup>111</sup> Kils E61, E26, E20 and E38. See also UNICEF. 2019 (June). *CCTE*.

<sup>112</sup> UNICEF. 2019 (June). *CCTE*; Ring et al. 2020. *CCTE Programme Evaluation*.

because education is important, that you get if your child goes to school. Both programmes [ESSN and CCTE] are funded by the same donor and are a bit of a package in that sense.<sup>113</sup>

**Built on existing national system** – UNICEF staff members interviewed stressed the ‘huge advantages’ to building CCTE on the national system: registration, verification and information management were based on the MoFLSS, which has been implementing a national scheme for Turkish citizens for nearly 20 years. According to UNICEF, ‘the payment mechanism was aligned with ESSN: same partner, same card, hence that was very good for us.’ These alignments allowed rapid expansion from 60,000 initial beneficiary children to over 600,000 covered by CCTE or the child protection programming, in just a few months. The programme never missed a bi-monthly payment<sup>114</sup>.

At the same time, alignment with the Turkish education system also imposed policy constraints upon UNICEF and its partners. For example, despite acute and huge needs, CCTE could not give refugees more money than Turkish children, nor could they have higher transfer values for Turkish beneficiaries. This was not a question of means or will on the EU side. Rather, the GoTR was understandably unwilling to agree to a higher transfer value due to perceived sensitivities of host communities, and the potential impact that this may have on social cohesion between the two populations. Nevertheless, according to UNICEF, ‘The government was very open to understand the particular vulnerabilities of refugee children. Hence, we were able to make some adjustments to the programme, through top-ups, and also most importantly through the child protection component of the programme, which does not exist in the national system currently’<sup>115</sup>.

MoFLSS has expressed considerable interest in incorporating aspects of the CCTE for Syrians and Other Refugees programme into national operations, notably the child protection component. This is a very encouraging sign of the programme’s effectiveness<sup>116</sup>.

When it comes to the adequacy of CCTE provision, several stakeholders interviewed for this evaluation commented that the then current amounts (TRY 50 or 60 per month) were insufficient to cover a child’s educational expenses and called for them to be increased. These remarks were echoed at the in-depth telephone beneficiary interviews carried out by this evaluation in August 2020<sup>117</sup>. During 2020, the CCTE transfer amounts were increased. The new amounts are as follows: TRY 50 for grade 1–8 girls; TRY 45 for grade 1–8 boys; TRY 75 for grade 9–12 girls; TRY 55 for grade 9–12 boys; 75 TRY for all ALP students. Some interviewees in the CCTE programme evaluation urged that the amount be higher for ALP students, to compensate for foregone earnings that they would have if they worked<sup>118</sup>. One MoNE provincial director proposed increasing the allowance while imposing proportional penalties for unauthorised absences exceeding three days. Another interviewee suggested that there should be regional variations in the CCTE amount in line with the cost of living<sup>119</sup>. UNICEF acknowledges that higher transfer amounts would be desirable but accepts the limitation as part of the price of having the refugee CCTE arrangements linked to the national system<sup>120</sup>. Concern Worldwide described tough negotiations with the EUD to secure agreement that they may top up CCTE payments for technical and vocational student drop-outs to help them to return to classes<sup>121</sup>.

**Gender** – in the design of the CCTE programme, girls were granted higher transfer values, in order to mirror the national system which was designed in the 1920s to close the gender gap among Turkish children attending school. However, over the more than 3 years of implementation, it was observed that boys face great pressures to earn money for their families. Adaptations to the programme have acknowledged that both boys and girls are vulnerable to drop-out, particularly after the age of 10. Thus, in the extension of the CCTE programme to ALP participants, the transfer payment was made equal for both sexes. The same occurred with the annual top-up payments for adolescents<sup>122</sup>. This approach reflects meaningful gender analysis and seems well adapted to the realities of life for young refugees in Turkey.

**Inclusiveness** – CCTE is not limited to formal schooling: over 2,000 ALP students have been able to access CCTE, which caters to all refugees in Turkey regardless of nationality. CCTE’s importance to, and effectiveness with, non-Syrian refugee children are noteworthy. During 2019, children living in CCTE-

<sup>113</sup> KII E60.

<sup>114</sup> KII E60. The CCTE programme evaluation confirmed all these findings. Ring et al. 2020. *CCTE Programme Evaluation*.

<sup>115</sup> Ibid.

<sup>116</sup> Ring et al. 2020. *CCTE Programme Evaluation*.

<sup>117</sup> Evaluation team’s Follow-up Phone Interviews, August 2020.

<sup>118</sup> Ring et al. 2020. *CCTE Programme Evaluation*.

<sup>119</sup> KIIs E45 and E57.

<sup>120</sup> KII E60.

<sup>121</sup> KIIs E51, E55 and E24.

<sup>122</sup> Ring et al. 2020. *CCTE Programme Evaluation*.

recipient households with a non-Syrian household head had even better attendance rates (66.4%) than Syrian children (59.2%)<sup>123</sup>.

The inclusiveness of the CCTE programme was commented on by stakeholders interviewed for this evaluation in March 2020, with one informant affirming that CCTE made the children and families feel that they are 'invited' to the educational process. The outreach – the engagement of parties such as MoNE, UNICEF and TRCS to promote CCTE – had an impact on children: they felt included, that their needs have been recognised<sup>124</sup>. Similarly, the CCTE evaluation found that the programme 'contributed to a feeling of equity on the part of some Syrians, who appreciate receiving the same assistance that Turkish families get.'<sup>125</sup> Some beneficiary families 'expressed feeling cared for and more connected to their communities,' due to the CCTE payments as well as other positive effects on community relations<sup>126</sup>.

**Regular and predictable** – the fact that CCTE is paid regularly and predictably, at the end of each 2-month period of regular school attendance<sup>127</sup>, increases its efficacy although, in the comments related to education on the TRCS-SUY Facebook page, some people complained about problems accessing CCTE, including difficulty with applications, delayed and incorrect payments<sup>128</sup> and, in a particular case, one parent regretted the 'instability' of the payments stating that 'sometimes it is TRY 70, other times it is TRY 35.' This, however, seems to have been a particular case<sup>129</sup>.

**Impact on attendance** – for reasons outside the control of the Facility, the impact of CCTE on attendance could be more effective. Currently, the serious efforts to monitor and improve attendance are delayed by the lack of access to MoNE's data. Although TRCS plays a well-defined auxiliary role with MoFLSS, and is not an NGO, it still experiences delays in the sharing of information, which limit its effectiveness. Even now, after several years, TRCS and UNICEF do not have access to the addresses of CCTE beneficiaries<sup>130</sup>.

Overall, there is evidence that the Facility-funded CCTE programming, accompanied by measures to strengthen the quality and thus the value of the educational experience, are having good effects on attendance: 87% of CCTE beneficiary children who enrolled at the beginning of the 2017/18 school year were still regularly attending school at its end. The equivalent proportion for 2018/19 was 90%<sup>131</sup>. Attendance of children from households who applied for ESSN support increased from 49% to 65% between May 2017 and November 2018. Attendance of children from households receiving only CCTE and not ESSN support increased from 75% to 82% between April and November 2018.

These statistics reveal that both CCTE and ESSN beneficiary status are significantly positively correlated with the probability of a child attending school. In fact, cross-sectional data analysis from the CVME5 survey shows that, compared to receiving neither ESSN nor CCTE, receiving only CCTE or both CCTE and ESSN were found to be significantly positively correlated with school attendance. However, it is useful to keep in mind that there is a high level of endogeneity between CCTE beneficiary status and attendance rates. This is because a household can only be a CCTE beneficiary if the child regularly attends school. It is therefore possible that those who are more likely to attend (due to other reasons) are also more likely to be receiving the CCTE. Given the possibility of reverse causality in this relationship, in the absence of an experimental study, it is not possible to make a causal argument that CCTE beneficiary status increases the probability of attendance<sup>132</sup>.

A UNICEF officer noted that 'CCTE is recognised globally as a flagship programme both for UNICEF and [the EC]. It is the biggest education in emergencies programme [for the EC]. There has been a lot of ground-breaking work and visibility for the partnership'<sup>133</sup>. This is further supported by the statements of IP staff, such as ASAM and PICTES coordinators, who also stated that they inform families about the benefits of CCTE and refer them to the CCTE administrators<sup>134</sup>. Many informants described CCTE as very effective and helpful in drawing children into school and keeping them there<sup>135</sup>.

<sup>123</sup> Evaluation team's analysis of CVME4 survey, November 2019, slide 48.

<sup>124</sup> KII E37.

<sup>125</sup> Ring et al. 2020. *CCTE Programme Evaluation*, p. ES-3

<sup>126</sup> Ibid, p. ES-5.

<sup>127</sup> The CCTE programme defines regular attendance as no more than four days of unexplained absence per month. KII E60.

<sup>128</sup> Evaluation team's Qualitative Data Analysis Results (2017 ESSN FGD and web scraped data), August 2020, slides 43 and 44. SUY is the Turkish acronym for the ESSN (*Yabancılarla Yönelik Sosyal Uyum Yardım Programı*).

<sup>129</sup> Evaluation team's Follow-up Phone Interviews, August 2020.

<sup>130</sup> KII E26. For more detail on the implementation of CCTE, see section 2.3.5 i, below.

<sup>131</sup> SUMAF. 2019 (3 December). *SUMAF Master Data 20191203 T1 & T2*; Ring. 2020. *CCTE Programme Evaluation*; Evaluation team's analysis of CVME3 survey, August 2019; EC. 2020 (May) *FMR*, pp. 12 and 14.

<sup>132</sup> Evaluation team's Quantitative Data Analysis of WFP Survey Data (CVME5), August 2020, slide 29.

<sup>133</sup> KII E62.

<sup>134</sup> KIIs E17 and E51.

<sup>135</sup> KIIs E19, E20, E38, E45 and E51.

In summary, the CCTE has been very effective in securing the continued, regular attendance of Syrian and non-Syrian refugee children already enrolled and has attracted numbers of children to enrol.

A review commissioned by UNHCR of 45 cash-for-education programmes in 21 of its country programmes distilled the following key features and considerations, both general and protection related<sup>136</sup>. Reviewed against each of these considerations, the Facility-supported CCTE programme in Turkey seems to be well designed and well implemented.

Table 6 CCTE assessed against key features and considerations for cash-for-education programmes identified by UNHCR

Key features and considerations of cash assistance in refugee education	Facility-supported CCTE programme in Turkey
1. Conditionality is generally not effective if the only barrier to education is financial	There are many other barriers
2. Consider conditionality when addressing other types of barriers (i.e. cultural or behavioural)	There are many other barriers
3. Consider restrictions on the spending of cash only in context-specific circumstances	There are no restrictions on beneficiaries' spending
4. Determine the cash delivery mechanisms based on thorough assessments	All these considerations are features of the Facility-supported CCTE programme in Turkey
5. Adapt the frequency of cash transfers to the academic year	
6. Ensure that cash assistance supports the inclusion of refugees in national education systems	
7. Use direct transfer arrangements for cash assistance	
8. Provide cash assistance from a multi-sectoral perspective	CCTE's child protection component brings multi-sectoral perspectives, such as protection, social welfare and health
Protection considerations for cash assistance supporting education	Facility-supported CCTE programme in Turkey
1. Assess both protection benefits and risks when designing and implementing cash assistance for education	All these considerations are features of the Facility-supported CCTE programme in Turkey
2. Consider gender, including the benefits of cash assistance for gender inclusion in education	
3. Capitalise on the contribution of cash assistance to decrease child labour	
4. Carefully consider the most appropriate recipient of the cash grant in a family	
5. Cash assistance for education should be anchored in the overall protection and solutions strategy for refugees	

Apart from support provided by the Facility, however, other influences on enrolment should also be acknowledged. These are:

- **Turkish policy** – in 2017, MoNE made a policy to close TECs gradually and to support enrolment in public schools of Syrian children under temporary protection. In addition to increasing enrolment rates, the shift from TECs to public schools for refugees may also have opened up educational opportunities for non-Syrian refugee children, such as Afghans, Iraqis and Iranians, though this cannot be proved.

<sup>136</sup> UNHCR. 2017. *Cash for Education: A Global Review of UNHCR Programs in Refugee Settings*. Geneva: UNHCR, pp. 3 and 8–12.



- **Timing effect** – another factor that is likely to have influenced the increasing enrolment rates is the prospect of Syrian families staying in Turkey in the long term, and thus looking to their children’s future and educational needs.

### *b. Through outreach and removal of information barriers and bureaucratic obstacles*

All the Facility-funded projects contained components dealing with awareness-raising of parents and children about their rights and entitlements to educational services and about the processes and procedures for securing those rights<sup>137</sup>.

The value of outreach is reflected in the views of one school principal who expressed concern that some Syrian families are very mobile, and that they sometimes ‘disappear’ without notice. When they arrive in a new place, they do not necessarily consider it important to enrol their children in school. The principal described very active and detailed outreach to inform parents of OOSC in his community about their responsibilities and their children’s opportunities<sup>138</sup>.

There is further evidence that family mobility makes that outreach and follow-up difficult. School principals and PICTES Provincial Coordination Teams interviewed suggested that some families were moving from the provinces where they are registered, without informing their schools, so they lose contact with them<sup>139</sup>.

Other informants, including school principals, spoke of many Syrian parents’ lack of interest in their children attending school and in supporting their learning, and of how outreach was vital both to inform and motivate parents. This is often an important responsibility of Syrian volunteer education personnel, usually in conjunction with Turkish classroom teachers<sup>140</sup>.

While outreach efforts have generally been effective, there have been both internal and external challenges, to which the Facility has successfully responded:

- There was a natural tendency for Facility partners to conduct awareness-raising focused on what their own project could provide; and partners’ efforts were not necessarily well coordinated, leading to partial information being shared with beneficiary families. EC staff responded by urging UNICEF and its partners to conduct joint training of outreach workers, focused on determining a family’s educational needs, and then providing information about a range of relevant government services and project activities.
- Facility partners were requested by MoNE to avoid too much publicity about the opportunities available to refugees, as tensions were rising among disadvantaged Turkish families, as a result of perceptions of preferential treatment for refugees. The Facility partners responded with tact and sensitivity and sought to publicise opportunities available to Turkish and refugee families alike<sup>141</sup>.

Higher education partners spoke of ensuring that information about scholarship opportunities and benefits is available to potential students, through outreach to high school students, who were in YÖS (International Students’ Selection Examination) preparation courses, and through TECs and community centres. An indication of the effectiveness of that communication is the large number of applicants for scholarships. For example, SPARK received over 1,000 applications for 180 scholarships under its most recent project and, over several years, has had more than 40,000 applicants for all its scholarships<sup>142</sup>.

### *c. Through provision of ECE*

Pre-school enrolment of refugee and Turkish children is set to rise as a result of the establishment of a national policy making at least one year of pre-school education compulsory for all five-year-olds in Turkey from the start of the 2020/21 school year<sup>143</sup>. PICTES did not include regular ECE, only summer schools.

Although this government policy has yet to be implemented, the inclusion of ECE in PIKTES II is an example of the application of a lesson learned during Facility Tranche I. Plans for PIKTES II envisaged

<sup>137</sup> By April 2019, the PICTES project had conducted or facilitated awareness-raising activities with 1,150 Syrian families. PICTES sent 200 outreach groups, each consisting of two teachers and an interpreter, to conduct household visits in many provinces prior to the start of the 2019/20 academic year. TRC’s child protection teams also help families with information about school enrolment deadlines and procedures and the availability of various kinds of support, such as CCTE and school transport. MUDEM-RSC’s centres perform similar functions: MoNE. 2019 (29 April). *PICTES 7th QIN*; KIIIs E19, E60 and E17; MUDEM-RSC. 2020. *Social Impact Report 2019*. Ankara: MUDEM-RSC, p. 35.

<sup>138</sup> KII E48.

<sup>139</sup> KIIIs E44, E48 and E54.

<sup>140</sup> KIIIs E37, E48, E33, E47, E62, E22, E52, E61 and E44.

<sup>141</sup> Interview with EC official, November 2019.

<sup>142</sup> KIIIs E05, E07, E08, E65 and E66.

<sup>143</sup> Ministry of National Education. 2018 (23 October). *2023 Education Vision*. Ankara: MoNE.



responding to this increased pressure of numbers by funding ECE for 150,000 Turkish and 150,000 refugee children in the 26 PIKTES II provinces. Funding equal numbers of refugees and host community children is a further example of a policy lesson learned from Tranche I<sup>144</sup>.

School principals involved with both regular pre-school and ECE summer schools were very satisfied with the programmes, highlighting their value in preparing young children for primary school, improving their grasp of spoken Turkish and aiding their social integration<sup>145</sup>. PICTES commissioned research comparing refugee children attending regular pre-school, ECE summer schools and no ECE classes. The findings show improvements for foreign students (mostly Syrians) attending the ECE summer school classes in Turkish language, behavioural and psychomotor development, greater readiness for learning and stronger attachment to school than those not attending any ECE activities. The foreign students also showed higher levels of social integration, though the gains in that area were less than those achieved in Turkish language skills and school attachment levels. The evaluation report concluded: 'These results suggest that the summer school programme has reached its targets, but the social integration ingredients of the program should be strengthened to better support the overall integration of foreign children into the Turkish education system'<sup>146</sup>.

Some pre-schools send teachers out on home visits in the community to encourage parents to enrol their children<sup>147</sup>. As ECE is not yet compulsory in Turkey, fees can be charged. However, pre-school principals interviewed indicated that the fees were very low (typically TRY 50–100 per year), and refugee families were frequently exempted<sup>148</sup>.

PICTES staff interviewed noted that they cannot enrol all refugee five-year-olds, due to lack of learning spaces and the cost of provision. However, the Facility Tranche II (including PIKTES II) is making some progress in this regard, constructing prefabricated container classrooms, equipped with water, sanitation and hygiene (WASH) facilities, in some primary school playgrounds, and providing transport, learning supplies and equipment, such as special ECE family activity calendars<sup>149</sup>.

UNICEF has worked closely with PICTES and MoNE to share lessons from its EUTF Madad-funded ECE programming in south-east Turkey, both community-based summer schools and home-based classes. The latter were developed for young mothers from conservative religious families, whose freedom of movement is limited<sup>150</sup>.

#### *d. Through removal of barriers specific to higher education access*

Although the Facility has succeeded in financing 875 higher education scholarships for Syrian refugees by the end of 2019<sup>151</sup>, the current number of enrolled students still only represents less than 3% of Syrians in Turkey aged 18–25. In pre-war Syria, about 20% of university-age Syrians attended higher education institutions. So, demand for higher education can be expected to increase among refugees<sup>152</sup>.

Although higher education is free of fees for Syrian students, entrance requirements for refugees remain significant, namely the need to hold a B2 or C1 proficiency certificate in Turkish and to pass a Turkish language examination and a foreign students' (YÖS) examination<sup>153</sup>. See section f. on language barriers below.

The Facility has supported large numbers of refugee students with textbooks, living and transportation allowances, and with preparatory courses to equip them for success once at university and with academic and personal counselling<sup>154</sup>. Of the refugee student respondents to the survey conducted by this evaluation, 67% reported that they had experienced difficulties with their academic work, mostly linked to relative weakness in the Turkish language. A greater proportion of men than women reported having such difficulties. Just over half of those students had taken an introductory course on reading and writing

<sup>144</sup> Tüzemen 2019. *Sectoral*, p. 3.

<sup>145</sup> KIs E19, E20, E22, E43, E52 and E53.

<sup>146</sup> Tümen. 2020. *Quantitative Impact Evaluation*, pp. 2, 7; KIs E11 and E13. For more on social integration of refugees, see section 3.1.3.i.j, below.

<sup>147</sup> KIs E22 and E46.

<sup>148</sup> KIs E20, E22 and E43.

<sup>149</sup> KIs E11 and E22.

<sup>150</sup> KII E61. See also UNICEF. 2019. *For Every Child*, p. 58.

<sup>151</sup> EC. 2020 (May) *FMR*, p. 44.

<sup>152</sup> Hohberger. 2018. *Opportunities*.

<sup>153</sup> UNHCR Turkey. 2019. *Turkey Higher Education Sub-Sector: 2018 Summary*. Ankara: Inter-Agency Coordination Turkey.

<sup>154</sup> KIs E05, E08, E25 and E65; SUMAF. 2019 (26 April). *Monitoring Report: SPARK Actions: TF-MADAD/2017/T04.26, Regional and TF-MADAD/2017/T04.80*. Ankara: SUMAF; Günaydin, H. 2020. *EUTF Syria – ROM Report: An Integrated Pathway for Higher Education in Turkey: T04.168*. Ankara: EUD; Helbich and Ulbrikova. 2019. *Evaluation; HOPES*. 2020. *HOPES QIN 15*. This is in line with recommendations from EUTF monitoring exercises. See EU Regional Trust Fund in Response to the Syrian Crisis. 2020. *Progress Summary: Data from the 6th Results Report: March 2020*. N.p.: EUTF, p. 8.

academic Turkish upon enrolment; and 82% found the courses to be somewhat or very helpful<sup>155</sup>. The Facility has also funded activities such as the training of university staff in meeting the academic needs of refugees, English courses and training to start up new companies<sup>156</sup>.

Data from informant interviews, and recent project monitoring exercises highlights that there have been delays in implementing the components of scholarship programmes, partly due to management difficulties within the IP institutions and partly due to slow progress in negotiation and conclusion of memoranda of understanding with YTB, which are essential for the IPs to be able to function<sup>157</sup>.

### *Student selection criteria and fields of study*

An interviewee described an evolving process of student selection criteria, stressing that, initially, YTB applied criteria such as academic performance and ability to provide legal proof of completion of upper secondary schooling. The interviewee remarked that 'later on, there was more attention to vulnerability,' but that students' motivation, capacity and vulnerability had to be balanced because 'it does not make sense to finance 100 highly vulnerable students with a drop-out rate of 60%'. The interviewee stated that, 'as the refugee crisis persisted, there was more interest from the Turkish government to include a quota for Turkish students' among the scholarship recipients, a quota that grew from 10% to 20% over time. 'But still,' he concluded, 'compared to neighbouring countries where it can be up to 50%, it is relatively low. [The EC] could have invested much more money in Turkey, especially in higher education'<sup>158</sup>.

Students did not initially favour vocational, labour-market-oriented fields of study, because of parental pressure to pursue more 'prestigious' subjects, such as medicine, law or engineering. However, responding to political pressures within Turkey that the Syrian community needs to become more self-sufficient, the GoTR has promoted labour-market-oriented studies. 'That has benefited us a lot,' said the interviewee. 'It confirmed that our vision was good. There is also the fact that if you want to rebuild Syria, we need some people who are trained and bring in skills, in construction or teachers or medical professions or public managers. We also motivate students to choose environment-related fields, such as forestry or waste management.' Thus, SPARK and the EC agreed to focus solely on labour-market-relevant studies and vocational training<sup>159</sup>.

Higher education projects currently supported by the Facility are being implemented with funding from Tranche I. Tranche II of the Facility will not support higher education projects. That is unfortunate for several reasons. In addition to primary and secondary, tertiary education is part of the commitment that UN Member States have made, recorded in paragraph 68 of the Global Compact on Refugees<sup>160</sup>, to contribute to refugees' access to education. As well as equipping young refugees to contribute to the economies and societies of their host nations, higher education prepares them for leadership roles in the reconstruction of their homelands if repatriation becomes possible. Restricting opportunities to access higher education decreases refugee students' motivation to complete upper secondary school, a phenomenon sometimes referred to as educational 'dieback'. For the future, although higher education will not be part of the second tranche of the Facility, EC staff should seek to work in partnership with Turkish institutions, the UN and other donors to encourage development of a pathway approach in higher education, with emphasis on employability in course selection, which will include psychosocial support and accompaniment of students as they enter the labour market. The balance between student motivation, capacity and vulnerability should be maintained.

### *e. Through provision of non-formal education*

The Accelerated Learning Programme (ALP) is a complementary education programme. Since its launch in 2017, the ALP has been targeting out-of-school refugee children of Syrian and other nationalities aged between 10 and 17. These children are those: (i) who have never been to school: or (ii) who have dropped out (and been out of school for at least 3 years). The ALP provides the children with access to certified MoNE learning programmes and links them to other relevant pathways of learning including non-formal and formal education (e.g. Turkish public schools, technical and vocational education and training (TVET) and open high schools). PICTES catch-up programming initially (in 2017) targeted refugee students (6–17-years-old) who were attending TECs and transferring into Turkish public schools. In 2018, PICTES catch-up programmes, in addition to the in-school refugee children target group, started targeting out-of-school

<sup>155</sup> Evaluation team's On-line Survey Analysis Results, September 2020, slides 28 and 29.

<sup>156</sup> KII's E05, E08, E25 and E65.

<sup>157</sup> KII's E05, E07, E08, E25, E65 and E66; SUMAF. 2019 (26 April). *Monitoring Report: SPARK Actions*; Günaydin. 2020. *EUTF Syria – ROM Report*.

<sup>158</sup> KII E66.

<sup>159</sup> Ibid.

<sup>160</sup> UN. 2018. *Global Compact on Refugees*.

refugee children who had dropped out of school for up to 3 years. Thus, the ALP and PICTES catch-up programmes have been targeting refugee children who display different profiles of educational needs<sup>161</sup>.

ALP and PICTES catch-up programmes do not have identical objectives and they do not target the same groups of vulnerable learners. The over 400,000 out-of-school refugee children constitute a mixed group of learners with several different profiles requiring tailored education programmes to help them successfully attain their right to education<sup>162</sup>.

Coordination between the ALP and PICTES seems to be sound. UNICEF and PICTES teams have met regularly over the past few years to discuss and avoid gaps and overlaps in programming. MoNE's DG LLL and UNICEF shared the ALP curriculum with PICTES in 2018 and since then PICTES has been making use of it in its catch-up programme<sup>163</sup>. A PICTES officer commented on the balance between the catch-up training and the ALP: 'They [UNICEF in support of MoNE DG LLL] implement a version of the catch-up training, which emphasises both accelerated and remedial learning. Catch-up training under PICTES is not provided if ALP is being provided in the province. We provide catch-up in summertime, but they provide ALP throughout the academic calendar, so they complement each other'<sup>164</sup>.

Principals and MoNE officials interviewed during fieldwork expressed great satisfaction with the ALP, praising its thorough planning and documentation, and the fact that large numbers of students can achieve equivalency and transfer into public schools, if they are at the right age for grade. Older children transfer to the open education programme. According to a PEC principal, 'The ALP is perfect; we have no problems ... The whole process is well planned'<sup>165</sup>.

#### *f. Through removal of language barriers*

By September 2018, 449,634 Syrian children had received Turkish language training under PICTES I<sup>166</sup>. 232,480 Syrian children had enrolled in Facility-funded Turkish language classes, provided by PICTES I, by the time that project ended in June 2019. These numbers have declined substantially since 2018, due to MoNE's establishment of year-long Turkish language preparatory classes for foreigners. The decline might also be because larger numbers of refugees are becoming proficient in Turkish. These should both be viewed as very positive developments<sup>167</sup>.

An impact evaluation of the PICTES I project revealed statistically significant improvements in school attendance among students taking PICTES Turkish language and back-up classes, compared to a control group of non-PICTES participants<sup>168</sup>.

As a result of support provided through the Facility, a PICTES staff member concluded that 'the Facility introduced innovations in Turkish language teaching to the Turkish education system'<sup>169</sup>.

Turkish language benefits are also a major aspect of catch-up classes (see Section 3.3 for more detail). A beneficiary parent interviewed described the benefit that her children received through PICTES catch-up classes: 'Now that they are registered in a Turkish school, they attend a Turkish catch-up class after school, their Turkish level is better, but they went through a lot of difficulties to improve their Turkish'<sup>170</sup>.

The NFE programmes offered in public education centres by Concern Worldwide and MoNE (DG LLL) under the ALP also incorporated strong components of Turkish language teaching. While Concern Worldwide used the teaching and learning materials developed by PICTES, the ALP used other materials. An education researcher interviewed commented of the different curricula employed: 'Teachers in general mention that, even in the ALP, the curriculum needs a bit of differentiation, because students come from different backgrounds, and it is difficult for the teachers to teach to diverse groups'<sup>171</sup>. Another key partner under UNICEF NFE programme is the MoYS, which has used its 54 youth centres in 24 provinces to provide Turkish language courses. 12,257 children enrolled, of whom 9,415 completed A1 and A2 levels successfully<sup>172</sup>.

<sup>161</sup> UNICEF Turkey official, personal communication, 1 September 2020.

<sup>162</sup> Ibid.

<sup>163</sup> Ibid.

<sup>164</sup> KII E10.

<sup>165</sup> KII E27 and E36.

<sup>166</sup> Tümen et al. 2019. *PICTES Impact Analysis*, pp. 13-14.

<sup>167</sup> EC. 2020 (May). *FMR*, p. 38; EC. 2019 (November). *FMR*, pp. 7-8.

<sup>168</sup> Tümen et al. 2019. *PICTES Impact Analysis*, pp. 26 and 41.

<sup>169</sup> KII E11, E12 and E13.

<sup>170</sup> Evaluation team's Follow-up Phone Interviews, August 2020.

<sup>171</sup> KII E27, E58 and E57.

<sup>172</sup> UNICEF Turkey. 2020 (May). *Single Form 2017/00936/FR/01/01* [NFE Draft Final Report].

## Parents

Almost all school-based interviewees remarked that the biggest language-related problems they face are not with the students but with their parents, with whom the schools have great difficulties communicating. Schools have come to rely on children and on Syrian volunteer education personnel for interpretation. Parents are offered optional Turkish language courses by a variety of partners; in Istanbul 29,000 parents have attended them. Outside the Facility support, Turkish courses are also provided free of charge by public education centres. However, informants observed that relatively few parents attend as they are busy making ends meet with work and family responsibilities<sup>173</sup>.

Given the challenges faced by parents in making time to attend language courses, the design and implementation of Facility-supported Turkish language learning courses for adults may benefit from improvement, as was noted in the Facility's monitoring: 'the design and delivery of many of the funded courses needs improvement – particularly in the areas of teacher training, the adaptation of teaching methods and materials, and the duration of courses'<sup>174</sup>.

## Higher education students

The situation of tertiary students is different. Syrian students who are granted scholarships are reasonably well prepared for study in Turkish, because there are far more applicants, including many who have passed the entrance examination, than the number of scholarships available<sup>175</sup>.

Nevertheless, under Facility Tranche I, some higher education students received Turkish language instruction to help prepare them for their studies, through TÖMER, the Turkish and Foreign Languages Research and Application Centre of Ankara University, under the auspices of the UNHCR Higher Education Support Programme<sup>176</sup>. SPARK also found that drop-out rates decreased among students given additional specialist courses in academic Turkish<sup>177</sup>.

## Arabic language

Some Syrian parents and children are also concerned that children's skills in the Arabic language should be maintained or developed for those children born in Turkey. Informants expressed contrasting views about the importance of Syrian students maintaining their fluency in reading and writing in Arabic.

The numbers of Syrian children enrolled in Arabic language classes have fluctuated: 11,585 in Q2/2018; 2,651 in Q4/2018; 3,998 in Q1/2019; 4,090 in Q2/2019; 2,320 in Q3/2019 and 1,934 in Q4/2019. Some of the overall decline in enrolment reflects the closing of TECs and Syrian children's enrolment in Turkish public schools<sup>178</sup>. In its higher education projects, SPARK supports 159 students in Arabic programmes at the University of Gaziantep. SPARK staff noted that 'their GPAs are much higher [than those studying in Turkish]'.<sup>179</sup>

While this support has been positive for Syrian families, several school principals and education officials also commented on the negative effect on Syrian students' capacity in Turkish of having been taught in Arabic in the TECs<sup>180</sup>, and informants interviewed in this evaluation also explained that there can be negative perceptions of providing education in the Arabic language<sup>181</sup>.

Overall, the Facility has provided comprehensive support to language training, which has not been restricted to school-age children in formal education but extended to higher education students, parents and those in non-formal education. While the evidence suggests that the quality of this provision differs across this support, there is strong evidence to suggest that support through PICTES, in particular, has had a marked improvement on attendance and performance.

The investment of Facility support in this area has been well timed, having been a significant priority area of Tranche I. Looking forward, the need for this type of support through the Facility will decline for two main reasons: (i) since 2018, Facility support in provision of language training has been substituted, to some

<sup>173</sup> KII E20, E32, E41, E52, E53, E54, E55 and E57. See also Coşkun and Emin 2017. *Road Map*, pp. 25-28 and Taştan and Çelik 2017. *Education*, pp. 40-44.

<sup>174</sup> SUMAF. 2019 (21 November). Key Findings and Some Lessons Learned from Recent Action Monitoring Missions. Ankara: SUMAF, p. 4.

<sup>175</sup> KII E66.

<sup>176</sup> TÖMER offers placement and certification tests which evaluate candidates' Turkish level as a foreign language skill.

<sup>177</sup> KII E05 and E07.

<sup>178</sup> EC. 2019 (November). *FMR*, p. 5; SUMAF consolidated data; SUMAF. 2019 (3 December). EC. 2020 (May) *FMR*, pp. 13 and 41; KII E11.

<sup>179</sup> KII E25.

<sup>180</sup> KII E20, E30, E33 and E42.

<sup>181</sup> KII E03.



extent, by MoNE's establishment of year-long Turkish language preparatory classes for foreigners, with a resulting decline in numbers of children enrolled in Facility-funded courses; and (ii) the need for language support will diminish over time, as greater numbers of refugees become proficient in Turkish<sup>182</sup>.

#### *g. Through removal of barrier of distance to school*

Some early EC projects (notably with IOM), and the PICTES project, together made good progress in supporting Syrian children to get to school by bus<sup>183</sup>. This not only addressed the barrier of distance, but to some extent parents' fears for their children's security. School transportation also ensures children's attendance during the entire school day.

Several school principals praised the value of this service very highly: 'Without PICTES support to school transport ... we would not have been able to cover the needs of so many,' said one<sup>184</sup>. According to one MoNE provincial director, 'Transportation is the best thing that PICTES provides; it's very positive; this support is important and beautiful.'<sup>185</sup>

The transport service for Syrians had a requirement that children live at least 2 km from the school to be able to benefit, so several principals mentioned that their schools did not receive transport services, as almost all their children lived within that distance<sup>186</sup>. One PICTES provincial coordinator mentioned that new regulations had allowed for derogations from the 2 km rule if safety or road conditions required them<sup>187</sup>.

However, under PICTES I, the school transport service was only available to Syrian children, which contributed significantly to tensions between Turkish and Syrian communities. Some Turkish children could benefit from transport provided by MoNE, but the minimum distance was further than the 2 km that applied to Syrians<sup>188</sup>. One primary school principal described the problem alarmingly: 'It was like a war in here. People saw the vehicles said why are our children not taken. There were people living in the same building with the Syrians, for example ... Eventually some were taken to another school that is closer to their home'<sup>189</sup>.

Very wisely, under PICTES II, a ratio of 25% Turkish to 75% Syrian beneficiaries has been applied to school transport services<sup>190</sup>.

#### *h. Through removal of gender-related barriers<sup>191</sup>*

Discrimination on the basis of gender seems to constitute a barrier to both enrolment and attendance. The situation is nuanced. Evidence drawn from the CVME3 and CVME5 surveys suggests that early marriage plays a role in keeping girls and young women out of school, but not a major one (4.4% of respondents to CVME5 cited that as a reason). Other reasons given may include gender roles ascribed by parents, e.g. 'customs and traditions' (6%) and 'children need to stay home' (3%)<sup>192</sup>. The drop-out rate for Syrian girls rises with age. According to CVME5 respondents, 74.1% of girls and 63.8% of boys aged 10 to 14 are attending school, compared to only 28.9% of girls and 24% of boys aged 15 to 17<sup>193</sup>. Boys tend to drop out in order to work.

However, once children are enrolled, girls have a slightly higher completion rate, partly because teenaged boys disproportionately drop out to seek paid work. Boys are more likely to start working for money at a younger age, and girls are expected to help with household chores, hence the opportunity cost to families

<sup>182</sup> EC. 2020 (May). *FMR*, p. 38; EC. 2019 (November). *FMR*, pp. 7–8.

<sup>183</sup> 32,124 received transportation services under the PICTES project; pre-PICTES 12,200 had those services, so the overall increase is 198%. See MoNE. 2019 (29 April). *PICTES 7th QIN*. An average of approximately 8,000 students per month benefitted from school transportation provided by IOM during the implementation of the project (European Union. 2019 (14 January). *Single Form 2016/01123/FR/01/01*). The numbers served by school transport funded by the Facility increased during 2019 to reach 42,616 by the end of the year. EC. 2020 (May) *FMR*, pp. 14 and 43.

<sup>184</sup> *Ibid.* See also MUDEM-RSC. 2020. *Social Impact Report 2019*, p. 35.

<sup>185</sup> KII E45. See also KIIs E42, E44 and E55 for similar expressions of appreciation.

<sup>186</sup> KIIs E40, E47, E48 and E54.

<sup>187</sup> KII E54.

<sup>188</sup> KII E19.

<sup>189</sup> KII E52.

<sup>190</sup> KII E10.

<sup>191</sup> For information on the gender-related aspects of CCTE transfer payments, see section 3.1.3.i.a, above.

<sup>192</sup> Evaluation team's analysis of CVME3 survey, August 2019, slide 35 and of CVME5 survey, August 2020, slide 15. See also KIIs E33 and E43.

<sup>193</sup> Evaluation team's analysis of CVME5 survey, August 2020, slide 28. For figures for 2018, see Yücel, A. et al. 2018. *Needs Assessment*, pp. 7–8.



of boys being in school is higher<sup>194</sup>. Nevertheless, MoNE has almost achieved gender parity in enrolment of refugee children in schools in grades 1–12 (49% girls / 51% boys)<sup>195</sup>.

There was some evidence from interviews that gender is understood superficially, or not taken seriously. For example, in response to a question about gender analysis in programme design, a senior official replied, 'We do not have any problems with regards to gender. In every class there are Syrian boys and girls'<sup>196</sup>, as though the only gender issue were parity of numbers enrolled and attending. One high school principal was resigned to the drop-out of teenaged boys leaving school early to work and girls to be married<sup>197</sup>. A secondary school principal remarked about the motivation of his students, 'The girls are more aspiring because they know it is the only way out. Because girls not educated are being married off'<sup>198</sup>.

While attitudes to gender can be difficult to change, there is evidence that Facility partners do not always follow up on their commitments in proposals to mainstream gender in programme delivery, with inadequate provision in programmatic activities and budget allocations<sup>199</sup>. In contrast, interviews in schools and other educational institutions, revealed targeted efforts to meet specific needs of girls or boys. For example, a youth centre psychologist and a school counsellor referred to training young girls in 'maintaining personal space and boundaries,' and 'how girls should protect themselves, to set boundaries'<sup>200</sup>. This type of training would be valuable for both girls and boys.

PICTES coordinators and primary and secondary school principals interviewed affirmed that their enrolment included approximately equal numbers of girls and boys or that they had approximate parity between men and women on the teaching staff<sup>201</sup>. The MoNE officials responsible for school construction projects claimed to have integrated gender concerns into school design, such as ensuring that girls' and boys' washrooms are appropriately located in areas that teachers can readily supervise<sup>202</sup>.

Commitment to addressing gender imbalance can be seen in the Facility's higher education partners' efforts to achieve gender parity. One reported that, since 2016, women have constituted 48% of their scholarship grantees (487 out of 1,014 for two Facility-supported projects). This compares favourably with national statistics. The total number of students of all nationalities who applied for scholarships in Turkey since 2016 is 30,123, of whom 12,470 or 41% are female<sup>203</sup>. A higher education partner staff member explained, 'We discussed in advance that women should be supported in a special way ... We did not have any specific instrument to achieve that. [Yet] very often the selection decision was made based on gender'<sup>204</sup>. These partners acknowledge that parents are reluctant to allow their daughters to attend universities outside their home cities, and that projects must provide secure dormitories if young women are to enrol and remain at university<sup>205</sup>. One informant mentioned that the choice of a faculty of study was vital for young women, as selecting a field in which women struggle to find employment could be counterproductive<sup>206</sup>. The same person acknowledged that cultural attitudes towards young women have led to specific forms of discrimination in selection of scholarship holders<sup>207</sup>.

#### *i. Through removal of barriers linked to disabilities*

Facility IPs provide support to children with disabilities with their schoolwork. In the survey conducted for this evaluation, 100% of beneficiary parents with children living with disabilities affirmed that their children received such support<sup>208</sup>. During a visit to a pre-school in March 2020, the evaluation team observed a small boy with Down Syndrome receiving individual attention from a teacher's aide.

If their disability is not severe, students continue in regular classes. A specialised service of MoNE, the RAMs (*Rehberlik ve Araştırma Merkezi*) Counselling and Research Centres (one in each province) make the decision<sup>209</sup>. There has been no specific support for children with disabilities under the PICTES I

<sup>194</sup> UNICEF. 2019 (June). *CCTE*. See also KII E54.

<sup>195</sup> Interagency Coordination Turkey. 2019. *Turkey Education Sector Q2*; EC. 2020 (May) *FMR*, p. 10.

<sup>196</sup> KII E39.

<sup>197</sup> KII E54.

<sup>198</sup> KII E33.

<sup>199</sup> KII E66.

<sup>200</sup> KIIs E29 and E43.

<sup>201</sup> KIIs E51, E32 and E55.

<sup>202</sup> KII E64.

<sup>203</sup> Source: SPARK Student Information System.

<sup>204</sup> KII E08.

<sup>205</sup> KIIs E08, E05 and E25.

<sup>206</sup> KIIs E08 and E66.

<sup>207</sup> KII E65.

<sup>208</sup> Evaluation team's analysis of on-line survey, September 2020, slide 22.

<sup>209</sup> KII E39.

project, although national NGOs have made some efforts. One PICTES provincial coordinator suggested that PICTES could and should subsidise some of the costs of special education<sup>210</sup>.

The Facility is making small-scale but symbolically significant efforts to address needs of refugees with disabilities for higher education too, as described in the previous section of this report.

#### *j. Through removal of barriers relating to exclusion and marginalisation*

While public schools formally include students of all nationalities, the classroom environment is often unwelcoming to Syrians. According to an analysis of shared Turkish–Syrian classroom environments<sup>211</sup>, (i) some Syrian children form isolated sub-groups if not mixed with Turkish students in classes; (ii) some class sizes are too large, limiting teacher attention to individuals; (iii) Syrian students can be passive in class, rarely do homework, and are sometimes late to class; (iv) some Turkish teachers and students are observed to have negative attitudes towards Syrian students; and (v) Syrian integration is also limited by mixed ages in same classes and by co-educational classes.

Such perceptions were confirmed in the online survey conducted by this evaluation, in which parents of school children were asked, ‘Have your children ever faced discrimination or poor treatment when attending school or classes?’ 43% answered yes, with multiple accounts from parents of discrimination and bullying of their children in school. Most of the refugee parents interviewed for this evaluation also spoke of discrimination against Syrian students by classmates, teachers and school administrators. Happily, there were a couple of exceptions, with parents praising their children’s teachers and school principals for the quality of their welcome and engagement with their children. There may also be a timing effect too, with one parent commenting that sensitivities between Turkish and Syrian students had diminished over time<sup>212</sup>.

The fact that Facility Tranche I mainly targeted Syrian children – supporting them and their families with cash (CTE), free school transport and school supplies (PICTES I), with comparatively few visible benefits to Turkish host community students – has not helped to reduce tensions within schools and communities<sup>213</sup>. During the fieldwork, interviewees mentioned the Facility’s focus that only Syrians and not Turkish citizens may benefit from major investments, such as PICTES, as a cause of ‘severe social tensions’<sup>214</sup>. That policy was said to have provoked anger and antipathy among Turkish parents, teachers and school administrators, expressed publicly in meetings and on social media. A secondary school principal stated, ‘We distribute [stationery] to the Syrians first and then to the Turks as there was more left. We did not announce this, because it came to the Syrians. The Turkish parents who are aware are asking, though. We explain that this comes from the EU, and it comes for refugees’<sup>215</sup>. According to a primary school principal, ‘We distributed the learning materials evenly to Syrian and Turkish children. Otherwise distributing the materials only to Syrians created problems’<sup>216</sup>.

This evaluation found strong evidence of social tensions between Syrians and the Turkish population, reflected in both documentary evidence (see Section 3.1.2) and during fieldwork. Interviews with stakeholders revealed negative perceptions of the hygiene and cleanliness of Syrians, and expressions of violent behaviour in the playground. Large class sizes, apparently caused by the influx of Syrians, were also found to be disturbing to teachers, principals and parents; this was particularly the case in neighbourhoods that are densely populated with Syrians and with a low socio-economic status<sup>217</sup>.

According to those interviewed during this evaluation, negative attitudes towards Syrians can arise, not only from the public, but also among Turkish teachers and school administrators. A staff member of a research institution said, ‘Overall teachers do not want Syrian kids in the classes. Wherever we go we receive this anecdotal evidence’<sup>218</sup>. This view echoes findings of earlier research, published in 2017 and 2018, which suggested that Turkish officials and community members sometimes acted in ways that discriminated against and excluded Syrian children<sup>219</sup>. Evidence from FGDs conducted for the WFP

<sup>210</sup> MUDEM-RSC. 2020. *Social Impact Report*, p. 35; KII E22.

<sup>211</sup> Taştan and Çelik 2017. *Education*, p. 66.

<sup>212</sup> Evaluation team’s Follow-up Phone Interviews, August 2020.

<sup>213</sup> SUMAF. 2019 (8 July). *MR PICTES*.

<sup>214</sup> KII E10.

<sup>215</sup> KII E47.

<sup>216</sup> KII E40.

<sup>217</sup> KIIs E07, E10, E19, E33, E39, E40, E53, E57 and E61. This was confirmed in beneficiary interviews conducted for this evaluation, including follow-up phone interviews, August 2020.

<sup>218</sup> KII E57.

<sup>219</sup> Taştan and Çelik 2017. *Education*, p. 35; Coşkun and Emin 2017. *Road Map*, p. 39. According to Aras and Duman, ‘As reported by MÜLTECİ-DER [a Turkish NGO working in support of refugees], although regulations and laws allow Syrian students to enter all schools in Turkey, in some schools the managers will not enrol Syrian children because they think the children create problems and be difficult to

evaluation of ESSN<sup>220</sup> in 2018 supports that interpretation. For example, a Syrian woman, a beneficiary of ESSN, stated in an FGD, 'I went to register my kids at school, and the school manager accused me of registering my kids at school to get an allowance from the government. I would like to defend myself, but I cannot speak Turkish'<sup>221</sup>.

Several other interviewees spoke of discrimination during school enrolment processes. This evaluation heard of cases in which enrolment was more rapid when Syrian refugees asked Turkish acquaintances to help them. For example: 'Regarding the registration, most schools do not accept us, they tell us to come back after a week or a month. Syrians can do nothing about it. I had to wait for about 20 days. This was solved when a Turkish lady I know came to school with me and offered help'<sup>222</sup>. It is encouraging that some Turkish citizens are willing to help their Syrian neighbours to negotiate their way through administrative difficulties; this is a positive example of social cohesion within communities that might be built on.

The effort required to achieve social cohesion was widely seen by Turkish interviewees as the sole responsibility of Syrians, whose task is 'adaptation' to Turkish society. According to one PICTES coordinator, 'The goal is not integration [*entegrasyon*] but adaptation [*uyum*].' Another informant stated that the word 'integration' was not favoured for political reasons,<sup>223</sup> although the evaluation team occasionally heard the word used during interviews. Syrian students were frequently described as having 'adaptation problems'<sup>223</sup>. A MoNE provincial director of Lifelong Learning described a seminar programme for Syrian parents, in which 'society rules to be followed are also taught. For instance, it is taught that there is no religious marriage [i.e. religious marriage is insufficient and that marriages must also be conducted with the civil authorities] and that monogamy is the rule here'<sup>224</sup>.

In 2020, the Turkish press reported the accounts of several PICTES-contracted teachers who spoke of seriously contemptuous and discriminatory attitudes towards Syrian students expressed by school administrators and civil servant teachers<sup>225</sup>. While the evaluation did not find evidence to suggest that this is a widespread concern, some schools and principals are making an effort to overcome such discrimination. A PICTES member of staff interviewed during the fieldwork remarked, 'If the administrators of schools accept the situation, then it is easier'<sup>226</sup>. A primary school principal spoke of household visits conducted by class teachers with the school's counsellor: 'Now after these household visits,' he said, 'I do not feel there is a problem. It helped the teachers empathise with the situation'<sup>227</sup>.

SUMAF reports drew attention to these tensions in 2019. In that they are linked to overcrowding of schools and locally heavy concentrations of Syrian students in schools, the tensions may be alleviated by the completion of other Facility-funded school construction and renovation projects, by greater explicit attention in PIKTES II to the needs of host community as well as refugee students, and by activities under PIKTES II designed to foster social cohesion<sup>228</sup>. The encouragingly positive impacts of the CTE programme on refugee families' perceptions of belonging within the Turkish wider community are noted in Section 3.1.3.i.a, above.

A mid-2018 EC Special Measure called for training of teachers and education administrators in provision of 'quality inclusive education that takes into account integration challenges, while promoting social cohesion.' The EC also wisely called for conflict-sensitive education programming, given the fact that refugees share the same education facilities with Turkish host community students<sup>229</sup>. The current 3RP Turkey chapter also focuses on harmonisation and social cohesion as a priority to be mainstreamed throughout all humanitarian actions involving Syrians, including the education sector<sup>230</sup>.

The design of PIKTES II has taken some of these issues into account. The target groups are listed as 'Syrians under temporary protection and Turkish students; Syrian and Turkish families; and MoNE

manage. One method that MÜLTECİ-DER staff use to resolve this issue is to inform school managers it is against the law to discriminate against Syrians and if they do not enrol Syrian children they will report the managers to the MEB.' Aras and Duman 2018. 'INGOs' Assistance.'

<sup>220</sup> WFP Evaluation of the ESSN, 2018.

<sup>221</sup> Evaluation team's qualitative data analysis results (2017 ESSN FGD and webscraped data), August 2020, slide 24.

<sup>222</sup> Ibid.

<sup>223</sup> KII E19, E66, E33, E38 and E40.

<sup>224</sup> KII E53.

<sup>225</sup> Tuncel, R. (2020, January 30). *Suriyelilerle Teneffüs Yapılmasın Diye Zil Saatleri Değiştirildi* [The school bell times were adjusted such that Syrians and Turkish students will not to be in recess at the same time]. Bianet. <http://bianet.org/bianet/print/219374-suriyelilerle-teneffus-yapilmasin-diye-zil-saatleri-degistirildi>.

<sup>226</sup> KII E53.

<sup>227</sup> KII E20.

<sup>228</sup> SUMAF. 2019 (8 July). *MR PICTES*, pp. 6, 8-10, 13; see also Tüzemen 2019. *Sectoral*, p. 2.

<sup>229</sup> European Commission. 2018 (24 July). ANNEX to the Commission Implementing Decision Amending Commission Implementing Decision C (2018) 4960 final of 24.7.2018 on the adoption of a special measure on education under the Facility for Refugees in Turkey. Brussels: EC, pp. 3-4.

<sup>230</sup> 3RP. 2020. Regional Refugee and Resilience Plan in Response to the Syria Crisis 2020-21: Country Chapter: Turkey. New York: UNDP and UNHCR, p. 11.

administrative and education personnel.' PIKTES II also includes the expected result: 'Social integration of Syrian students and parents improved'<sup>231</sup>. An EC staff member interviewed confirmed that, in PIKTES II, social cohesion is a specific outcome with indicators. The same person also expressed a recommendation that MoNE would work more closely with the EU on the content of educational programming on these issues<sup>232</sup>. Social interaction has been integrated as an indicator (output- and impact-level) to measure social cohesion in the revised Facility Results Framework, which was launched in July 2020. However, an EC staff member interviewed commented, 'I haven't seen any coherent approach towards social cohesion ... Until now there is a lot of goodwill but not a lot of structure behind it'<sup>233</sup>. Evidence gathered in the field supports that viewpoint.

Fostering social cohesion as a response to social tensions was conceptualised in rather shallow ways: according to a PICTES provincial coordinator, 'Getting into the formal education system already means social cohesion ... Any service offered by a counsellor to Syrian students is this kind of support'<sup>234</sup>. An IP staff member reasoned, '30% of participants should be Turkish. If we don't have 30% Turkish kids, we do not count it as a social cohesion activity'<sup>235</sup>. Another IP staff member acknowledged that 'we cannot measure [social cohesion] objectively. We do not conduct pre-tests or post-tests. We can only observe the behaviour between groups of young people. Before they did not want to come together. Before there were negative attitudes among Turks against Syrians, but now they are together'<sup>236</sup>.

One national NGO conducted pre- and post-tests with a small sample of beneficiaries (n = 34) before and after certain social cohesion activities; its staff claim that there were statistically significant improvements in social cohesion between refugees and host community members<sup>237</sup>. There is also a little anecdotal evidence from independent research about the benefits of bringing refugee and host community children together. 'Four Turkish school principals ... mentioned the significance of including the Syrian children in the social and cultural activities in the school. This is believed to have improved the peace in the classroom and created a positive atmosphere in the school for academic progress'<sup>238</sup>.

Overwhelmingly, interviewees described their social cohesion programming in terms of 'activities', which seek to bring Turkish and Syrian students together for short periods of positive contact. The most frequently cited activities were sports, notably football, but hikes, picnics, barbecues and camps, as well as cultural activities (arts, drawing, dancing, museum visits, photography, cinema, theatre, gastronomy festivals) were prominent. Others cited the celebration of special days and the holding of school-level meetings between parents of both nationalities<sup>239</sup>. There is a widespread assumption that simply mixing Turkish with Syrian students will somehow generate social cohesion, as if by osmosis, with almost no reflection revealed during the interviews about precisely *how* such 'cohesion' might emerge. An EC staff member commented, 'You should have an impact at the community level, it cannot be a one-off pleasant activity'<sup>240</sup>.

Despite being dominated by an activity approach, some Facility-supported interventions sought to link social cohesion activities to enhanced local authority capacity for management of refugee – host community relations and stakeholder policy dialogue<sup>241</sup>.

In the higher education sub-sector, which deals with adults, there was some evidence of more thoughtful approaches going beyond one-off activities. Implementing partners encouraged and funded opportunities for Syrian students to volunteer in Turkish communities, and facilitated structured discussions between Turkish and Syrian students, such as 'tea talks' at Nişantaşı University, and a student buddy programme in which university students act as social mentors for Syrian refugee students, implemented by the Research Centre on Asylum and Migration<sup>242</sup>. Of the refugee university student respondents to the survey conducted by this evaluation, 62% stated that they mix socially with Turkish students, with women and people having stronger Turkish language proficiency being more likely to do so<sup>243</sup>.

An evaluation of PICTES-funded ECE summer school programming revealed some encouraging improvements in social integration for refugee 5 to 6-year-olds who participated in the programme; it also

<sup>231</sup> EU Delegation to Turkey. 2018. *Annex I to the Special Conditions of Grant Contract: Contract Reference Number: IPA/2018/403-554*. Ankara: EU, pp. 39–41.

<sup>232</sup> KII E02.

<sup>233</sup> KII E66.

<sup>234</sup> KII E44.

<sup>235</sup> KII E17.

<sup>236</sup> KII E29.

<sup>237</sup> See also MUDEM-RSC. 2020. *Social Impact Report*, p. 44.

<sup>238</sup> Arar et al. 2019. 'Holistic'.

<sup>239</sup> KIIs E04, E05, E17, E20, E21, E22, E29, E52, E53 and E55.

<sup>240</sup> KII E66.

<sup>241</sup> ASAM. 2018. *Social Cohesion of Refugees (SCORE) TF-MADAD/2018/T04.170*. Ankara: ASAM.

<sup>242</sup> KIIs E05, E07, E08 and E65; Helbich and Ulbrikova. 2019. *Evaluation*; HOPES. 2020. *HOPES QIN 15*.

<sup>243</sup> Evaluation team's on-line survey analysis, September 2020, slide 30.



noted that the gains were not as great as in other areas of the programme. The evaluator called for further efforts to strengthen the social integration aspects<sup>244</sup>.

Among all IPs interviewed, only UNICEF claimed to have had a coherent, long-term, strategic approach to social cohesion programming, incorporating an inter-sectoral conceptual approach with links to child protection, and partnerships with national and international institutions. According to one UNICEF staff member<sup>245</sup>:

*Social cohesion even as a terminology really evolved in 2015. In 2015 we were already talking about social cohesion as UNICEF, while this was not on the table including in the 3RP. This came about building on the partnership with MoFLSS. We had an earlier programme with MoFLSS with Turkish young people; this was the root that we started from. The terminology has varied. Earlier programmes focused on 'life skills.' Other terms used include 'integration' and 'harmonisation'. We have worked to modify perceptions that all services are delivered to Syrians only. We brought in nine NGOs. Back then we had INGOs. Seven INGOs worked on the social cohesion programme back then. This programme developed significantly with the support of three actions. Over the years social cohesion has become a real strategy in comparison to 2015. Every single sector in 3RP touches upon that. The protection angle of social cohesion is very clear. Social cohesion has been integrated in child protection since the very beginning.*

Recently, at national level, PIKTES II has appointed a social cohesion coordinator, with one additional staff member. To understand the needs in the area of social cohesion, in January and February 2020, PICTES held FGDs with 'non-Turkish parents, school managers, representatives of other institutions along with *mukhtars* [heads of neighbourhoods or villages]' in three provinces, followed by a big national workshop in Gaziantep, after which 'we created a map to improve social cohesion. And we tried to establish communication between groups and institutions.' The national coordinator stated, 'To begin with we did not want to duplicate existing work, such as social, cultural and sporting events, and tried to find what is not being done. But we wanted to go beyond just offering activities. We sought to create a social cohesion model to give permanent solutions. We are trying to finalise the model now'<sup>246</sup>.

PICTES staff and other informants expressed the view that some of the broad programmatic responses developed under the Facility's second tranche will contribute to enhanced social cohesion. Responses mentioned included efforts to prevent bullying; expanded Turkish language training for children, youth and parents; provision of early childhood education through summer schools; contributions to school cleaning and security; and completion of delayed school construction projects<sup>247</sup>.

Many interviewees identified ongoing obstacles to specific efforts to strengthen social cohesion. A school principal observed, 'The things that label them as Syrians make integration difficult. We have difficulties in ensuring social cohesion with the bags with logos on them, etc.'<sup>248</sup>. It is possible that donor and project visibility requirements are undermining the purposes supported by the donors and the projects themselves.

However, the most frequently mentioned obstacle is the lack of a budget at local level, whether in schools or education centres, for planning and implementing comprehensive programmes. Several informants stated that 'there is no budget' and 'we paid from our own funds', meaning that schools used funds raised locally, by Parent Teacher Associations or occasionally offered by municipalities, and not provided by MoNE or other central government authorities<sup>249</sup>. The lack of predictable programmatic funding is one major reason for the emphasis on 'activities' and 'events' in schools' responses to social tensions. One PICTES provincial coordinator said, 'Each school does these [social cohesion] activities locally. Theatre, excursions, activities at school. There is no special PICTES budget for these for now, but they are planning to have it'<sup>250</sup>. A MoNE provincial director was sceptical: 'It is said that some of the budget should be used in the social cultural activities of the children. As a metaphor I can say that it is like we do not have soup to drink and yet they ask us what kind of dessert you want'<sup>251</sup>.

Limiting tensions and fostering social cohesion between refugee and host communities is extraordinarily difficult work. With hindsight, it would have been sound if the EC had provided approximately equal benefits to Syrian and Turkish children and young people through the Facility, in line with findings of global research, UNHCR policy guidance and global guidance on conflict-sensitive approaches to education

<sup>244</sup> Tümen. 2020. Quantitative Impact Evaluation, pp. 2 and 7.

<sup>245</sup> KII E61. See also UNICEF. 2019. *For Every Child*, p. 10.

<sup>246</sup> KII E15.

<sup>247</sup> KIIs E19, E20, E17, E40, E66, E61 and E64.

<sup>248</sup> KII E52.

<sup>249</sup> KIIs E22, E38, E39 and E53.

<sup>250</sup> KII E51.

<sup>251</sup> KII E45.



provision<sup>252</sup>. It would also have been sound if the Facility and MoNE had had a strategy and a model for strengthening social cohesion in and through the education sector during the implementation of Tranche I. PICTES has commissioned a research report on education for social cohesion but at the time of drafting this evaluation report, that research report was still in draft form and unavailable. Yet, given the number of priorities that all concerned were facing, and the complexity of the task, both the Facility and MoNE are to be highly commended for responding now, during Tranche II, with strategy development.

#### *k. Through removal of barriers linked to child protection issues*

As explained in Section 3.1, protection-related concerns present a major barrier to participation in education. Parents interviewed for this evaluation shared their children's experiences of harassment by other pupils in school<sup>253</sup>, and by teachers. In some cases, they confirmed that the school administration was able to positively intervene<sup>254</sup> while, in other cases, complaints were not followed up.

Several of the Facility's major IPs rightly view child protection (CP) and education as vitally interlinked sectors; effective work in one is impossible without effective work in the other. Thus, for example, several UNICEF staff members described their insistence, from the beginning of their partnership with the Facility, on having a very strong and active CP component integral to the CCTE programme. That component was also strongly suggested by the EC from the outset<sup>255</sup>. This conviction of the value of CP within CCTE was expressed most strongly by staff of UNICEF and TRCS, interviewed in Turkey, but found echoes among staff of other partners, including those working in public education centres, youth centres, and some school principals<sup>256</sup>. Those people clearly viewed children's enrolment and attendance at school as a CP concern and not just as a narrow, technical education matter. Being out of school or absent from school is very widely viewed as a serious protection risk<sup>257</sup>. These understandings are rooted in global minimum standards for both education and CP in emergencies<sup>258</sup>.

In the CCTE programme, UNICEF and TRCS seek to integrate education sector and CP work. An interviewee commented, 'The activities that were funded early on in Madad included training teachers in psychosocial support in classrooms; that was very important'<sup>259</sup>. The CP teams work very closely with the CCTE cash management staff to identify children in the 15 operational provinces who are at risk of drop-out (showing patterns of absence and low attendance) from school or the ALP. The CP teams target families with children with the highest rates of absenteeism in each province for home visits. During those visits, the CP teams identify all actual or potential protection risks, covering all the family's children, of all ages. Protection risks identified include those related to education but are much wider<sup>260</sup>. By December 2019, the CP teams had reached 73,948 children, 49% of whom were girls. Of that number, 6,628 (9%) had been referred to specialised services. By March 2020, the total number of children reached and assisted had risen to 75,390<sup>261</sup>.

The CP teams decide whether a child's risk is high, medium or low and follow up accordingly. High-risk cases (such as child abuse) or medium-risk cases (such as impending child marriage) are followed up within 24 hours with government social services managed by the MoFLSS. This is a legal requirement. For low-risk cases there is a follow-up protocol of official notification letters, telephone calls and visits. The parent interviewed, whose child had been sexually harassed, described receiving support from TRCS to address the situation, as did other beneficiary parents interviewed, whose children had been bullied at school<sup>262</sup>. Lower risk cases are referred to TRCS's internal services, such as community centres and psychosocial support teams, or to external authorities such as the local schools, MoNE, the Ministry of Health or the Directorate-General for Migration Management (DGMM). For school-related cases, such as

<sup>252</sup> For example, Chambers, R. 1986. 'Hidden Losers? The Impact of Rural Refugees and Refugee Programs on Poorer Hosts.' *International Migration Review* 20(2): 245–63; UNHCR. 1998. *Handbook for Emergencies*. 2nd ed. Geneva: UNHCR; Inter-agency Network for Education in Emergencies. 2013. *INEE Guidance Note on Conflict-Sensitive Education*. New York: INEE; see also <https://inee.org/collections/conflict-sensitive-education>.

<sup>253</sup> Evaluation team's follow-up phone interviews, August 2020. According to one parent interviewed, 'My son went through sexual harassment at school, this was very damaging. He was harassed by two Turkish students who are older than him (4th graders) in the back courtyard of the school during school hours when he was in the 1st grade ... I noticed that my son was suddenly suffering from enuresis, he hated going to school, became an introvert and afraid of going anywhere alone. I asked him what was wrong, and he told me what happened.'

<sup>254</sup> Ibid.

<sup>255</sup> KII E26, E37, E60 and E61.

<sup>256</sup> KII E24, E26, E37, E60, E61, E28, E29, E41, E47 and E52.

<sup>257</sup> KII E19, E20, E22, E26, E29, E37, E44, E46, E47, E51, E52, E60 and E61.

<sup>258</sup> Inter-agency Network for Education in Emergencies. 2010. *Minimum Standards for Education*. New York: INEE, pp. 61-67; Alliance for Child Protection in Humanitarian Action. 2019. *Minimum Standards for Child Protection in Humanitarian Action*. N.p.: The Alliance, pp. 247-256.

<sup>259</sup> KII E60.

<sup>260</sup> UNICEF and TRC. 2020 (11 March). *CCTE*; KII E60.

<sup>261</sup> KII E60; UNICEF and TRC. 2020 (11 March). *CCTE*. The latest *FMR*, based on CCTE data reported in February 2020, gives slightly lower figures. EC. 2020 (May) *FMR*, p. 11; Ring et al. 2020. *CCTE Programme Evaluation*.

<sup>262</sup> Evaluation team's follow-up phone interviews, August 2020.

bullying by peers or teachers, TRCS consults with the school administration, and works with school guidance counsellors. To the extent possible, each case is carefully documented and monitored until resolution<sup>263</sup>.

The four CCTE case workers interviewed by the evaluation team are well qualified, with university degrees in fields such as social services and psychological counselling. They have all worked in social services or education for several years, and receive extensive ongoing in-service training from UNICEF and TRCS, on themes such as case management, communication, gender issues, addiction and child labour, though they stated that they had not had specific training on the education sector<sup>264</sup>.

The CCTE programme evaluation found that the CP component reinforces with families the message about the importance of regular attendance at school. There was also evidence from interviews that it contributes to lowering non-financial barriers to school attendance, though a firm causal relationship could not be inferred. While the results of the CP component of the CCTE programme are very encouraging, the programme evaluation found that its potential impact has been limited by the financial and human resources available. The CCTE CP teams reached only 13% of beneficiary children potentially at risk of CP concerns (as defined by missing the attendance condition at least once). Moreover, the CCTE programme evaluation found that up to half of the families who are referred to other social services by CP teams do not follow up on the recommendations, due to perceptions of cost, time required or lack of Turkish language skills needed to access the services. This suggests that the CP teams may need to spend more time explaining benefits and procedures to refugee families, and that greater resources, both financial and human, should be devoted to the work of the CP teams. The report recommends that Syrian volunteer education personnel be trained and deployed to assist the CP teams with household visits<sup>265</sup>.

ASDEP (*Aile Sosyal Destek Programı* – the Family Social Support Programme of MoFLSS) is now working together with TRCS under the CP component of the CCTE. ASDEP could, in the long term, be the public agency in charge of sustaining household visits to children at risk of dropping out of the CCTE programme. This development illustrates the interest of the GoTR in this innovative CP component of the CCTE and its potential replicability within the Turkish CCTE system for Turkish children<sup>266</sup>.

Other partners, notably the PECs and youth centres, also refer children and youth at risk to the Counselling Research Centres (RAMs), managed by MoNE in each province, or to Social Services Centres and other facilities of MoFLSS<sup>267</sup>.

UNICEF and TRCS place great importance on clear and systematic referral pathways for children identified as being at risk; they claim to have created referral pathways, which did not exist for refugees before the CP teams were set up and which were weak and patchy also for Turkish children. A structural difficulty seems to lie in the GoTR's Ministry-specific approach to the provision of social services. Thus, at the intersection of education and child protection, responsibility for referral of children from schools and RAMs to specialised psychological services is not totally clear and systematic. In Facility Tranche I, there was a small amount of support for strengthening the capacity of MoFLSS; it is excellent that this support is increasing under Tranche II<sup>268</sup>. The Facility may consider advocacy for even firmer integration of child protection services and referral mechanisms/pathways into the functioning of the education system.

### *1. Through removal of barriers linked to children's psychosocial needs*

By the end of June 2019, the Facility was funding 415 guidance counsellors providing psychosocial support<sup>269</sup>. These are additional to MoNE-employed, civil servant school counsellors, who mostly serve the Turkish population. An EC official interviewed estimated that each PICTES-supported school had one or two additional guidance counsellors<sup>270</sup>.

Interviewees in the field had a different perception, that is, numbers of counsellors are dropping sharply. For example, the PICTES programme in one province used to have 60 guidance counsellors but by March 2020, only 33. In another province, there were only 12 PICTES counsellors, and in a third province, only four. The PICTES coordinators all mentioned that these scarce and valuable human resources are allocated to the schools with the highest numbers of Syrian children. Four PICTES-supported schools, visited by the evaluation team, had no counsellor employed by PICTES at all, despite significant numbers

<sup>263</sup> KII E26 and E60.

<sup>264</sup> KII E26 and E60; UNICEF. 2019 (June). *CCTE*.

<sup>265</sup> Ring et al. 2020. *CCTE Programme Evaluation*.

<sup>266</sup> *Ibid.*

<sup>267</sup> KII E28 and E29.

<sup>268</sup> KII E60.

<sup>269</sup> MoNE. 2019 (17 September). *PIKTES 1stQIN*.

<sup>270</sup> KII E02.

of both Syrian and Turkish children. Their principals and all the PICTES provincial coordinators mentioned how greatly they were needed, yet the budget was insufficient to cover the need<sup>271</sup>. The following table sets out MoNE's threshold numbers of students per counsellor in different types of school<sup>272</sup>:

Table 7 MoNE threshold numbers of students per guidance counsellor to provide psychosocial support

# Counsellors	Pre-school	Primary	Secondary	High	Boarding
One	150	300	150	150	No threshold
Two	500				
Additional	As enrolment number reaches each additional multiple of 500				

Source: MoNE

PICTES teachers at a secondary school commented, 'The school has three counsellors actually. But we prefer a specific counsellor that would only deal with the problems we are facing. We need in-service training on how to deal with traumatised children.' A PICTES coordinator explained that many counsellors had left the PICTES programme, and thus had left schools with large numbers of refugees, because they had been 'promoted' to have MoNE contracts. Their salaries and benefits were no longer paid for by the Facility but by MoNE<sup>273</sup>.

All Turkish school guidance counsellors are graduates of university programmes in counselling and psychological consultancy. Several counsellors interviewed speak Arabic, which is a great advantage in their work with Syrian and some other refugee children<sup>274</sup>. In August 2018, PICTES provided its contracted staff with 10 days of initial training and orientation to psychosocial support (PSS), post-traumatic response and intercultural sensitivity, which gave them a certificate<sup>275</sup>. However, ensuing in-service training has been intermittent and uneven, with some counsellors interviewed stating that they had received a subsequent five-day course and others not. The PICTES I evaluation surveyed school counsellors and documented their expressed training needs, which focused on different types of non-verbal and verbal therapy and dealing with sexual abuse, conflict, bullying and addiction<sup>276</sup>. MoNE affirms that, under PIKTES II, 'newly recruited guidance counsellors will receive an orientation training and all teachers under contract will have access to an in-service training to improve their qualifications on the topics of psychological support to children, management of traumatised students, conflict management, teaching methodologies, guidance and counselling, skills targeting to remove cultural and social barrier, historical and cultural background of communities, etc.'<sup>277</sup>.

The counsellors interviewed were rather young – in their late 20s and early 30s – but were evidently dedicated and hard-working; all described their work in active terms. Relatively few children come to them spontaneously, and all the counsellors reach out to the children and their parents regularly and liaise with class teachers constantly. Teachers refer students to the counsellors, who have the authority to call students out of class for a visit. Several described using surveys, especially early in the school year, to identify children in need of support. Vulnerabilities mentioned include having separated parents, having a parent die and low socio-economic status. One counsellor referred to this survey process as risk-mapping. The evaluation team saw copies of the very comprehensive, professional and impressive survey and risk-mapping forms<sup>278</sup>. In one exceptional case, however, the 'assessment' tools used by counsellors were inappropriately worded and lacked sensitivity in their approach to identifying students who may be subject to bullying<sup>279</sup>.

The approach adopted by PICTES is a blend of school-, family- and community-based PSS. Almost all counsellors spend time in each class regularly, to listen to children and to teach them certain life skills. They all conduct local public meetings and information seminars with parents and children and arrange private meetings with parents. Subjects of those seminars and meetings that were cited include peer bullying, anger management, self-confidence, personal space and boundaries, violence, technology addiction, hygiene and positive study habits. Of the 71 refugee parents who answered this evaluation's survey question on school meetings, 66% reported having been invited to a meeting or lecture at their

<sup>271</sup> KIIs E30, E31, E32, E33, E39, E44 and E51.

<sup>272</sup> PICTES official, personal communication, 14 May 2020.

<sup>273</sup> KIIs E30, E31, E32, E33, E39, E44 and E51.

<sup>274</sup> KIIs E02, E15, E23 and E28.

<sup>275</sup> Tümen et al. 2019. *PICTES Impact Analysis*, p. 61.

<sup>276</sup> Ibid, p. 73.

<sup>277</sup> MoNE. 2019 (9 July). *PIKTES Inception Report*, p. 31.

<sup>278</sup> KIIs E19, E21, 23. See also Ahmet Yesevi Primary School, Şanlıurfa. 2020. *Class Risk Map*; Ahmet Yesevi Primary School, Şanlıurfa. 2020. *Class Form for Syrian Students' Risk Groups*.

<sup>279</sup> KII E41.

children's school, of whom 87% attended. Of those, 79% found the meeting or lecture helpful<sup>280</sup>. The high level of satisfaction with the usefulness of the meetings is encouraging, and many of those who did not find the meetings useful said it was because of the lack of interpretation between the Turkish and Arabic languages<sup>281</sup>.

Several counsellors described group sessions, in one case for bullies and the bullied, in which they use drama and games to help children express their needs. The games cover values and topics such as preparing to leave and move on. One impressive PICTES counsellor had developed a series of games and activities herself, in collaboration with colleagues, drawing upon principles in the training she had received<sup>282</sup>.

Individual school counsellors, as well as partners such as UNICEF, TRCS and Concern Worldwide, train classroom teachers in teaching techniques that are supportive of students' well-being, in recognition of the symptoms of stress and anxiety, and in how to refer children. Concern does this through Teaching-Learning Cycles, involving monthly sessions with teachers at PECs led by their central training team<sup>283</sup>.

For students with serious psychosocial needs, there is no single, mandated referral pathway. Nevertheless, several PICTES counsellors described processes similar in principle if not in detail. Counsellors may refer children to a provincial Counselling and Research Centre (RAM), which may in turn, via a committee, refer them to a doctor, psychologist, psychiatrist or speech therapist, the latter two specialities attached to state hospitals. RAMs may also allocate a support teacher to work with an individual child with special needs. In some cases, the counsellors spoke of being able to refer children directly to specialists, though one stressed that he was not providing formal referrals but only recommendations. A PICTES coordinator mentioned that there are no statistics on these referrals<sup>284</sup>.

The work of PICTES counsellors is constrained by their lack of access to the e-school information system, which is only available to MoNE-employed civil servant counsellors who are registered in MEBIS, the MoNE teachers' database (although this is expected to change under PIKTES II). This bureaucratic discrimination is harmful, as it denies active counsellors' information they need, and stops them from entering useful data about students' progress<sup>285</sup>. This was verified by a school counsellor who explained the difficulty of being unable to print and submit the *Öğrenci Bireysel Görüşme Formları* [Student Interview Forms] himself, requiring him to rely on civil servant counsellors to assist. As explained by the respondent, 'this kind of project creates a parallel system. It would have been better if the money was provided directly to the Ministry without creating this kind of a separate system.'

A serious problem is the lack of a system of clinical supervision for the counsellors. One young PICTES school counsellor described his experience: 'In the camp I came across very heavy cases. In the camp period, a friend of mine said, we here are doing an extraordinary work, we are young now, but this will affect our children in the future. Only our own friendships supported us. We did not receive any other external support'<sup>286</sup>.

Clinical supervision involves the counsellors meeting regularly with another professional, to discuss casework and other professional issues in a structured way. The purpose is to assist the practitioner to learn from their experience and increase their abilities, to ensure good service to the client or patient, and to help process their own responses. Supervision is a safeguard over the counsellors' own mental health and well-being and a protection against burnout. It is viewed as an essential standard for mental health and PSS services in emergencies<sup>287</sup>.

In the absence of clinical supervision, counsellors described informal ways in which they can receive mutual support: monthly seminars organised by RAMs; a working relationship with staff of RAMs, who answer questions from time to time; and a Psychological Support Association, which holds meetings and

<sup>280</sup> Evaluation team's On-line Survey Analysis Results, September 2020, slide 23.

<sup>281</sup> Evaluation team's Follow-up Phone Interviews, August 2020.

<sup>282</sup> KIIs E19, E21, E23, E28, E29 and E43.

<sup>283</sup> KIIs E19, E26, E58 and E60. See also Concern Worldwide. 2020. Turkish Language Course, PSS and Catch up Classes for Syrian Children in PECs: Child and Youth Resilience Measure – Summary report / 1st Cycle. Şanlıurfa: Concern Worldwide.

<sup>284</sup> KIIs E19, E21, E23 and E26.

<sup>285</sup> KIIs E41, E48 and E51.

<sup>286</sup> KII E41. An evaluation of UNICEF's community-based child protection programming found that supervision of committed, enthusiastic but rather young and inexperienced NGO staff, undertaking PSS and other child protection work with refugees, was lacking and needed reinforcement. Bennett, J. et al. 2019. *Evaluation of the Community-based Child Protection Services in Response to the Syria Refugee Crisis in Turkey: (January 2016-January 2019): Final Report*. Sheffield, IOD PARC.

<sup>287</sup> Inter-Agency Standing Committee. 2007. *IASC Guidelines on Mental Health and Psychosocial Support in Emergency Settings*. Geneva: IASC.



maintains a WhatsApp group for members<sup>288</sup>. These are valuable supports but not replacements for the normative, restorative and formative functions of clinical supervision<sup>289</sup>.

In Facility-funded higher education projects, after some initial resistance, SPARK has engaged an excellent psychologist, who is doing valuable work in universities, training their staff in symptom recognition and working with individual students. An EC officer commented, 'She is trying to do as much as she can, but you could put five psychologists in that SPARK project, and they would still have their hands full'<sup>290</sup>.

Several interviewees spoke quite strongly about PSS as a relatively neglected field in Turkey, with a lack of clear governmental policy guidance and rather shallow treatment protocols. Two knowledgeable people expressed disappointment that the Facility had not strengthened PSS further during Tranche I<sup>291</sup>. One stated that, under pressure of rising needs and limited resources, 'We are looking at a shift in what was a very broad-based, inclusive approach to PSS towards targeting the most vulnerable: the families who are not coping, children who are working, children with disabilities, more community outreach, including mobile services.' She did not view that as a positive development<sup>292</sup>.

### 3.1.4. Contribution considerations

Through its successful partnership with MoNE, the Facility has helped to reduce the barriers to education for hundreds of thousands of refugee children within the frameworks of the Turkish education system, as indicated in their impressive results<sup>293</sup>.

As shown in Section 3.1.2 of this report, the support provided through the Facility has been designed to address the main barriers to participation in education, and particularly that of economic hardship which is the most significant constraint to improving enrolment and attendance. Given the importance of this barrier, Facility support has been extremely well targeted and, as a contribution to 'participation' overall, this evaluation judges the Facility to have been highly effective in its ability to work at scale and in partnership with national government. The CCTE, at this scale, is unique in the field of education in emergencies.

The value of the CCTE is illustrated by the fact that, while the EC will continue supporting the CCTE for the 2020/2021 school year<sup>294</sup>, MoNE directors have publicly called for UNICEF to seek international funding to maintain the support, as 'it will be impossible for the Turkish government to sustain CCTE alone'<sup>295</sup>.

The analysis presented in this report shows that government-led initiatives and policies have also played a major role in reducing barriers to education for refugee children. For example, MoNE's decision to gradually close TECs in 2017 has facilitated greater enrolment in Turkish schools, alongside initiatives such as CCTE and ESSN. Introduction of the policy of compulsory enrolment for all five-year-old children in pre-school 2020/2021 will boost enrolment rates for this age group. This demonstrates a high level of collaboration and cooperation to achieve results, as well as the flexibility of the Facility which has been able to adapt as government policy has evolved.

Another example of the inter-relationship between Facility and government-led support is in the removal of language barriers. While the establishment of year-long Turkish language preparatory classes for foreigners has led to a decline in demand for Facility-supported provision, the PICTES I impact analysis also found that 'academic success increases with treatment intensity, suggesting that the returns to providing Turkish language support to Syrian children for an extended period are high. Moreover, the timing of treatment is also important: students who are treated earlier perform much better than the ones treated later'<sup>296</sup>. This illustrates how the sustained, multi-year timing of the Facility's support also contributes to its degree of effectiveness.

<sup>288</sup> KII E21 and E41.

<sup>289</sup> For an explanation of clinical supervision and its importance, see Milne, D. 2007. 'An Empirical Definition of Clinical Supervision.' *British Journal of Clinical Psychology* 46: 437-447.

<sup>290</sup> KII E65.

<sup>291</sup> KII E61 and E65.

<sup>292</sup> KII E61.

<sup>293</sup> For example, in the 23 PICTES I target provinces, over the lifetime of the project, there was a 108% increase in enrolment of Syrian children in schools and TECs (Baseline: 290,710; achievement by end Q1/2019: 605,800). See MoNE. 2019 (29 April). *PICTES 7th QIN*. These encouraging results were confirmed by a SUMAF monitoring report published in July 2019. See SUMAF. 2019 (8 July). *MR PICTES*.

<sup>294</sup> European Commission. 2020. (10 July). Turkey: Extension of European Programmes Supporting 1.7 Million Refugees Receives Green Light. (Press release). Brussels: EC.

<sup>295</sup> KII E57.

<sup>296</sup> Tümen et al. 2019. *PICTES Impact Analysis*, pp. 25–6.



Another time-related factor influencing the extent of refugees' participation in education is that, as time goes by and refugees begin to see themselves remaining in Turkey in the longer term, their children's education prospects become more important.

Given these priorities and some of the challenges that families may face in accessing the necessary information to register and enrol their children in school, the Facility's support in provision of outreach work, providing information and awareness-raising to Syrian families has been recognised and highly appreciated by beneficiaries and service-providers alike.

The Facility has been quite successful in addressing issues of gender in schools, as evidenced in both quantitative data and stakeholder feedback.

As the Facility has delivered its vast programme of support, this evaluation has identified a number of unintended consequences, particularly in relation to social cohesion. Provision of school transport to Syrian children alone undoubtedly exacerbated existing tensions, marring an otherwise excellent initiative. It appears that the Facility has learned this lesson, however, as exemplified by the new quota of 25% Turkish to 75% Syrian beneficiaries of PICTES-supplied school transport.

Other major lessons learned from Tranche I of the Facility have been revealed in the introduction of regular ECE classes in PIKTES II, and ensuring its provision on an equal basis to both refugees and host communities; inclusion of provision for children with disability in PIKTES II programming; and efforts to boost staff capacity for and monitoring of school social cohesion in PIKTES II.

This evaluation has also found, however, that while participation in education is certainly increasing, ongoing issues of marginalisation and exclusion remain, and particularly those relating to the inevitable social tensions that can arise between refugee and host communities. There are still almost 400,000 children out of school, which means there is no room for complacency.

**3.2. Judgement criterion 8.2:** The Facility education response has contributed to a better equipped Turkish education system, adapted to providing safe, inclusive, equitable, quality education to refugees along with host community students

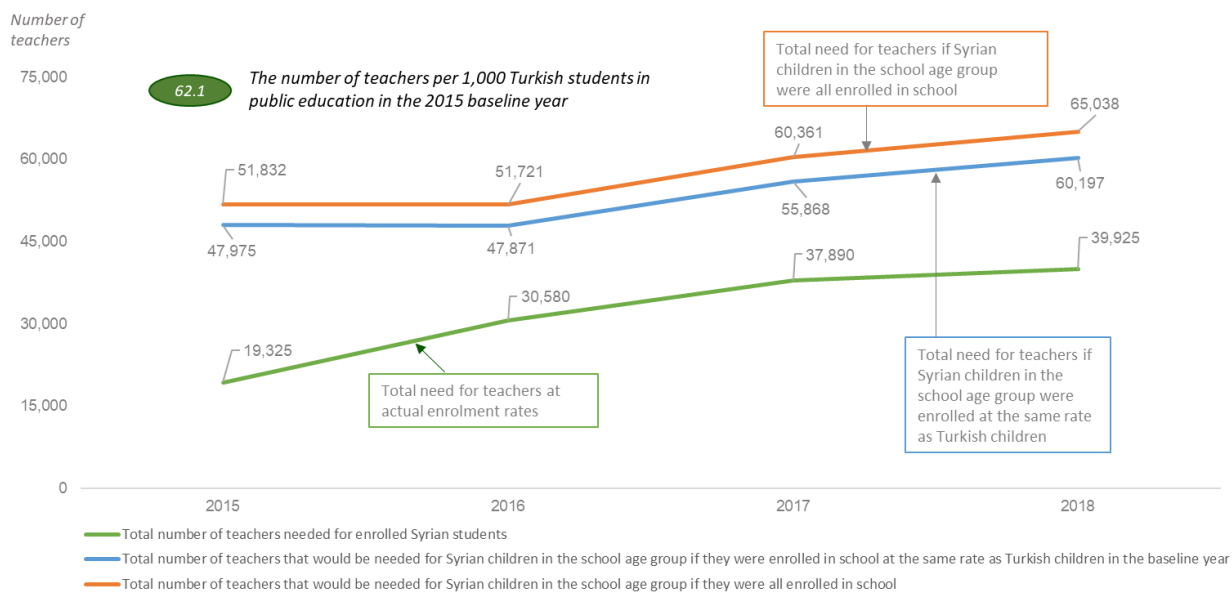
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### **3.2.1. Turkish education system 'sufficiently equipped' to provide quality education as an outcome**

To understand what this intermediate outcome might look like in terms of numbers, this evaluation looks at two basic components: human resources and infrastructure. By considering publicly available statistics from MoNE and demographic data on the number of refugees in Turkey between 2015 and 2019, it is possible to estimate what a 'sufficient' level of resource might be, at the Facility's mid-term.

For example, in terms of 'sufficient' human resources, as shown in Figure 3, it is possible to estimate how many additional teachers would be required to adequately cater for the number of Syrian children that have entered the Turkish education system during the period of this evaluation. The starting point for this calculation is the number of teachers required to serve the Turkish school-aged population in 2015 (the pre-Facility baseline year for this analysis), which was 62.1 per 1,000 students (aged 5–17). Given the actual enrolment of Syrian children of 61.4% in 2018/19, it is possible to estimate that the number of extra teachers required to accommodate Syrian students was 39,925 (see Figure 3 below).

Figure 3 Number of teachers that would be needed to 'sufficiently equip' the public education system to integrate Syrian children<sup>297</sup>



Source: Evaluation team analysis

The infrastructural need is harder to theorise, given information on the number of classrooms in Turkey is not readily available and that entire schools can come in many different shapes and sizes. The 2015 baseline number of schools for every 10,000 Turkish students in the public education system was 48.3, indicating that the average Turkish school has around 207 places. If this standard is followed, a realistic estimate would be that, based on current enrolment levels (at the Facility's mid-term), there is a need for approximately 3,000 additional average-sized schools (207 places per school) to 'sufficiently equip' the Turkish education system with physical infrastructure to accommodate Syrian refugees.

While considering the quantity of provision that is now in place, the specific judgement criterion that has been developed to analyse the Facility's contribution to this outcome also recognises its more qualitative aspects, and judges to what extent the Turkish education system is now 'better equipped' with (i) human resources (teachers and school administrators) who are able to provide safe, inclusive, equitable, quality education; and (ii) infrastructure that is safe, inclusive, equitable and of good quality.

Outcomes that can be observed in this regard are summarised in Table 8, and further explained below.

<sup>297</sup> Evaluation team calculations. Source data: Number of Turkish teachers and students is from the Ministry of Education Statistics Yearbooks (2015/2016, 2016/2017, 2017/2018, 2018/2019). Number of Syrian students and Syrian children in the school age group (ages 5–17) is from the presentation publicly released by DG Lifelong Learning, MoNE. Number of Turkish children in the school age group is calculated based on TUIK population statistics. Since the age groups are covered by TUIK as 5–9, 10–14 and 15–19, number of Turkish children in the 15–17 age group is calculated by taking out three fifth of the number of Turkish children in the 15–19 age group. Number of teachers include teachers in nursery class, primary school, lower secondary school (excluding open lower secondary school) and upper secondary education (excluding open education high school). Number of teachers and number of students are only based on numbers in public education. Students enrolled in private school and teachers in private education are excluded from this calculation.

Table 8 Summary of ‘observable’ outcomes on a ‘better equipped’ Turkish education system

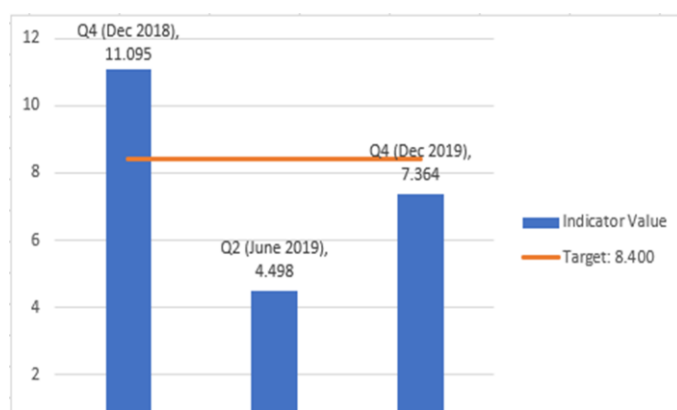
Expected outcome	Turkish education system sufficiently equipped to provide quality education
<p><b>Observed outcome(s)</b></p>	<ul style="list-style-type: none"> <li>The Turkish education system is better equipped with human resources. While it is more difficult to measure a system that is ‘sufficiently’ equipped, the outcome of a ‘better’ resourced education system through increased salaried and voluntary teaching and administrative staff is an outcome that can be observed from results achieved.</li> </ul> <p>Quantifying the contribution of the Facility is complex, as data indicate a rise and fall in personnel receiving either salaries or monthly incentives, depending on the stage at which it is measured. However, at the end of Q4 2018, at the peak of the PICTES Tranche I implementation, the Facility supported 11,095 teachers and education personnel (comprising staff provided through PICTES and other actions, such as those covering the additional work of MoNE civil servant teachers who gave back-up and catch-up classes) See Figure 4<sup>298</sup>.</p> <p>This outcome combines both provision of personnel with training support, which has been considerable (see Table 9).</p> <ul style="list-style-type: none"> <li>The Turkish education system is better equipped with infrastructure, comprising 66 new schools, the upgrade of 904 targeted schools and rehabilitation of 17 schools.</li> <li>The Turkish education system is better equipped with educational equipment, materials and other supplies.</li> </ul>

**i. Outcome of a system better equipped with human resources (teachers)**

By increasing numbers of personnel in the Turkish education system, and providing training for them, there is a clear, observable outcome in terms of the Turkish education system being now better equipped with human resources as a direct result of Facility support. The extent to which this additional provision is providing safe, inclusive, equitable, quality education to refugees along with host community students is discussed in Section 3.2.3 below.

As of 30 June 2019, 4,498 education personnel were receiving salaries and/or incentives funded by the Facility’s PICTES programme. This number has declined markedly from a year previously, due to the ending of UNICEF and PICTES I projects, funded under the first tranche of the Facility, and delays incurred by MoNE moving to new arrangements under PIKTES II<sup>299</sup>. By December 2019, with PIKTES II under way, 7,364 education personnel were receiving salaries and/or incentives paid for by the Facility<sup>300</sup> in addition to volunteer teacher programmes. PICTES has also covered salaries for the additional work of MoNE civil servant teachers who gave back-up and catch-up classes. As shown in Figure 4, at its peak, the Facility was supporting 11,095 staff with salaries and/or incentives<sup>301</sup>. The decline in numbers of teachers supported is due to the closure of TECs, with many thousands of Syrian volunteer education personnel no longer required, and to the short-term nature of the contracts held by PICTES teachers.

Figure 4 Number of educational personnel receiving salaries and/or incentives, 2018/2019



Source: Facility Monitoring Report, May 2020 (based on results data up to December 2019)

<sup>298</sup> EC. 2020 (May). FMR, p. 45.

<sup>299</sup> EC. 2019 (November). FMR, p. 9.

<sup>300</sup> EC. 2020 (May). FMR, pp. 2, 15 and 45.

<sup>301</sup> EC. 2020 (May). FMR, p. 45.

According to data collected by the Facility Results Framework monitoring and reporting process, as of 30 June 2019 170,405 MoNE education personnel had been trained, including a large number who had attended short courses to increase their capacities to address the particular issues faced by refugee children. This total of personnel trained represented 543% of the Facility's target<sup>302</sup>.

The PICTES I project had trained 20,753 teachers and school administrators in various courses by April 2019<sup>303</sup>. These achievements are all the more impressive, given that the October 2016 pre-Facility baseline for teachers and MoNE administrative staff who were adequately prepared to educate Syrian students was 7,200, and that, pre-Facility, Turkish teachers were generally not well trained to teach foreign children in regular classes<sup>304</sup>.

## **ii. Outcome of a system better equipped with infrastructure that is safe, inclusive, equitable and quality**

By increasing and improving teaching spaces through rehabilitation and upgrade, and providing teaching equipment and resources, there is a clear, observable outcome in terms of the Turkish education system being now better equipped, as a result of Facility support. As for human resources, the extent to which this additional provision has been safe, inclusive, equitable and of high quality for both refugee and host community students is discussed in Section 3.2.3 below.

The EU's 2016 Needs Assessment only identified the number of *additional* classrooms that MoNE hoped to build, starting in the school year 2016/17<sup>305</sup>. There was no baseline figure of the number of *existing* classrooms or schools in which refugees were learning. Similarly, the inception reports of the KfW and World Bank (WB) infrastructure projects only specified the number of additional schools to be built<sup>306</sup>.

MoNE stated that they needed 1,198 additional new schools to cope with the Syrian refugee influx. The EU requested a breakdown by province, which MoNE provided. The EU also asked for an explanation for the methodology used in the calculation, which MoNE did not supply, and a well-placed interviewee described the process as 'not very transparent'. According to a senior MoNE official interviewed, Facility Tranche I investments met 15% of the need for new schools; Facility Tranche II will contribute a further 4%. However, according to the May 2020 *Facility Monitoring Report (FMR)*, the Facility plans to construct a total of 360 schools, 180 under each funding tranche. Accepting MoNE's target of 1,198 schools, this would represent meeting 15% of the need for new schools under each tranche<sup>307</sup>.

The school construction work has been greatly delayed. Although 66 schools are now complete, by June 2019, only 40 new schools had been constructed. The IPs had completed 27% of the required implementation steps by the end of Q4/2019 and renewable energy installations have been severely delayed (0/120 complete)<sup>308</sup>. Progress since that time has been delayed by the COVID-19 pandemic.

By June 2019, 904 out of 970 targeted schools had been upgraded (93% of target) with physical repairs and rehabilitation. According to the latest *FMR*, by December 2019, under Facility Tranche II arrangements, the total number of schools equipped had reached 3,902, as PIKTES II had equipped and supplied 2,120 pre-schools<sup>309</sup>.

Through its Qudra project, GIZ has rehabilitated 17 schools, including two TVET schools, serving a total of more than 19,000 students, approximately evenly divided between Turkish citizens and Syrians. Some of those projects involved complete rehabilitation of a school, including walls, roof, doors and WASH facilities. In other cases, the works were more limited, to renovation of a playground or installation of a sports field.

<sup>302</sup> EC. 2019 (November). *FMR*, p. 9; EC. 2019 (May).

<sup>303</sup> MoNE. 2019 (29 April). *PICTES 7th QIN*.

<sup>304</sup> Ibid; Coşkun and Emin. 2017. *Road Map*, pp. 25–8.

<sup>305</sup> Biehl, K. et al. 2016. *CNA*, pp. 59–60.

<sup>306</sup> KfW. 2017 (May). *EU Facility for Refugees in Turkey: Education for All in Times of Crisis II: Delegation Agreement Number IPA/2016/381-265: Inception Report – Final Version: May 2017*. Ankara: KfW; World Bank. 2017 (June). *Education Infrastructure for Resilience Project: EU-IPA/2016/382-614: Inception Report*. Ankara: World Bank. UNICEF also built 146 classrooms during 2016-17: UNICEF. 2018. *Final Narrative Report: Generation Found*, Annex 1.

<sup>307</sup> KII E09; EC. 2020 (May) *FMR*, p. 46.

<sup>308</sup> EC. 2020 (May). *FMR*, p. 16; EC. 2019 (November). *FMR*, p. 9; SUMAF. 2019 (3 December). *SUMAF Master Data 20191203*. In early July 2019, MoNE noted that, taking into account funding through the Facility and the Madad Fund, a total of 46 schools out of 220 planned had been constructed with EU support, with expectation that 20 more would be ready by the start of the 2019-20 school year in September. See MoNE. 2019 (9 July). *PIKTES Inception Report*, p. 6.

<sup>309</sup> EC. 2019 (November). *FMR*, p. 9; EC. 2020 (May) *FMR*, pp. 2 and 16.

### 3.2.2. Description of Facility interventions aimed at equipping the Turkish education system, and supporting it to adapt

#### *i. Facility support in provision of human resources (teachers)*

In general, since the inception of the Syrian crisis in 2011, there has been pressure on the Turkish education system, with the numbers of qualified, experienced and available teachers not keeping pace with the number of children coming into the system. This has intensified markedly since 2017, when MoNE's policy of closing TECs and enrolling Syrians in public schools came into effect.

A 2018 study by the NGO Kids' Rights highlights lack of teachers and of training for available teachers in handling needs of Syrian children. The evaluation team heard from many school principals of the difficulties faced by teachers with large numbers of students in their classes, and with widely ranging levels of ability, especially in the Turkish language, the key to all learning in school. Beneficiaries interviewed by telephone also spoke of excessive class sizes. These findings echo those of Facility monitoring missions<sup>310</sup>.

To address this resourcing issue, the Facility has funded both salaries and/or incentives for education personnel, as well as volunteer programmes, details of which are presented below, in Table 9.

Table 9 Summary of salaries and incentives provided to Turkish teachers and Syrian volunteers by Facility education actions

IP	Action	Outputs
<b>MoNE</b>	Promoting Integration of Syrian Children into Turkish Education System (PICTES)	6,177 teachers were employed by the project by 2018 <sup>311</sup>
<b>UNICEF</b>	Generation Found: EU Syria Trust Fund-UNICEF Regional Partnership for Education	4,172 Syrian volunteer education personnel (at TECs), school counsellors and other educational personnel were supported with monthly incentives of TRY 900 for the period covering June to November 2016 and TRY 1,300 from December 2016 to May 2017 <sup>312</sup>
<b>UNICEF</b>	Education and protection programme for vulnerable Syrian and host community children, in Lebanon, Jordan and Turkey	Estimated 2,505 Syrian volunteer education personnel (at TECs), school counsellors and other education personnel supported with monthly incentives for 12 months (TRY 1,300/month) <sup>313</sup>

#### *ii. Facility support to training of teachers, volunteer education personnel and higher education staff*

In Table 10, output data has been used to summarise the extensive support that has been provided by the Facility, through multiple programmes.

<sup>310</sup> Evaluation team's Follow-up Phone Interviews, August 2020; EC. 2020 (May) *FMR*, p. 14; SUMAF. 2019 (8 July). *MR PICTES*.

<sup>311</sup> EC. 2020 (May). *FMR*.

<sup>312</sup> UNICEF. 2019. T04.13 Final Report.

<sup>313</sup> UNICEF. 2019. T04.78 Turkey Logframe 4th quarter 2018 and Description of Action (DoA).



Table 10 Summary of training provided to education personnel by Facility actions

IP	Action	Type and quantity of support provided
<b>MoNE</b>	Promoting integration of Syrian children into Turkish education system (PICTES)	<ul style="list-style-type: none"> <li>8,661 teachers received 30-hour awareness-raising training to help them to adequately educate Syrian students in Turkish schools. Topics included: psychological support for children, post-trauma student management, teaching methodologies, guidance and counselling. (Target: 8,800)</li> <li>76 teachers were trained to deliver the above awareness training themselves</li> <li>5,968 Turkish language trainers received the 60-hour TÖMER course (Central Certification Programme on Teaching Turkish to Foreigners). (Target: 5,600)</li> <li>427 PICTES guidance counsellors and 51 regular school counsellors were provided with 'Psychosocial Intervention Certification Program' training based on their field knowledge</li> <li>4,234 MoNE administrative staff received training to increase their capacity to handle Syrian student issues in Turkey (Target: 4,000)<sup>314</sup></li> </ul>
<b>GIZ</b>	Qudra – Resilience for Syrian refugees, IDPs and host communities in response to the Syrian and Iraqi Crises	234 Syrian teachers (out of 300 selected from the 12,500 working in Turkey and receiving salaries from UNICEF) provided with A2 and B1 Turkish language courses in Gaziantep, Hatay, Kilis and Şanlıurfa. (Target: 300) (Source: SUMAF Monitoring Report, April 2019)
<b>SPARK</b>	Higher education for Syrians under temporary protection and disadvantaged host communities in Turkey	162 (73 female and 89 male) university staff trained to provide quality student affairs services. Topics included: counselling skills, PSS first aid, community-based psychosocial support, psychological self-care skills, ethical principles, career counselling and student friendly communication. (Source: QIN, Q4 2019 – TF-MADAD/2017/T04.80)
<b>DAAD</b>	HOPES – Higher and further education opportunities and perspectives for Syrians	102 English teachers trained by the Higher Education English Access Programme (HEEAP) (M: 26 / F: 76 Syrian: 0 / Local: 91 / Other: 11) (Source: QIN Q4 2019 – TF-MADAD/2016/T04.11)
<b>UNICEF</b>	Generation Found: EU Syria Trust Fund-UNICEF regional partnership for education	5,026 Syrian volunteer and Turkish teachers/other education personnel trained. This 10-day pedagogical formation training covered: introduction to the teaching profession; classroom management (e.g. positive discipline); student learning, evaluation and assessment; and counselling and education psychology (including psychosocial support [PSS] components). Participants received an official MoNE-recognised certificate following successful completion of the written exam (Source: UNICEF T04.13 Final Report)
<b>UNICEF</b>	Education and protection programme for vulnerable Syrian and host community children, in Lebanon, Jordan and Turkey	Nationwide training of Turkish teachers and school administrators on inclusive education pedagogy reached 144,974 (65,819 females and 79,155 males). The pedagogical areas include (among others): classroom management, child-friendly teaching methods, use and development of instructional technology, materials and tools, counselling, assessment of learning, learning environments, provision of psychosocial support services, and inclusive education to support all vulnerable children (including Syrian children and children with disabilities). (Source: UNICEF T04.78 Turkey Logframe 4th quarter 2018 and Description of Action.
<b>UNDP</b>	UNDP Turkey resilience project in response to the Syria crisis (TRP)	318 Turkish language trainers were trained in five training sessions held in Antalya (2), Eskişehir and İstanbul (2). (Source: UNDP T04.76 QIN Q4 2019)

<sup>314</sup> SUMAF. 2019 (8 July). MR PICTES.

IP	Action	Type and quantity of support provided
<b>CONCERN</b>	Yarını Kurmak / building tomorrow – quality education and livelihoods support for Syrian refugees in south-east Turkey	244 educational personnel, including teachers, volunteers and administrative staff trained in child-centred pedagogy and psychosocial well-being (Source: SUMAF Monitoring Report, Jan 2020)

### iii. Facility support to provision of infrastructure (schools)

Given the attested overcrowding of public schools before the influx of Syrian refugees in 2011, and the huge impact on classroom spaces that their arrival occasioned, a very large amount of Facility Tranche I education sector funding was devoted to school construction<sup>315</sup>. This commitment of support corresponds to the very great need that was expressed by many of those interviewed in this evaluation, who mentioned lack of classroom spaces with consequent overcrowding, large class sizes and negative educational and health impacts as a result.

Out of a total education sector allocation of almost a billion euros under Facility Tranche I, EUR 405 million, more than 40%, was allotted to school construction and equipment, plus a further EUR 40 million for clean energy projects. That funding was provided through large IPA (Instrument for Pre-Accession Assistance) projects implemented by *Kreditanstalt für Wiederaufbau* (KfW) and the World Bank<sup>316</sup>.

MoNE's Directorate-General for Construction and Real Estate is overseeing the building of 220 new schools with Facility Tranche I funding (including 34 which are financed through the EUTF Madad part of the Facility). By 2<sup>nd</sup> March 2020, at the beginning of the evaluation's fieldwork, 66 of those schools had been completed, and a further 33 were completed by the end of 2020<sup>317</sup>. All these schools are for the benefit of Turkish, Syrians and other nationalities without distinction, though the proportion of Syrians served varies greatly, between 10% and 60%<sup>318</sup>. Concern Worldwide is rehabilitating 20 vocational school workshops<sup>319</sup>.

### iv. Facility support to provision of supplies and materials

Facility-funded PICTES I, and UNICEF-implemented projects have provided large amounts of textbooks, school supplies, teaching and learning materials to refugee and Turkish host community students each year. Under the PICTES I project, 600,000 Syrian students received school supplies (stationery kits and clothing – 120% of the target) by April 2019<sup>320</sup>. UNICEF also provided educational materials, such as stationery kits and school bags, to 76,000 children in 2016/17, and to 800,000 Syrian and vulnerable Turkish children at the beginning of the 2018/19 school year (of which 208,500 were attributed to the EU financial contribution)<sup>321</sup>. SPARK provided a lot of educational supplies to Turkish universities<sup>322</sup>.

## 3.2.3. Contextual analysis of Facility interventions

### i. Effectiveness of Facility support in provision of teachers, volunteers and administrators

#### a. Contractual status, salaries, incentives and working conditions

The provision of education personnel through both PICTES I, PIKTES II and other Facility-supported programmes has increased and has thus led to a better equipped Turkish education system. The Facility has supported MoNE and partners to pay salaries for Turkish teachers and incentives for refugees working in schools. However, as explained above, by 2018, there was only half the amount of human resources in education to meet the requirement to fully integrate Syrian students already enrolled in school by 2018.

<sup>315</sup> Biehl et al. 2016. *CNA*.

<sup>316</sup> European Commission. 2020 (15 May). *EU Facility for Refugees in Turkey: List of Projects Committed/Decided, Contracted, Disbursed*. Brussels: EC.

<sup>317</sup> EC clarification, December 2020.

<sup>318</sup> KIIs E01, E09 and E59; MoNE. 2019 (9 July). *PIKTES Inception Report*, p. 6. DG Construction and Real Estate does not gather detailed data on the numbers of refugees of different nationalities served by the new schools that it builds. The latest *FMR* reports that, taking into account Facility Tranche II commitments, a total of 360 schools will be built with Facility funding, of which 40 had been completed and 28 were operational by the end of 2019. EC. 2020 (May) *FMR*, pp. 2 and 16.

<sup>319</sup> KIIs E24.

<sup>320</sup> MoNE. 2019 (29 April). *PICTES 7th QIN*.

<sup>321</sup> UNICEF. 2018. *Final Narrative Report: Generation Found*, p. 57.

<sup>322</sup> KII E05.

While there were delays in provision during the transition from PICTES I to PIKTES II<sup>323</sup>, numbers provided by this major programme have increased since 2018, from 4,498 in June 2019 to 7,363 education personnel in December 2019<sup>324</sup>. PICTES has also covered salaries for the additional work of MoNE civil servant teachers who gave back-up and catch-up classes.

Within PICTES, according to a staff member interviewed for this evaluation, 'the number of teaching personnel used to be 6,500 but it decreased to 3,400. The number of PICTES counsellors was 500 at the beginning, but it is nearly half now. In Gaziantep there used to be 60, but they have decreased to 33. PICTES does not want to hire any new people anymore'<sup>325</sup>.

Independent researchers have noted the helpfulness of PICTES in provision of teaching staff, while drawing attention to the one-year teaching contracts, which could not be pre-emptively extended beyond the anticipated lifetime of the PICTES I project. Seeking greater contractual security, some teachers left PICTES schools<sup>326</sup>. These contractual issues may have contributed to high teacher turnover. A beneficiary parent interviewed by this evaluation said that her 1st grade child had had 10 teachers in a single school year<sup>327</sup>.

There are tensions over the status of teachers. PICTES teachers are working under labour agreements, not as civil servants, receiving lower salaries and benefits, although, according to a PICTES provincial coordinator, teacher salaries are always paid on time<sup>328</sup>.

PICTES teachers are recruited from younger, recent graduates, who score lower than the MoNE teacher recruitment examination (KPSS) threshold for employment as a civil servant teacher<sup>329</sup>. PICTES teachers are mainly Turkish teachers who started their careers in TECs<sup>330</sup>. In the past, if there was an open position in the MoNE civil service system, PICTES teachers were recruited. But with PIKTES II, an EC staff member stated, such recruitment will end. PICTES teachers have been accumulating training and experience in how to treat and teach war-affected children. One asserted that 'the Facility was proud to have created employment and know-how'<sup>331</sup>.

The EU supports the transfer of teachers from PICTES contracts to permanent contracts because it increases the likelihood of sustainable impact of the programme. This is in line with MoNE's policy which, according to an EC staff member, is to gradually reduce the number of PICTES teachers and increase the use of the time of their own civil servants. Also, many PICTES teachers seek greater job security and wish to become regular civil servant teachers ... PICTES teachers on social media say, 'We're the ones who know how to treat these children. The ones whose contracts are expiring this June will not be renewed. They would like to instead use MoNE teachers. When PIKTES finalises we do not know what will happen to these 3,800 teachers. MoNE recruited around 400 teachers though'<sup>332</sup>.

A PICTES manager confirmed that 'at the end of the project all PICTES teachers' contracts will be finished. Because of the nature of the funding these contracts are temporary'<sup>333</sup>.

A 2019 SUMAF summary report of monitoring visits found that 'PICTES teachers are highly motivated and work with dedication'<sup>334</sup>. Within the time limits imposed by our visit, that is an impression that the evaluation team can confirm. However, some PICTES-contracted teachers have voiced complaints to the media, claiming serious discrimination on the part of administrators, who have denied them the use of their relatively slight annual leave entitlements, have refused leave for the death of close relatives, or for marriage, and have refused to transfer teachers whose spouses move for work. They feel that their salaries and working conditions are far inferior to civil servant teachers, when their work is by nature more difficult and demanding. Teachers expressed particular resentment and alarm at being required to visit Syrian students' homes during the school holidays to encourage Syrians to enrol in school, claiming that

<sup>323</sup> EC. 2019 (November). *FMR*, p. 9.

<sup>324</sup> EC. 2020 (May). *FMR*, pp. 2, 15 and 45.

<sup>325</sup> KII E36.

<sup>326</sup> Coşkun and Emin 2017. *Road Map*; Taştan and Çelik 2017. *Education*, p. 28.

<sup>327</sup> Evaluation team's Follow-up Phone Interviews, August 2020.

<sup>328</sup> KIIs E39 and E10.

<sup>329</sup> KII E02. See also KII E19. Concern Worldwide also contracts teachers with similar profiles, who live in the districts where they teach and have some teaching experience. See KII E24.

<sup>330</sup> KII E10.

<sup>331</sup> KII E02.

<sup>332</sup> *Ibid.*

<sup>333</sup> KII E10. See also Taştan and Çelik 2017. *Education*, pp. 25–8.

<sup>334</sup> SUMAF. 2019 (8 July). *MR PICTES*, p. 5.

this work is dangerous and not covered by their contracts. They also described being treated with contempt by administrators and civil servant teacher colleagues<sup>335</sup>.

Although the evaluation team did not hear such strongly worded complaints, school principals commented that there are teachers struggling with large numbers of Syrian students in their classes. One primary school principal cited an example of a teacher with a high ratio of Syrian to Turkish children, 26:9, in her class. He suggested that PICTES could do more in such cases: 'Something encouraging and motivating should be done for teachers with such a class. Inclusion training was held 2 years ago, in Antalya and in the province. Additional tuition fees may be provided for these teachers, and performance motivation-enhancing activities could be provided'<sup>336</sup>.

Dependence on donor funding is a significant issue for the future continuity, stability and sustainability of teacher engagement.

### *b. Syrian volunteer education personnel*

In addition to salaried teaching staff, Syrian volunteer education personnel were also recruited to teach in Arabic in TECs. According to UNICEF staff interviewed, 'The support of the Facility for the Syrian volunteer teachers programme came at an important time. It was a multi-donor programme; the fact that Madad supported it allowed us to expand it.' UNICEF started with 2,000–3,000 volunteers; MoNE found them useful and UNICEF expanded the number to the 12,000 currently employed. The Facility contributed greatly in helping MoNE meet the needs<sup>337</sup>.

In addition to their work in TECs, some Syrian volunteers serve as assistant teachers with Turkish classroom teachers, in some schools conducting bilingual teaching, working one-on-one with students who are struggling to learn, and helping the school counsellors. In others, they are used as relief staff to cover the absence of regular teachers. Several schools reported using the Syrian volunteers as interpreters and contact points, even bridges, with Syrian families, with whom they make household visits. In some cases, they take part in outreach to the communities to locate OOSC and to encourage them to enrol. In others, their role is mostly administrative or auxiliary, for example undertaking playground duty<sup>338</sup>. Since March 2020, some Syrian volunteer education personnel have worked in MoNE's online Education Information Network (*Eğitim Bilişim Ağı – EBA*)<sup>339</sup>.

Several school principals interviewed referred to Syrian volunteer education personnel very affirmatively, emphasising their contributions to strengthened bonds between the school and the community<sup>340</sup>. A PICTES provincial coordinator and a UNICEF officer spoke positively of Syrian volunteer education personnel being deployed to schools, PECs, RAMs and district and provincial MoNE offices. The UNICEF officer said, 'We also have about 70 Syrians working in RAMs. Having Syrians in these centres trained and available is changing lives. So, the family can come now to a RAM and get their assessment done, and the child with a special need can be referred and get the best learning environment he/she needs'<sup>341</sup>.

On the other hand, several senior MoNE officials and a couple of school principals described negative experiences with Syrian volunteer education personnel. They complained of some Syrians having poor skills in Turkish, which limited their usefulness<sup>342</sup>.

A Syrian volunteer teacher interviewed stated, 'We are not happy that we are not teaching.' Another remarked, 'I am teaching Syrian high school students maths [as a private coach] so they can get into university. But the children in this school, I am not teaching them maths.'<sup>343</sup>

Clearly many Syrian volunteers have suffered a loss of self-esteem as their working hours, salary, status and responsibility in schools have dropped precipitously during the current academic year. Some are

<sup>335</sup> Tuncel, R. (2020, January 23). *Suriyeli Çocukların Öğretmenleri: Güvencesiz, Sözleşme Dışı İşler Yapıyoruz* [Teachers of Syrian Children: We do Precarious, Non-Contracted Work]. Bianet. Retrieved from <https://m.bianet.org/bianet/goc/219047-suriyeli-cocuklarin-ogretmenleri-quvencesiz-sozlesme-disi-isler-yapiyoruz>; Tuncel, R. (2020, January 29). *Suriyeli Çocukların Öğretmeni Olduğumuz İçin Ötekileştiriliyoruz* [We are Marginalized Because we are Teachers of Syrian Children]. Bianet. <https://m.bianet.org/bianet/egitim/219303-suriyeli-cocuklarin-ogretmeni-oldugumuz-icin-otekilestiriliyoruz>.

<sup>336</sup> KII E48.

<sup>337</sup> KII E61. Under the Qudra project, between September 2018 and May 2019, GIZ provided Turkish language courses to B1 level for 311 Syrian volunteer education personnel, who were to teach in TECs. Employment was outside the scope of the action. MoNE has resisted employing these volunteers, as they do not have Turkish teaching qualifications, and possibly due to sensitivities about the labour market. This provoked sharp discussions between MoNE, the EUTF, BMZ (another donor) and GIZ. UNICEF has employed some of the graduates. See KII E04.

<sup>338</sup> KIIs E20, E22, E30, E31, E39, E42, E45, E47, E49, E51, E52 and E61.

<sup>339</sup> EUD communication, 1 December 2020.

<sup>340</sup> KIIs E20, E22 and E52.

<sup>341</sup> KIIs E51 and E61.

<sup>342</sup> KIIs E32, E53 and E45.

<sup>343</sup> KII E30.



demotivated; all are worried about their future employment prospects. However, the differences in views of their value to schools, which emerge from the evidence, are striking.

## *ii. Effectiveness of Facility support through child-centred, protective training*

### *a. Provision of training – teachers, administrators and volunteers*

According to statistics collected by the Facility Results Framework monitoring and reporting process, as of 30 June 2019 170,405 MoNE education personnel had been trained, including a large number who attended short courses to increase their capacities to address the particular issues faced by refugee children. The total of personnel trained represented 543% of the Facility's target, an achievement that can be explained by two facts; (i) there is a very high demand for additional training among teachers and education administrators responsible for the education of refugee students; (ii) additional resources were provided to one of the supported actions implemented by UNICEF, which rolled out a nationwide inclusive education pedagogy training programme to Turkish teachers and school administrators<sup>344</sup>.

The PICTES I project had trained 20,753 teachers and school administrators in various courses by April 2019<sup>345</sup>. These achievements are all the more impressive, given that the October 2016 pre-Facility baseline for teachers and MoNE administrative staff who were adequately prepared to educate Syrian students was 7,200, and that, pre-Facility, Turkish teachers were generally not well trained to teach foreign children in regular classes<sup>346</sup>.

With the implementation of the policy decision to close TECs and enrol Syrian children in public schools, Syrian volunteers do not have the qualifications needed for regular classroom teaching and their contractual status is precarious. They had initial training about the Turkish education system but no formal pedagogical training, although observers claim that the training provided to teachers has given them skills in effective teaching, which is contributing to improved learning in classrooms. For example, the Facility reported that 18,621 Syrian volunteer education personnel had been trained on child-centred and protective pedagogy in the first half of 2017<sup>347</sup>. That training was conducted by UNICEF<sup>348</sup>. The then DFID referred to those teachers as having received 'official certificates in new pedagogical approaches'<sup>349</sup>.

They receive some in-service training from MoNE and at PECs. In the few TECs that remain open to educate Syrian final year students, Syrian volunteer education personnel are still teaching. For most, their employment will end in June 2020. Many have been deployed in the public education system but with different and very varied roles<sup>350</sup>.

Given this situation, the EC may wish to advocate with GoTR to seek to retrain at least some of these volunteers, either for teaching roles in public schools or for other professions, so that their experience and willingness to contribute are not wasted. This would also help to address some of the shortfall in human resources required to fully integrate Syrian children enrolled in school. This type of retraining should be considered as part of any future financial support that may be provided for the Turkish education sector, whether through the Facility or other mechanisms.

As mentioned above, SPARK has also trained 92 professors, lecturers and other university staff on pedagogy, including active, participatory learning<sup>351</sup>.

### *b. Quality of training in active, participatory, child-centred pedagogical methods*

Early in the life of the Facility, PICTES trained Turkish teachers to teach Syrians in TECs and UNICEF trained large numbers of Syrian voluntary teachers, also to work in TECs<sup>352</sup>. PICTES gave its contracted teachers initial training early in the project's implementation period, focused on teaching the Turkish language to foreign students (certified by TÖMER); guidance on child-centred and protective pedagogy, classroom management; preparation of teaching and learning materials; assessment and measurement of learners' attainments; intercultural sensitivity; laws governing the protection of refugees; and a brief orientation to psychosocial support. The overarching concept of that training is inclusive education.

<sup>344</sup> EC. 2019 (November). FMR, p. 9; EC. 2019 (May). Managing the Refugee Crisis – The EU Facility for Refugees in Turkey: The Facility Results Framework Monitoring Report: Output Achievement Progress (Facility Tranche I Up to 31 December 2018). Brussels: EU, p. 7. By December 2019, the total number of Facility-supported teachers trained had reached 172,765. EC. 2020 (May) FMR, p. 2.

<sup>345</sup> MoNE. 2019 (29 April). *PICTES 7th QIN*.

<sup>346</sup> Ibid; Coşkun and Emin. 2017. *Road Map*, pp. 25–8.

<sup>347</sup> Interagency Coordination Turkey. 2017. *Turkey Education Sector Q1-Q2*.

<sup>348</sup> Aydin and Kaya. 2017. 'Educational Needs'.

<sup>349</sup> DFID. 2017. The UK's Contribution to the Facility for Refugees in Turkey (FRIT).

<sup>350</sup> KII E20, E30, E39, E55 and E61.

<sup>351</sup> KII E05.

<sup>352</sup> KII E05; Aydin and Kaya. 2017. 'Educational Needs'.



Teachers of Arabic language and guidance counsellors received orientation training adapted to their professional focus. PICTES I also trained regular MoNE teachers who have significant numbers of Syrians in their classes in similar topics. Successful participants received official certification, which contributed significantly to the likely sustainability of the effort<sup>353</sup>.

PICTES trained school principals, school administrative staff and MoNE officials in similar themes, also with the inclusive education concept, but with more emphasis on communicating and dealing with parents and community members<sup>354</sup>. With Facility funding, UNICEF also provided training to MoNE and Turkish national NGO managers and administrators<sup>355</sup>.

PICTES worked closely with the MoNE Teacher Training department, drawing upon existing training materials if they met the needs and developing new materials collaboratively with MoNE when necessary. The training can be somewhat tailored to circumstances in different provinces, so it varied in length between two and four weeks<sup>356</sup>.

UNICEF staff members interviewed spoke of their close working relationships with MoNE, PICTES and Turkish and Syrian academics in developing training programmes and of their confidence in the integrity of the participatory methodology and overall quality of the training<sup>357</sup>. According to one UNICEF officer, 'There is evidence of MoNE take-up of the approaches and materials developed, for example, orientation training to ECE for teachers. With MoNE we developed a very comprehensive psychosocial module based on an earlier module that MoNE created as part of Marmara earthquake 1999 response. This includes not just natural disaster PSS but also for children affected by trauma and conflict.'

It is difficult to assess the effectiveness of such training initiatives, though SUMAF monitoring missions have found the teaching skills of PICTES teachers to be generally sound<sup>358</sup>. In classes observed during the evaluation team's school visits, teachers seemed to be aware of the need to engage children actively in their learning and to avoid exclusive reliance on 'chalk and talk' methods. Students' exercise books contained evidence of structured and thoughtful learning activities. A small number of teachers were using smart boards and PowerPoint projectors, notably in the adaptation and back-up classes. A PICTES staff member observed that 'children usually like the adaptation classes. Our teachers use more images and visuals under the project. These materials are provided by PICTES.'<sup>359</sup>

UNICEF also implements a three-phased training programme for ALP teachers, focusing on PSS (dealing with symptoms resulting from the war or subsequently), classroom management (of large class groups from mixed backgrounds and languages) and pedagogical skills training<sup>360</sup>.

The evaluation team's visits to many schools confirmed this broad pattern of teacher training received, with minor variations from place to place<sup>361</sup>. Several interviewees expressed concerns about insufficient training opportunities for teachers to deepen their understanding and refine their skills, notably the lack of follow-up training after the initial orientation and training in Turkish language teaching for foreigners. Several mentioned the need for more in-depth training on teaching war-affected children and on strengthening relationships with parents<sup>362</sup>. One PICTES staff member said that the budget for teacher training is all centralised, so there is no scope to take local, small-scale training initiatives<sup>363</sup>.

As indicated elsewhere in this report, beneficiary interviews have revealed that, while a small number of parents were very satisfied with the quality of teaching provided, the weight of testimony was quite negative about the types of interaction between teachers and particularly Syrian students<sup>364</sup>.

To compensate for the lack of formal training opportunities, some teachers have developed local networks for mutual support. Concern Worldwide provides monthly training events through Teaching-Learning Circles, at which pedagogical specialists are invited to share their expertise and discuss problems and needs with teachers. The Education Reform Initiative (ERI) also facilitates a teachers' network. There are

<sup>353</sup> Interagency Coordination Turkey. 2017. Turkey Education Sector Q1-Q2 January – June 2017; DFID. 2017. The UK's Contribution; PICTES. N.d. Orientation Training Content for PICTES Trainers. Ankara: PICTES; Tümen et al. 2019. PICTES Impact Analysis, pp. 52-53, 57-61; EC. 2020 (May) FMR, p. 15; KIIs E10, E11, E23 and E39.

<sup>354</sup> KII E11.

<sup>355</sup> UNICEF. 2018. Final Narrative Report: Generation Found: EU Syria Trust Fund-UNICEF Partnership Investing in the Future of a Generation of Children and Young People Affected by the Syria Crisis. New York: UNICEF.

<sup>356</sup> KIIs E11 and E39.

<sup>357</sup> KII E61.

<sup>358</sup> SUMAF. 2019 (8 July). *MR PICTES*.

<sup>359</sup> KII E39.

<sup>360</sup> KII E61.

<sup>361</sup> KIIs E20, E22, E23, E28, E30, E31, E32, E33, E39, E40, E41, E46, E52, E53 and E54.

<sup>362</sup> KIIs E30, E52, E54 and E57.

<sup>363</sup> KII E36.

<sup>364</sup> Evaluation team's Follow-up Phone Interviews, August 2020.

no teacher support centres, though MoNE is planning a country-wide online network structure of Teacher Support Points, structured in a digital platform. School counsellors also have informal ways in which they can receive mutual support: monthly seminars organised by RAMs; a working relationship with staff of RAMs, who answer questions from time to time; and a Psychological Support Association, which holds meetings and maintains a WhatsApp group for members<sup>365</sup>.

While the effectiveness of such trainings is difficult to ascertain in the short term, feedback from SUMAF monitoring missions suggests that 'PICLES teachers are highly motivated and work with dedication'<sup>366</sup>. EC and partner staff claim to have understood the need to respond even more than was possible under PICLES I to the specific needs of Syrian refugees and of host community children with whom they interact. That determination has been translated into the planning and early implementation of Tranche II of the Facility<sup>367</sup>. Under PIKTES II, guidance counsellors will receive an orientation training; and all teachers under contract will have access to in-service training to improve their qualifications on psychological support to children, management of traumatised students, conflict management, teaching methodologies, guidance and counselling, lowering of cultural and social barriers, and the historical and cultural background of different communities<sup>368</sup>.

### **iii. Effectiveness of Facility support to a Turkish education system 'better equipped' with infrastructure**

#### **a. Through provision of safe, inclusive, equitable and high-quality learning spaces**

Although some Turkish interviewees acknowledged the contribution made by the EU through the Facility, senior provincial officials and head teachers spoke very strongly about the ongoing lack of classroom spaces. One MoNE provincial director even disparaged the emphasis in PIKTES II on social cohesion activities, arguing that the money would be better spent on more school construction<sup>369</sup>.

Staff of EUD, KfW and the World Bank agree that MoNE's school design standards are very good. Visits by the evaluation team to several school construction sites confirmed that impression<sup>370</sup>. The Turkish Standards Institute prepares basic construction standards, which MoNE applies to educational needs. MoNE stated that the DG Construction and Real Estate consults regularly with other DGs to ensure that school design reflects developments in curriculum and pedagogy. Nevertheless, some enhancement is desirable in the quality of architectural elements, so the third component of the KfW project includes an activity on improving school design even further. That involves attention to sustainable construction techniques and to accommodating new pedagogical approaches, such as group work. MoNE staff consult extensively with local stakeholders, especially municipalities, to refine the designs to local needs. MoNE stated that it prefers the municipalities to develop their own designs, though some have more capacity to do so than others<sup>371</sup>.

The schools under construction that the evaluation team visited were impressive. They comprised either 23 or 24 classrooms, with internal toilets and washrooms, staffrooms, administration offices, libraries, laboratories, staff rooms and internal sports halls with changing rooms. They were bright, airy and spacious, with wide corridors and open ceiling atria. MoNE claimed that children's safety and protection needs are reflected in the standards. We observed that all new schools are equipped with security cameras and control systems and netting to protect children from falling from internal balconies and stairwells. All the schools built are in line with government decrees on seismic-proof construction issued in 2000, 2007 and 2019. DG Construction and Real Estate is also retrofitting older schools to be compliant with those decrees. The Facility has funded at least one such retrofitting in Kırıkkale through GIZ. Two of the schools we visited had ventilation systems designed to hospital standards; in the event of a disaster, the schools can be converted to temporary use as hospitals<sup>372</sup>.

A feature of the building work is warranty clauses in contracts requiring builders to make good any work found to be deficient within one year of handover of the school building to MoNE. Principals are encouraged to report faults to MoNE for follow-up, which has been helpful to some schools<sup>373</sup>.

<sup>365</sup> KIs E57, E58, E21 and E41; MoNE. 2019 (25 November) *Her İlçeye Öğretmen Destek Noktası Açılacak [Teachers' Support Point will be Opened in Every District]*. <https://www.meb.gov.tr/her-ilceye-ogretmen-destek-noktasi-acilacak/haber/19779/tr>.

<sup>366</sup> SUMAF. 2019 (8 July). *MR PICLES*, p. 5; EC. 2020 (May) *FMR*, p. 15.

<sup>367</sup> Interviews with several EC officials, November 2019.

<sup>368</sup> EU Delegation to Turkey. 2018. Annex I to the Special Conditions of Grant Contract: Contract Reference Number: IPA/2018/403-554, p. 31.

<sup>369</sup> KIs E45, E47, E51, E38 and E44.

<sup>370</sup> KIs E01, E06, E59, E35, E49 and E56.

<sup>371</sup> KIs E09, E64, E59 and E06.

<sup>372</sup> KIs E09, E35, E49, E56, E59 and E64.

<sup>373</sup> KIs E49 and E59.

In recognition of the emergency nature of the Facility Tranche I, MoNE and its partners agreed to construct 60 prefabricated school buildings out of the 220 in total. While the quality of the prefabs is very good, MoNE believes the local communities would be better served in the long term by full concrete constructed schools, which is the approach to be taken in the second tranche of the Facility, despite the longer time needed to complete each building<sup>374</sup>.

Facility Tranche I funding made it possible to include access for disabled persons, such as ramps and toilets designed for people with disabilities, in rehabilitation of public schools, vocational schools and public education centres, as well as in all newly constructed schools<sup>375</sup>.

An EUTF Madad evaluation of basic education found that the school rehabilitation work overseen by GIZ was cost-effective, largely because of the competitive nature of the Turkish construction industry. Although the works were completed by the end of 2018, GIZ continued to send engineering inspection visits until August 2019, to deal with any complaints, as the work was under guarantee<sup>376</sup>.

The new and renovated schools are clearly benefiting both refugee and host community students by allowing for decongestion of overcrowded schools. Once complete, the remainder of the new schools will make a great difference too.

The delays indicated in Section 3.2.1 have been the result of numerous factors. First, the economic crisis and the depreciation of the Turkish lira in 2018 have driven many firms in the highly competitive Turkish construction industry to bankruptcy<sup>377</sup>. Four firms working on 50 prefabricated schools for KfW were severely affected. Work stopped completely on 14 schools. According to KfW, in mid-2018, rumours began to circulate that the GoTR would allow construction firms to terminate their contracts without invocation of penalty clauses. At the beginning of January 2019, the law was enacted. Four contractors, covering 14 schools, applied for this right to terminate unpenalised. MoNE and the Ministry of Finance had to agree. This took a long time – until July 2019 – to finalise<sup>378</sup>.

Poor weather also played a role, as did accidents on project building sites, due to difficulties with contractors' compliance with occupational health and safety regulations, which MoNE and its partners have corrected<sup>379</sup>.

The funding originally intended for municipal infrastructure under the first tranche of the Facility was deferred to Tranche II. This led to EUR 200 million of Tranche I money being added to school construction projects managed by KfW. The negotiation of that process also took a long time<sup>380</sup>.

Project implementation steps (tendering, contracting, procurement, delivery, land allocation, permits, construction, environmental and social safeguards, etc.) are numerous and time-consuming. The possibility of good contracts with guaranteed payments by reputable funding sources has led a great number of contractors to bid for project tenders, which has added to the processing time<sup>381</sup>.

Allocation of land by municipalities for schools consumed much time, especially in urban areas, where few sites corresponding to MoNE's selection criteria were available. Sometimes preparatory studies and additional, unforeseen engineering works, such as building of retaining walls, were required. A construction foreman at a school site in Gaziantep commented, 'There have been 212 days of delay primarily because there was a problem in the construction site delivered to the firm in Osmaniye; it was not suitable to build a school there. A new site needed to be provided. This caused a delay for the whole package of schools under the contract of this firm.' Some municipal and provincial authorities were also very slow to present projects to MoNE and to provide essential construction permits to contractors<sup>382</sup>.

MoNE noted that the international financial institutions (IFIs) were initially very slow to process payments, which further delayed the work. As if in reply, the IFIs hinted that MoNE's own staffing capacity was too small, especially in the early days of the Facility, to handle the simultaneous building of 220 schools and to process what totalled EUR 405 million worth of work. Nevertheless, they acknowledged that MoNE was faster than other ministries, such as the Ministry of Health. And one senior IFI staff member credited

<sup>374</sup> KII E09.

<sup>375</sup> KIIs E24 and E22.

<sup>376</sup> KII E04.

<sup>377</sup> KIIs E01, E06, E09, E35, E56 and E59; EC. 2019 (November). *FMR*, pp. 8-9; EC. 2019 (May). *FMR*, p. 8; KfW. 2017 (May). *Inception Report*, World Bank. 2017 (June). *Inception Report*.

<sup>378</sup> KII E06.

<sup>379</sup> KIIs E35 and E59.

<sup>380</sup> KIIs E01 and E06.

<sup>381</sup> KIIs E01, E06, E09, E35, E56 and E59; EC. 2019 (November). *FMR*, p. 8; SUMAF. 2019 (21 November). *Key Findings*.

<sup>382</sup> KIIs E35, E06, E09 and E59.

MoNE's slow but thorough preparation of contracts, sites and standards for the relative lack of later delays due to complaints and possible legal action<sup>383</sup>.

#### *iv. Effectiveness of Facility in working through partnerships and contributing to capacity and learning*

Staff of EUD, MoNE, KfW and the World Bank all spoke positively about the partnerships that they have forged. They described frequent and constructive dialogues about project requirements. They each depicted the others as 'professional' or 'very competent'. All four IPs mentioned undertaking joint site visits, which have a positive effect on the contractors. One informant commented that EUD's visits, though infrequent, have more impact than those of the IFIs. DG Construction and Real Estate has 25 engineers and architects on staff and 25 consultants, all based at their Ankara headquarters. Although DG Construction and Real Estate does not have engineers in the provinces, its staff travel often to visit projects. The IFIs engage consultant technical supervisors to verify that their and MoNE's standards are being followed. They undertake tests from time to time, such as taking tube samples of the quality of the concrete. At each construction site we visited, we met one of those consultant supervisors. Both the World Bank and KfW maintain meticulous records of the state of completion of every school<sup>384</sup>.

In an FGD at which several MoNE departments were represented at senior level, a number of MoNE staff complained about the granting of large amounts to IFIs as an imposition upon a national government, asserting that they cause delays in disbursement, add unnecessary complexity, make impossible reporting demands and take overheads without adding much value. It was interesting to note that the representatives of DG Construction and Real Estate did not join in the chorus of condemnation heaped on the IFIs. In separate interviews, senior DG Construction and Real Estate staff acknowledged the difficulties, particularly in the early stages of the Facility, as MoNE struggled with numerous requirements from the EUD, KfW and the World Bank. And the multiple reporting requirements of the Facility, KfW and the World Bank remain a source of frustration, as DG Construction and Real Estate must report essentially the same information in three different formats. The IFIs also expressed frustration at what they deem the EC's excessive reporting requirements, in that they should report once a year but the EC requires quarterly reporting<sup>385</sup>.

Nevertheless, DG Construction and Real Estate leaders also acknowledged that they and their staff had learned a lot through working with the EC and the IFIs. MoNE and its partners spoke about lessons learned in the areas of environmental and social considerations, occupational health and safety, project management, supervision consultancy, procurement processes and communication and visibility, all of which have strengthened MoNE's capacity to manage large projects with multiple partners. That has led to new offers of support from other donors. Despite the mutual frustrations, the partners all expressed respect and appreciation for one another<sup>386</sup>. Moreover, the systematic monitoring and reporting required by the Facility did allow for good communication with the Facility Steering Committee, transparency about results and accountability towards Facility stakeholders, including Member States.

#### *v. Effectiveness of Facility in provision of inclusive, equitable and quality resources and materials*

##### *a. Through provision of equipment and furniture*

New schools are handed over to MoNE with all necessary equipment and furniture installed. The Facility grants administered by the World Bank and KfW each contain provision for that: 5% of the total budget for the World Bank, 4.7% for KfW. The IFIs check on the appropriateness of some equipment, such as smart boards. In one of the new, World Bank-constructed schools visited by the evaluation team, only chairs had been delivered for the laboratory, no tables. The principal said, 'We were told that we needed to purchase the tables ourselves.' However, this experience seemed to be quite exceptional<sup>387</sup>.

In other, older schools, PICTES I has delivered a great deal of equipment and furniture, including chairs, desks, cupboards, computers, printers, photocopiers, projectors, televisions and air conditioners<sup>388</sup>. By April 2019, 798 PICTES schools had received supplies and equipment in PICTES schools (160% of target)<sup>389</sup>. SPARK also provided a great deal of educational equipment to Turkish universities<sup>390</sup>. These

<sup>383</sup> KII E64, E06 and E59.

<sup>384</sup> KII E01, E06, E09, E35, E49, E56 and E59; World Bank. 2020b. WB-EI Progress as of Dec 31-2019.xlsx; KfW. 2020. KfW FRIT – 201912\_Progress Monitoring KfW\_Education II.xlsx.

<sup>385</sup> KII E18, E06, E09, E59 and E64.

<sup>386</sup> KII E06, E09, E59 and E64.

<sup>387</sup> KII E49 and E59; World Bank. 2020a. *Education Infrastructure for Resilience Project: EU-IPA/2016/382-614: Interim Progress Report December 2018 – December 2019*. Ankara: WB, Annex 5; Kohl, C. 2018. *EU Facility for Refugees in Turkey: Education for All in Times of Crisis II: Delegation Agreement Number IPA/2016/381-265: Annual Report 2018*. Ankara: KfW, pp. 41–2.

<sup>388</sup> KII E20, E31, E51, E53 and E55.

<sup>389</sup> MoNE. 2019 (29 April). *PICTES 7th QIN*.

<sup>390</sup> KII E05.



standard components of an education in emergencies response seem to have been reasonably well handled.

### *b. Through provision of school supplies, textbooks and teaching-learning materials*

Schools visited during the fieldwork had varying experiences with school supplies, stationery and teaching-learning materials. Some schools reported having received stationery (paper, exercise books, pens and pencils) and school clothing during PICTES I, but not under PIKTES II<sup>391</sup>. Others had been supplied by PICTES in September 2019, at the beginning of the school year<sup>392</sup>. Many schools welcomed the shipments of story books, science materials, paints, play dough, toys, games, library books, Arabic language learning materials and sports equipment<sup>393</sup>, though some had received only stationery and had missed out on other materials<sup>394</sup>.

### *c. Through provision of maintenance and security resources*

At many schools visited, principals and officials spoke of the urgent need for cleaning products, for which they have no discretionary budget. Being located in poor communities, they cannot levy funds from parents to pay for them<sup>395</sup>. Others mentioned having received such essential supplies, but from municipal authorities, or UNICEF, not from PICTES<sup>396</sup>.

The need for extra cleaning and security staff in schools came through very strongly in the field interviews. One principal of a very big school said, 'Cleaning is our main problem'<sup>397</sup>. A difficulty for smaller establishments, such as pre-schools, is MoNE's staffing formula: one cleaner once a school reaches 200 children; one security guard at 400 children<sup>398</sup>. Many principals expressed appreciation to the PICTES project for providing at least some additional cleaning and security staff<sup>399</sup>. Some of this emphasis on cleaning products and staff seemed to be an attempt to respond micro-politically to the negative stereotyping of Syrians referred to in Section 3.1.3 on social tensions.

Under the 2-3 Madad Fund projects, UNICEF was able to provide funding (TRY 30 per child per year) directly to schools to fund cleaners, cleaning supplies and security guards. The way this was treated under the Facility reveals interesting lessons, both positive and negative. According to a UNICEF staff member<sup>400</sup>:

*It was a quite innovative programme; the government actually calls it the 'TRY 30 programme'... The funds were going to the school level and then the school management decides how to use it ... That was very much appreciated by the government. We were doing it before PICTES. We suggested to PICTES that they can keep it going and advocate for MoNE to ensure that it kept going. Because principals were saying that this is a huge way to help us not just to keep the peace and encourage social cohesion but also maintain a clean sanitary environment. Quite a few activities under Madad 2-3 sound very similar to what PICTES is doing. This was a bit intentional. A lot of the types of activities that we developed with MoNE were picked up by PICTES and taken on by MoNE themselves. This is a success to be noted for the Facility.*

*But at the same time, we had conversations with PICTES and EU to encourage a more transparent programme development process to ensure the continuity of some of these key activities, and one of them was the school maintenance costs. Within MoNE there was a lot of demand for UNICEF to continue it. Even today they ask if we can continue it and we say that we are not funded on this anymore and please include it into PICTES.*

## **3.2.4. Contribution considerations**

The analysis presented above shows significant contribution through the Facility to improving and better equipping the Turkish education system, with observable increases in provision of human resources and infrastructure, which are directly attributable to Facility support. Supplies of good quality equipment and educational materials have been well received and training of personnel has sought to be inclusive,

<sup>391</sup> KIs E45, E48, E51 and E53.

<sup>392</sup> KIs E32, E46, E47, E48, E51, E52 and E54.

<sup>393</sup> KIs E11, E31, E32, E44, E46, E51 and E52.

<sup>394</sup> KIs E47 and E49.

<sup>395</sup> KIs E45, E48 and E53.

<sup>396</sup> KIs E52 and E55.

<sup>397</sup> KIs E32, E53, E54 and E43.

<sup>398</sup> KII E32.

<sup>399</sup> KIs E19, E20, E22, E40, E42, E43, E44, E48 and E53.

<sup>400</sup> KII E61; UNICEF. 2019. *For Every Child*, p. 56.



encouraging use of active, participatory, child-centred pedagogical methods. School facilities under construction and rehabilitation are also judged to be of a high quality, with design features that meet best practice requirements in terms of both safety and inclusion.

### *Human resources*

The timing of the Facility's early support in provision of human resources was particularly effective, as it responded to the urgent requirement for Syrian volunteer education personnel to teach in Arabic in TECs. Since then, provision of teachers has been expanded, for example in the PICTES I and PIKTES II programmes.

At the end of 2018 there were 11,095 teachers' salaries being supported by the Facility<sup>401</sup>. This represents over half the additional number of teachers needed for the refugees enrolled, if classroom ratios are to be kept at the same level as Turkish norms. Together with additional teachers hired by the MoNE, estimated at some 9,000 by this evaluation, this is a major contribution to Syrian and refugee children's education, and a major support to the Turkish education system.

However, there are ongoing challenges that impact on the stability and sustainability of this workforce which will need to be addressed if the Facility is to increase its contribution to the long-term objective of a sufficiently equipped Turkish education system. During the transition between PICTES I and PIKTES II this number of teachers dropped precipitously (to 4,498) indicating the precarious nature of temporary teachers on one-year contracts. The drop in the number of PIKTES contracted teachers was provided for in the EC's contract with MoNE. It is due to MoNE's plan to build capacity within its own human resources (the civil servant teachers) in a gradual manner. PIKTES II includes awareness-raising activities and training courses for MoNE teachers<sup>402</sup>.

The Facility has also supported the delivery of major training programmes to Turkish teachers and Syrian volunteer education personnel. This evaluation finds that the training has impacted on the quality of education for refugees and has been enthusiastically taken up.

### *Infrastructure*

While targets that have been set for rehabilitation of schools have been largely met, progress in constructing and equipping new facilities has been delayed. At the Facility's mid-term, only 37% of the target number (180) of Tranche 1 schools have been completed. Although there have been many factors outside the Facility's control which have led to the delays and, while physical infrastructure projects inevitably require a longer time frame than 'softer' initiatives, this is an important moment to reflect on whether the Facility has adopted the most effective strategy in seeking to equip the Turkish education system (see detailed conclusion on prioritisation of construction in Section 4.3), and to consider how performance in reaching its targets might be improved.

## **3.3. Judgement criterion 8.3: The Facility education response has contributed to improved learning outcomes of refugee and host community children and youth**

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### **3.3.1. 'Improved learning' as an outcome**

The EC has a vision for the importance of learning outcomes. In a 2018 Special Measure, the EC set a priority on them: 'For Syrian children who are regularly attending school it needs to be ensured that they are actually learning. Beyond proficiency in the Turkish language, there needs to be a stronger focus on learning outcomes, which should gradually be aligned with those of host community students'<sup>403</sup>. An EC official interviewed said, 'Just to enrol children in school is an achievement; enrolment is important. The second stage is what they are learning'<sup>404</sup>.

The extent to which Facility interventions enhanced successful educational outcomes, in terms of improved academic achievement, attitudes, behaviour and well-being of refugee students, has been difficult to capture, though easier for the adaptation, catch-up and back-up classes, and NFE activities supported by

<sup>401</sup> EC. 2020 (May). *FMR*, p. 45.

<sup>402</sup> EUD communication, 1 December 2020.

<sup>403</sup> EC. 2019. Annex to the Commission Implementing Decision Amending Commission Implementing Decision C (2018) 4960 final of 24.7.2018 on the adoption of a special measure on education under the Facility for Refugees in Turkey. Brussels: EC.

<sup>404</sup> KII E02.

UNICEF and Concern Worldwide, such as Turkish language training and the ALP, than for regular schooling.

For regular schooling, only anecdotal evidence of refugee students' academic attainments is available, as, for reasons of confidentiality, MoNE does not include student learning outcomes as part of its national educational statistics reporting system. However, through its educational management information systems, e-School and YÖBİS, MoNE does keep track of the academic progress of all refugee children enrolled in schools and TECs<sup>405</sup>.

Although the evaluation team has made several requests through EUD and SUMAF for access to summary reports revealing more about refugee students' learning outcomes, the consistent replies received are that MoNE's practice is not to share such reports. The EC has also frequently advocated with Turkish authorities that such information be shared. A SUMAF officer summed up the situation<sup>406</sup>:

*Regarding data on learning outcomes almost nothing is available. In October 2018, PICTES' first review mission took place. We were asked to review the log frame, and this was the basic point we made. At the top of the results chain should be learning outcomes. The EUD programme manager at the time brought us to meetings with the PICTES team; they would have none of it. The log frame did not include learning outcomes.*

*For PIKTES II, we had multiple meetings, we made a fair amount of progress. We managed to get PIKTES II to be more serious about surveys, for example, assessing the extent to which schools have the operational capacity to deliver services according to MoNE standards; also staff and parents' feedback surveys: we discussed and strongly recommended them. They are supposed to be incorporated. But learning outcomes was untouchable. They refuse to include test score comparison results between Turkish and Syrian children.*

On reporting of learning outcomes, a PICTES staff member commented, 'We have not reported yearly progress getting info from e-school data. We do not report this. But we have pre-test and post-test data on catch-up and back-up classes ... Percentage of students going to catch-up classes who later enrol in school is not reported as an indicator yet. This may be an indicator soon, as the log frame is being updated.'<sup>407</sup>

Despite these constraints on access to official data, the evaluation team was able to piece together some evidence about refugee students' learning outcomes, which is generally encouraging.

- For the Turkish Proficiency Examination (*Türkçe Yeterlik Sınavı* – TYS), aggregate students' results have been publicised. On 9 January 2020, 101,148 refugee students, in grades 3–12 adaptation classes, located in 3,048 schools in the 26 PIKTES II provinces, sat the TYS. Of the reported results, 29,673 out of 93,160 (32%) passed the exam with a score of 60% or higher. This is a commendable outcome, considering that all the candidates had failed the May 2019 TYS and had received no more than 4 months of instruction in adaptation classes before the January 2020 TYS exam. The pass rates at the different levels were: primary 43%; secondary 20%; and high school 36%<sup>408</sup>.

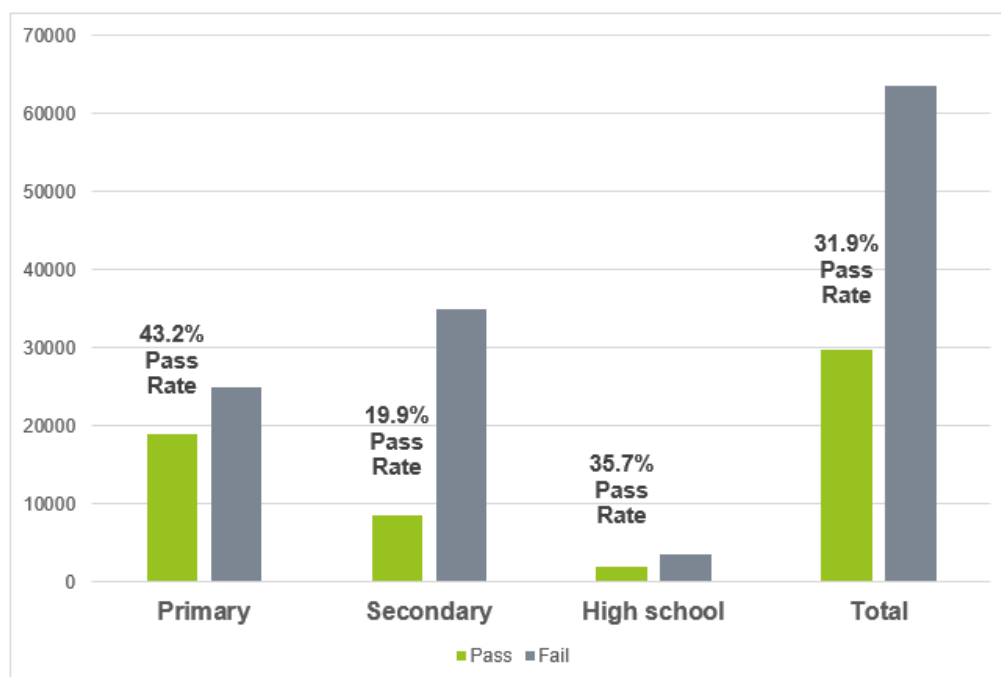
<sup>405</sup> EC. 2019 (November). *FMR*, p. 8.

<sup>406</sup> KII E03.

<sup>407</sup> KII E14.

<sup>408</sup> PICTES. 2020. *Report on Turkish Proficiency Test 09 January 2020*. Ankara: PICTES.

Figure 5 Turkish Proficiency Examination (TYS) re-take results – January 2020



Source: PICTES. 2020. Report on Turkish Proficiency Test, 9 January 2020

- In Istanbul province, in May 2019, 62,327 students took the TYS. 44,856 passed (a success rate of 72%), while 17,471 students scored a grade of less than 60%. In January 2020, 15,329 of those who had failed in May sat the TYS exam. 4,598 scored 60% or more (a 30% pass rate). The remaining students attended the second semester of adaptation classes, at 444 schools<sup>409</sup>. In Şanlıurfa province, in January 2020, out of 7,400 students sitting the second round of the TYS, approximately 3,500 passed (47%)<sup>410</sup>.
- A 2019 SUMAF monitoring mission noted that teachers interviewed in PICTES-supported schools reported improved examination results among Syrian students since the start of the project<sup>411</sup>.

For the Turkish language, catch-up and back-up classes implemented under PICTES I, there is firmer evidence of academic attainment. 52,030 Syrian children completed catch-up or back-up classes by the end of 2018. There was an 80% completion rate and a 74% pass rate among those in catch-up classes. Results for back-up classes showed a 99% completion rate with an average 20% increase from the baseline score<sup>412</sup>.

A deeper impact analysis and evaluation of PICTES I activities<sup>413</sup> found that:

*The Turkish language training for Syrian children (i) improved the Turkish and Math grades of Syrian children; (ii) reduced absenteeism; and (iii) reduced the probability of grade repetition. The programme effects increase with the treatment intensity. Early interventions are found to be more effective as the impact of the language education program is quite persistent over time.*

*The back-up training program has substantially improved the academic outcomes and school attachment levels of Syrian children.*

*The catch-up training program has notably improved the absenteeism and academic progress outcomes, while its impact on grades is rather limited.*

*The training for administrative staff has been more effective than the teacher training programme in improving the academic and school attachment outcomes of Syrian children.*

These are creditable results, which vindicate the overall investment decisions.

<sup>409</sup> KII E51.

<sup>410</sup> KII E19.

<sup>411</sup> SUMAF. 2019. MR PICTES, p. 5.

<sup>412</sup> EC. 2019 (May). FMR, p. 6; MoNE. 2019 (29 April). PICTES 7th QIN.

<sup>413</sup> Tümen et al. 2019. PICTES Impact Analysis, p. 38.

### 3.3.2. Description of Facility interventions aimed at improving learning outcomes

A strong lesson emerging from PICTES I was that Syrian students who had been learning in TECs and who struggled with mastery of the Turkish language needed specific, tailored remedial support. The Facility has responded to this need by providing separate 'adaptation classes' in PIKTES II. The 'adaptation classes', made up of refugee students (mostly but not exclusively Syrians) who had not attained a score of 60% at the Turkish Proficiency Examination<sup>414</sup> are taught in classes smaller than the average Turkish public school class size.

**Catch-up classes** were developed by PICTES to help Syrian OOSC make up the academic ground that they had lost through war and displacement and to strengthen children's commitment to schooling. PICTES staff stated at interview, 'We needed to design a catch-up class from scratch, complementing MoNE's capacity ... The philosophy of catch-up is not to see a success but to make an attachment to school.' Catch-up classes are taught by civil servant teachers in the summer months<sup>415</sup>.

The catch-up classes were offered in two phases. In summer and autumn 2017, catch-up training 1 sought to facilitate the transfer to public schools of Syrian students in the age range of 5th to 8th grades, who had been attending TECs with Arabic curriculum, or who had been enrolled in TECs but had been absent for a long time, or who had never enrolled at all. The classes were offered in TECs or other educational institutions for 80 days (480 hours in total) for 30 hours per week, covering Turkish language, mathematics, science and social studies. In addition, social and cultural activities, such as drama, chess, sports and cinema, were also provided<sup>416</sup>.

The second phase, catch-up training 2, provided by PICTES was broader in scope, seeking to help overage Syrian children, aged 9–15, who had either never been to school or had been out of school for several years and did not feel comfortable in the classroom with younger children, to reach the required academic level so that they could be placed in a grade that matched their age. In addition to academic subjects, there were elective offerings such as visual arts, music, drama, physical education and sports. Guidance activities were developed to help these children adjust to the school environment<sup>417</sup>. Out of 6,254 enrolled Syrian children, 5,292 completed the catch-up 2 training (an 85% completion rate)<sup>418</sup>.

PICTES also developed **back-up (remedial) classes** for 3rd to 10th grade Syrian students, already enrolled in public schools, who were struggling academically or who had repeated a grade. Some students who switched from TECs and needed more support also took the classes. Children who feel they need help can choose to attend back-up classes. They are taught out of school hours, mostly on weekends or in the late afternoons, by regular teachers, whose additional fees are covered by PICTES. A frequent pathway for a Syrian student is from a TEC to an adaptation class to passing the Turkish Proficiency Examination (TYS), and then to move to his/her normal grade, supplemented by back-up classes. The equivalents of back-up classes for Turkish students are called IYEP [*İlkokullarda Yetiştirme Programı* – Remedial Education Programme in Primary Schools] and DYK [*Destekleme ve Yetiştirme Kursları* – Remedial Education Courses]. These are central MoNE remedial programmes for 3rd grade students, and secondary and high school students, respectively<sup>419</sup>.

By the end of 2019, 80,243 children had completed PICTES catch-up and back-up classes<sup>420</sup>.

### 3.3.3. Contextual analysis of Facility interventions

#### *i. Back-up classes*

In the PICTES impact evaluation's assessment of back-up classes, the evaluators reasoned that students taking the back-up classes had better results because the content of the courses overlaps with and reinforces the learning of the school curriculum, thus helping with homework and exam preparation. They also stressed that the back-up classes are taught by the children's own teachers in their own schools,

<sup>414</sup> EC. 2020 (May) *FMR*, pp. 2 and 13.

<sup>415</sup> KII E10, E13 and E51; Tümen et al. 2019. *PICTES Impact Analysis*, pp. 11 and 44.

<sup>416</sup> *Ibid*, p. 45.

<sup>417</sup> *Ibid*, pp. 46-47.

<sup>418</sup> MoNE. 2019 (29 April) *PICTES 7th QIN*.

<sup>419</sup> KIIs E10, E13, E20, E31, E34, E39, E40, E45 and E51; Tümen et al. 2019. *PICTES Impact Analysis*, pp. 13 and 32;

[http://tegm.meb.gov.tr/meb\\_iys\\_dosyalar/2018\\_11/02170454\\_30-soruda-iyep.pdf](http://tegm.meb.gov.tr/meb_iys_dosyalar/2018_11/02170454_30-soruda-iyep.pdf).

<sup>420</sup> EC. 2020 (May). *FMR*, p. 40.

strengthening school attachment and increasing the likelihood of academic success<sup>421</sup>. Another possibility, not highlighted by the evaluators, is that the student cohort of back-up classes is largely made up of children who have passed the TYS exam; catch-up classes are principally for OOSC and children moving from TECs.

## **ii. Catch-up classes**

Outcomes of the catch-up classes were more nuanced: 'Overall, the results suggest that the catch-up training program reduced absenteeism significantly (mainly for females), but it did not have any statistically significant impact on Turkish and Math grades. The ... back-up training program significantly improved the school success of Syrian children, which is in stark contrast with the catch-up training programme.'

A survey of PICTES teachers (primary school teachers as well as teachers of Turkish language and literature in secondary and high schools) conducted by the evaluators of PICTES I revealed perceptions of considerable gains by Syrian students from the programme. Although the findings are not the fruit of rigorous research, they are indicative of a general tendency for greater achievement, improved behaviour, lower stress, more positive attitudes, self-confidence, self-discipline, better peer relations and a growing sense of belonging in Turkish society<sup>422</sup>.

## **iii. Adaptation classes**

School principals interviewed commented that there are advantages and disadvantages to the approach of adaptation classes, which comprises 24 hours of Turkish language instruction, plus 6 hours for music, art and sports, suggesting that, while it enables students to learn Turkish rapidly, they tend to fall behind in other subjects, such as mathematics and science. In addition, one of the difficulties, especially at secondary level, is that students of widely varying ages can be in the same class, although they are graded.

If students cannot pass the Turkish Proficiency Examination (TYS) in one year, if they fail two exams, then they will be transferred to the IYEP programme<sup>423</sup>, and continue with their own class. Some school principals stated that some Syrian students had deliberately failed the January 2020 TYS so that they could stay in their adaptation class longer<sup>424</sup>.

An implication of introducing adaptation classes is that these Syrian students are no longer educated with Turkish classmates, which has been a core MoNE policy position. However, MoNE reasons that the adaptation classes last a maximum of one academic year and that many students will use the classes to become fluent in reading and writing Turkish, without which success in every subject is impossible.

## **iv. Accelerated Learning Programme**

For the ALP and Turkish language courses supported by UNICEF, assessments throughout the modules of each programme are carried out and records are kept by MoNE teachers. Learners are referred to the next level, course or available relevant learning opportunity after successfully completing each course or level. With the goal of having all refugee children accessing at least one form of education, NFE programme indicators were prioritised to measure access to NFE programmes, successful completion of participants and referrals to other educational opportunities rather than monitoring the exact pass rates in examinations. UNICEF does not have access to information about assessment outcomes at the level of individual NFE learners. However, their evident overall improvement can be gauged by referring to the rates of completion of the programmes, described in Section 3.2.1.v, above<sup>425</sup>.

Using a modified version of the Annual Status of Education Report (ASER) testing tool, Concern Worldwide conducted assessments of learning outcomes of 379 students at inception and end of Turkish and Arabic language courses, which Concern offered in informal education centres between 2016 and early 2018. They found that students' levels improved considerably (see Table 11 below)<sup>426</sup>.

<sup>421</sup> Ibid, p. 50. For details, see tables 4.a – 3.c.

<sup>422</sup> Ibid, p. 80.

<sup>423</sup> IYEP was only provided for 3rd-4th Grade students in 2018-2019 and 3rd Grade students in 2019-2020

<sup>424</sup> KIIs E02, E10, E19, E20, E22, E30, E33, E40, E42, E44, E47, E48, E51, E53, E54 and E57.

<sup>425</sup> UNICEF Turkey, 2020 (May). *Single Form 2017/00936/FR/01/01* [NFE Draft Final Report];

<sup>426</sup> Concern Worldwide. 2018 (January). *Early Grade Literacy Study: IFE Centres: Mid-line Findings*. Ankara: Concern Worldwide.



Table 11 ASER scores of 379 refugee students from Concern Worldwide’s informal education centre programmes

	‘Beginner’ level <sup>427</sup> at inception	‘Beginner’ level at end	‘Letter’ level <sup>428</sup> at inception	‘Letter’ level at end
<b>Turkish</b>	90.4%	79.1%	9.0%	19.4%
<b>Arabic</b>	83.5%	57.6%	14.4%	39.3%

Higher education partners monitor closely the academic achievements of their students, using their own monitoring and evaluation systems, which are complemented by exchanges of key data with YTB and partner universities in line with data protection laws. SPARK provided the evaluation team the following table, showing the GPAs of their scholarship-receiving students, over four years. The data were coded and could not be related to individual students because of data protection laws.

Table 12 Changes in GPAs of SPARK scholarship-receiving students 2016–2019

Year	2016	2017	2018	2019
Average (mean) GPA	2.0	2.0	2.1	1.9
Median GPA	2.1	2.17	2.29	2.11

Source: SPARK

The consistency of students’ GPAs is an encouraging achievement for SPARK and the Facility.

### 3.3.4. Contribution considerations

The lack of data on learning outcomes makes a definitive judgement on education attainment, especially in the formal schooling system, impossible. However, the evaluation can make some assessments, particularly of catch-up, back-up and adaptation programmes, but also through the very limited evidence available, of the wider effort.

Most straightforwardly, data on the back-up, catch-up and adaptation classes show clear results from back-up, where children had substantially improved their academic outcomes. The results were more nuanced for catch-up and adaptation. The Accelerated Learning Programme showed good completion rates that were taken as proxies for outcome improvements, but more importantly Turkish language training generally was seen to improve the grades of Syrian children.

The little data available on more general learning outcomes also showed positive results, with students passing the Turkish Proficiency Exam in good numbers, considering their starting point.

When the whole package of Facility support is considered – additional teachers, equipment, systematic programmes to reduce barriers to education, language and catch-up classes and lots of teacher training – it is reasonable to assume that the contribution to those outcomes that can be observed is considerable. The evaluation concludes that the contribution of the Facility in education has been significant; not only have there been considerable resources made available in good time, many of the approaches have been well targeted, thoughtful and innovative.

The Facility has supported the Turkish education system that has generously accommodated the refugees, while providing many benefits to refugee children and youth. There is no doubt that Facility support has eased the burden on the Turkish state, and those communities hosting the most refugees. More data would inevitably help quantify the contribution further and would almost certainly help in refining and better targeting such support.

<sup>427</sup> ‘Beginner’ level = unable to recognise letters.

<sup>428</sup> ‘Letter’ level = able to recognise letters.

### 3.4. Evidence confidence

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The evaluation team has high confidence in the accuracy of factual information about Facility-supported project implementation contained in the reports of IPs and SUMAF, which were written by people who were well placed, knowledgeable, capable and who visited schools and communities.

We also have medium to high confidence in the quality of evidence provided verbally during the 66 interviews conducted. Our informants were mostly senior staff members of their respective institutions, both in Ankara and in the provinces. Most were articulate, experienced and analytical. Some government officials, notably in PICTES and the MoNE DGs, were relatively new to their posts, but most seemed very well informed about earlier developments and trends in their respective spheres of work with the Facility. Government officials displayed understandable national pride. Certain statistical information, which would have been useful for the evaluation, was not made available – a reflection of what is evidently a government-wide policy and practice. Some of the IP staff are clearly highly qualified and highly experienced experts in their respective fields. Their viewpoints added insight and richness to our understanding. Most government officials, school principals and IP staff spoke openly, frankly, movingly, sometimes bluntly, and often passionately, about their joys and struggles with the education of refugees in public schools and other public centres. Their stories, coming from very different sources, cohered well, both in terms of successes and frustrations experienced.

Only on learning attainments is there insufficient evidence to draw firm conclusions.

## 4. The Facility response to the COVID-19 crisis

### 4.1. Impact of COVID-19 on education of refugees in Turkey

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The greatest challenge of COVID-19 for refugees in Turkey is economic, including loss of income, increased debt, depleted savings and a general decline in standard of living<sup>429</sup>. Economic hardship is the most significant constraint to improving enrolment and attendance in school, and these circumstances are exacerbated in the context of a pandemic in which education is already more difficult to access, even for those enrolled and regularly attending school.

COVID-19 has disturbed the schooling of 18m learners in Turkey, including more than 680,000 refugees. Schools across Turkey closed on 16 March 2020 and remained closed until the end of the 2019/20 academic year. They partially reopened on 21 September for children in pre-school classes and grade 1. Grades 2, 3, 4, 8 and 12, rural schools and high school preparatory classes started face-to-face education on 12th October<sup>430</sup>. For those grades, students were divided into two groups, the first going to school on Mondays and Tuesdays and the second on Thursdays and Fridays. On Wednesdays, all schools were closed for cleaning and all children continue their learning remotely<sup>431</sup>. Non-formal education (NFE) activities were able to resume in August with UNICEF and partners newly registering 917 children in face-to-face ALP and Turkish language classes<sup>432</sup>.

In mid-March 2020, MoNE adapted its existing online Education Information Network (*Eğitim Bilişim Ağı* – EBA) to make sure millions of children would be able to continue their education via broadcasts on television and the EBA website of videos pre-recorded by teachers. A hotline was set up to support parents and students to connect to distance learning. All internet operators provided free access to the EBA website. By 30 March, Turkish Adaptation Classes for Syrian students under temporary protection were added to the programmes and broadcast on EBA TV<sup>433</sup>. Since mid to late April some live (rather than recorded) online teaching was available, under an infrastructure provided by EBA. Kollender and Nimer argue that, although Turkey was quick to adopt online learning for children amid the COVID-19 crisis, its education policies ‘did not take into account the particular needs of refugee children but rather offered a one-size-fits-all solution to all children.’<sup>434</sup> This critique is perhaps not fully justified, particularly in light of MoNE’s efforts to provide specific lessons for Syrian students in adaptation classes. Nevertheless, the temporary closure of schools has led to increasing inequality of access to online education among refugee children.

In a recent ASAM survey of parents whose children were enrolled in school in several provinces in Turkey, 70% stated that their children were still enrolled in school, but 48% indicated that they were not able to access online education services, in effect pausing their education. The main reason given for not being able to access remote education (by 55%), was a lack of sufficient access to television, computers and telephone equipment at home. Findings from a Protection Working Group survey<sup>435</sup> are somewhat more optimistic: 79% of previously enrolled students were found to have access to the required IT equipment to learn from home, albeit with some loss in quality compared to Turkish students due to the challenge of learning in at a distance, in a second language, in potentially distracting household conditions. The differences (albeit small) between the two surveys suggest that an initial sharp drop in educational participation at the onset of the pandemic was somewhat mitigated after a few months, as students settled into remote learning and acquired the tools they needed<sup>436</sup>.

Protection issues and risks arise for students without the tools for remote learning. The risk for these children, is that those who were in older grades will be too old to be allowed to resume normal schooling, and that others will lose the incentive to resume their studies, or be required to work to make up for the household income loss, and thereby join the ‘lost generation.’<sup>437</sup>

<sup>429</sup> Kirişçi and Erdoğan (2020); European Commission Team Europe. 2020 (1 October b). *Turkey Team Europe Covid-19 Response Tracker*. N.p.: EC, p. 1.

<sup>430</sup> UNICEF Turkey. 2020 (October). *COVID-19 Response: Monthly Situation Report: October*. Ankara: UNICEF; SUMAF communication, December 2020.

<sup>431</sup> DG ECHO staff member, personal communication, 6 November 2020.

<sup>432</sup> UNICEF Turkey. 2020 (September). *COVID-19 Response: Monthly Situation Report: September*. Ankara: UNICEF.

<sup>433</sup> Kollender, E. and Nimer, M. 2020. *Long-Term Exclusionary Effects of COVID-19 for Refugee Children in the German and Turkish Education Systems: A Comparative Perspective*. IPC-Mercator Policy Brief. Istanbul: Istanbul Policy Center, Sabancı University; SUMAF communication, December 2020.

<sup>434</sup> Kollender and Nimer. 2020. *Long-Term Exclusionary Effects of COVID-19*, p. 4.

<sup>435</sup> The Protection Working Group (PWG) has developed a standard methodology for COVID-19 impact assessment that brings together the work of 13 participating UN agencies and NGOs, and has published a report in June 2020 which provides a protection-sensitive perspective.

<sup>436</sup> PWG survey, 2020.

<sup>437</sup> <https://www.nolostgeneration.org/>

## 4.2. Facility response

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COVID-19 has disrupted a great many project activities, requiring IPs to adapt them and undertake mitigation measures. The main forms of adaptation that Facility IPs have been required to undertake are cancellation, postponement or delay and transfer of activities online. An analysis of these adaptations is briefly analysed below, with examples from a range of actions, and in further detail in Volume III, Annex 1<sup>438</sup>.

### *i. Adaptation*

CCTE adapted to school closures and COVID-19 in general by suspending its attendance conditionality (which could not be tracked via the online learning systems), increasing the regular transfer value (from July 2020) for all grades, re-conducting the motivational top-up payment for higher grades (5–12 and ALP), and paying a specific COVID-19 'one-off' top-up of TRY 85 to all CCTE eligible beneficiaries regardless of age and grade<sup>439</sup>. These arrangements mirror those of the Turkish national CCTE programme. Following the example of the CCTE programme, Concern Worldwide has negotiated the continuation of one-off back-to-school financial support to Syrian and Turkish students without an attendance requirement. Monitoring of attendance is gradually resuming via online means.

### *ii. Cancellation*

PIKTES was obliged to cancel certain timebound activities that could not be conducted virtually. These included the 2020 ECE, back-up and catch-up summer schools. The catch-up classes that began in February had to cease after 4 weeks of the scheduled 12. Some examinations had to be cancelled, notably the Turkish Proficiency Examination and the back-up class post-test. Some PIKTES monitoring visits were cancelled. KfW and MoNE also cancelled certain on-site inspections of new school construction work.

### *iii. Postponement or delay*

School construction, repairs and procurement processes all experienced pandemic-related delays. Because of social distancing and restrictions on the numbers of people allowed to gather, social cohesion programming was severely affected. PIKTES postponed all its social cohesion programming; Concern Worldwide did likewise. SPARK cancelled its planned April events and postponed the remainder of the programme until 2021. Concern and SPARK are both seeking to make opportunities for social connection available online.

### *iv. Transfer to online teaching methods (internet/TV/telephone)*

This was the major mitigation measure pursued by all IPs. Some learning activities for children and youth were conducted live online. These included PIKTES' Turkish and Arabic language summer schools, as well as most back-up classes and Concern Worldwide's Turkish language courses. Other online learning used pre-recorded teaching sessions. In terms of project outputs, this meant that the target numbers were not achieved in some cases, as not all students had access to the necessary equipment, or lacked motivation. PIKTES and Concern Worldwide trained their teachers online in how to conduct lessons remotely. In higher education, the move to online distance learning was a little easier. SPARK's outreach and communication activities and its blended learning programming were already largely conducted online or via social media, and almost all university student beneficiaries have computers, mobile telephones and internet access.

All partners responsible for PSS activities have been forced to conduct them online. Thus, as much as possible, PIKTES guidance counsellors have remained in contact with children and their families through social media and telephone. Concern Worldwide has developed and piloted remote PSS curricula and distributed recreational materials and PSS kits to their students. SPARK has sub-contracted a consultancy firm to provide PSS online to individuals and small groups and is planning training for university staff in PSS. These are encouraging signs of partners' willingness to improvise and of their commitment to the well-being of students.

<sup>438</sup> The major source of information throughout this section is SUMAF. 2020 (23 October). *Action-Level Covid-19 Impact Report (Fourth Round)*.

<sup>439</sup> CCTE for Refugees Programme Beneficiary Payment Details. This was financed partly through the Facility and partly through ECHO's 2020 funding. ECHO Field communication, December 2020.

## v. Budgetary reallocations and savings/contingencies resources mobilised

All partners have been very realistic about seeking to reallocate savings from some activities that are no longer possible towards the needs raised by the pandemic. And the Facility has been reasonable and flexible in permitting those action-level budgetary reallocations. For example, additional needs such as COVID-related hygiene equipment, supplies in PECs, continued salaries and allowances and IT costs have been financed using substantial savings in school transport, distribution of teaching-learning materials and back-up classes (cancelled or postponed). The depreciation of the Turkish lira during 2020 has also allowed for some cost savings, particularly for construction projects.

The EUD rejected one request for a contract addendum from PIKTES. The evaluation team has not seen the documents to support this request to provide mobile phone and internet packages for teachers. However, key stakeholders interviewed considered that the EUD was not able to approve the request as it did not provide the extent of justifying information that is always required to amend a grant contract according to the financial regulations of the Commission<sup>440</sup>. PIKTES was aware that the lack of access to technology in refugee households is primarily an issue of economic disadvantage and would have liked to provide tablets, especially to secondary students. However, this was considered too expensive, not possible at scale within the required time frame, and potentially harmful to social cohesion (may have caused resentment from Turkish families). The evaluation team is not aware such a proposal has been made<sup>441</sup>.

The considerable efforts of the education partners to identify savings have made it possible for Facility actions to continue with relatively small financial top-ups. According to Team Europe documentation made available to the evaluation team, as of 15 January 2021, contingencies and savings have enabled a funding total of EUR 5,483,500 to be delivered to three education sector projects. These commitments cover a wide range of activities including: IT equipment, teacher training, hygiene materials, public information and interpretation. However, most of this funding was used to deliver a TRY 85 TRY top-up to the 518,794 children that were eligible beneficiaries of CCTE (see Volume III, Annex 1 for further detail). All of these funds were mobilised under existing commitments, involving no new resources.

These additional resources are dedicated to sound activities, which will help higher education students and non-formal education learners to cope better with the disruption to their studies caused by COVID-19. Aside from the CCTE top-up, additional funding has only been provided to actions in the higher and NFE sub-sectors, not to the public school system, through PIKTES II or school construction work. That choice presumably reflects that funds have been reallocated within PIKTES II and that the development banks have secured additional funds from outside the Facility and made exchange rate savings<sup>442</sup>.

### 4.3. Impact of COVID-19 on Facility results

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Many activities across several projects were unaffected by COVID-19 and are advancing as planned. For example, there has been no disruption to PIKTES's development of new teaching and learning materials. SPARK has been able to proceed with procurement of hardware and software for universities, payment of stipends to scholarship students and most summer courses for beneficiary students. The World Bank reports that there has been no major delay to on-site construction of the new schools for which it is responsible.

However, there is little doubt that COVID-19 will delay fulfilment of the Facility's objectives of maximising refugees' participation in education, strengthening of the education system to cope with the refugee caseload, and improving learning outcomes. Despite the many sound mitigation measures being pursued, the pandemic has already impacted many of the Facility's planned outputs and outcomes, through cancellation of programmes and delay in implementation. There is also an inevitable loss of access to education associated with the movement of so many activities online<sup>443</sup>. Moreover, even for those students able to join online classes, diminution of quality of learning and of academic achievement are very likely, particularly for younger children. Objective evidence of such diminution may only emerge when formal examinations can resume.

<sup>440</sup> Ad hoc KII for COVID study

<sup>441</sup> SUMAF, Promoting Integration of Syrian Kids into Turkish Education System (PIKTES II), Contract No: IPA/2018/403-554 ad hoc Mission SUMMARY REPORT 19 October 2020. p. 2

<sup>442</sup> Team Europe. 2020 (1 October b). *Covid-19 Response Tracker*.

<sup>443</sup> SGDD-ASAM. 2020. Sectoral Analysis of the Impacts of COVID-19 pandemic.



As noted by a recent SUMAF monitoring mission report, PIKTES did not establish a monitoring system to track the extent to which beneficiaries were able to attend online lessons<sup>444</sup>. As such, the Commission, SUMAF and this evaluation do not have sufficient quantitative data on the extent to which the pandemic has disrupted refugees' education, although key stakeholders interviewed suggest that more than 50% of beneficiaries of Facility-supported education did not have the internet connection and IT equipment needed to ensure any kind of continuity in their education<sup>445</sup>. A SUMAF survey of PIKTES teachers produced a possibly even more concerning picture of refugee educational participation during the pandemic, finding that only around 50% of the teachers were able to follow up approximately 50% of the students in their classes. Even if homes do have the required technology, the size of families often means that several children must share access to a single phone or computer<sup>446</sup>. These findings, based on teacher perceptions, are not definitive, but do suggest that meaningful refugee participation in education during the pandemic has been greatly reduced.

<sup>444</sup> SUMAF, Promoting Integration of Syrian Kids into Turkish Education System (PIKTES II), Contract No: IPA/2018/403-554 ad hoc Mission Summary Report 19 October 2020, p. 3.

<sup>445</sup> Ad hoc KIIs for COVID study; SUMAF, Promoting Integration of Syrian Kids into Turkish Education System (PIKTES II), Contract No: IPA/2018/403-554 Ad Hoc Mission Summary Report, 19 October 2020.

<sup>446</sup> SUMAF, Promoting Integration of Syrian Kids into Turkish Education System (PIKTES II), Contract No: IPA/2018/403-554 ad hoc Mission Summary Report 19 October 2020, p. 10.

## 5. Conclusions

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*Evaluation question 8: To what extent have the Facility interventions contributed to an increased participation (enrolment, attendance, retention, transition, completion) in inclusive, equitable, quality education of refugee children and youth?*

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### 5.1. Overall conclusion

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Facility interventions have contributed to an increased access to, and participation in (enrolment, attendance, retention, transition, completion) inclusive, equitable, quality education of refugee children and youth to a considerable extent.

In terms of educational policy, the most important contextual factor during Tranche I of the Facility's work was the Ministry of National Education's (MoNE's) decision to progressively close TECs and to enrol all Syrian children in public schools. Allocations and planning for Facility support in education began with TECs as the principal locations for interventions. The shift to support to Turkish public schools was difficult and time-consuming for all IPs and for the EUD. A legacy of that policy shift is the unresolved questions of the responsibilities, contractual status, salaries and working conditions of Syrian volunteer education personnel, which are within MoNE's prerogative to determine. To complement this critical policy, the Facility has contributed to an increase in enrolment, particularly by securing the continued, regular attendance of Syrian and non-Syrian refugee children already enrolled, through the CCTE.

However, the greatest achievement of the Facility in the education sector has been its ability to work at scale in partnership with MoNE to deliver good quality education to hundreds of thousands of refugee children within the frameworks of the Turkish education system.

That success has been built through positive engagement with a technically strong existing education system, marked by high political commitment, and supported by substantial and sustained external financing. For these reasons, the Facility's experience in Turkey has been unique in the global field of education in emergencies.

MoNE, PICTES and YTB officials convey a strong sense of national pride, which is highly justified in terms of the overall response of the GoTR to the Syrian crisis since 2011. However, the strengthening of government control throughout Turkish society has led to some unfortunate educational implications: not sharing information that would help all partners to work more effectively; resentment of the process of selection of partnerships and ways of working, including reporting requirements; ambivalence about educational approaches that would help both refugees and Turkish citizens, such as multilingualism and multiculturalism. Many Turkish officials – MoNE, PICTES, school principals, teachers and counsellors – as well as all non-government staff interviewed, were conscious of these political pressures and were doing their utmost for refugee and Turkish children and youth in spite of them. However, there were clearly limits beyond which they considered it unwise, possibly even unsafe, to push.

Despite many achievements, the effectiveness of the work of the Facility in the education sector has been limited by several factors.

The Facility is by nature a coordination mechanism, for bringing together a range of EU funding instruments (the Humanitarian Aid Instrument [HUMA], the Instrument for Pre-Accession Assistance [IPA], and the Instrument contributing to Stability and Peace [IcSP]) to meet the needs of refugees in Turkey. Part of the Facility assistance under the IPA instrument was delivered through the EU Regional Trust Fund in Response to the Syrian Crisis (EUTF Madad) mechanism. Yet it was born out of a political and diplomatic consensus agreed between the EU, Member States and the GoTR. This has meant that the approaches to supporting provision of government education services, particularly in the design and early implementation of Tranche I, were driven both by humanitarian and development technical considerations and political considerations. The latter did not necessarily always reflect optimal refugee education, education in emergencies or education-in-development policy and technical practice.

This was revealed in the decision that the Facility fund only educational services to refugees, except for the school construction work, despite global experience suggesting that refugees must not be seen to be treated markedly better than local host communities. It must be acknowledged that the Facility faced very difficult choices – whether to focus almost exclusively on very needy, war-affected refugee children or to broaden the assistance to include local populations, thus diminishing tensions between refugees and local

people at the cost of a reduced total impact for refugees. It is possible that the EC considered that its donation of almost a billion euros either directly (PICTES I) or indirectly (all the other education projects) to educational services, which would otherwise have to be provided by the Turkish state, constituted support to Turkish as well as Syrian communities.

In negotiation with the GoTR, the EC made other difficult choices: not to include in PICTES I support for early childhood education or education of children with disabilities; acceptance of the GoTR's approach towards psychosocial support; heavy emphasis on school construction at the expense of other more emergency-oriented interventions.

A big question remains: should over 40% of the Facility's education sector resources have been devoted to school construction at the expense of other investments vital to a successful refugee education programme? On the one hand, the Facility was confronted with a huge demand for accommodating so many refugees – there could be no schooling without adequate numbers and quality of learning spaces. On the other hand, the Facility encountered a valid demand for more 'soft' measures. Clearly it has not been at all easy to find the balance to satisfy all the needs in the education sector. Yet, the evaluation team finds that a more balanced portfolio of investments, with a little less on construction and a little more on the 'soft' components, such as education for children with disabilities, ECE, a strategic approach to social cohesion in school communities, and more resources for PSS in the education of refugees, would have served both refugees and host communities even better than the package that was implemented in the Facility Tranche I.

EC staff members responsible for the Facility have sought to build on the strengths of the first tranche and are beginning, in Tranche II of the Facility, to fill some of the implementation gaps identified during Tranche I<sup>447</sup>. This includes accelerated completion of commenced school construction projects; support to ECE and education of children in disability; and encouragement of work on social cohesion in schools.

## 5.2. Detailed conclusion 1

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***JC 8.1: The Facility education response has made possible refugee children and youth's increased enrolment in, attendance in, retention in, transition through and completion of formal and non-formal education.***

Facility interventions have contributed to a considerable extent to refugee children's and youth's increased enrolment, attendance and retention. Official data on transition between school cycles (primary school to secondary school, secondary to high school, high school to tertiary) and completion of formal education are not available, though the anecdotal evidence obtained from school principals during the fieldwork is encouraging.

Facility interventions have tackled barriers to enrolment, attendance, retention, transition and completion with varying effectiveness: economic hardship, language barriers, distance from home to school, and lack of information, gender-related barriers, child protection needs and barriers specific to higher education have been relatively well addressed. Other barriers – such as disability, psychosocial needs, and social tensions linked to perceptions of exclusion and marginalisation of Syrian and other refugee children by Turkish students and teachers – have been more difficult to overcome and less well handled.

### *Economic barriers*

The Facility-funded Conditional Cash Transfers for Education (CCTE) project has been very effective in enabling refugee children to enrol and maintain attendance in school. Major reasons for that success have been the outreach to out-of-school children (OOSC) and their parents conducted by UNICEF and its partners, and the child protection component led by the Turkish Red Crescent, which supported children and gave families the confidence to allow their children to enrol in and attend school regularly.

### *Language barriers*

The Turkish language, catch-up and back-up classes funded by the Facility through the PICTES I project have been successful in helping many refugee children transfer into public schools and to cope with the demands of a curriculum delivered in a language different from their mother tongue. Other partners, notably UNICEF through the ALP, Concern, SPARK and DAAD, have supported children and youth to learn Turkish effectively in non-school institutions.

<sup>447</sup> EU Delegation to Turkey. 2018. Annex I to the Special Conditions of Grant Contract: Contract Reference Number: IPA/2018/403-554.

### *Distance barriers*

IOM and PICTES have provided school transport, which has been deeply appreciated by parents and schools. The main weakness was the initial exclusive focus on refugees as sole beneficiaries, which may have contributed to pre-existing social tensions (see section on barriers related to social tensions, below).

### *Information barriers*

All Facility-supported projects have conducted outreach into communities to provide information about learning opportunities and entitlements and to encourage children to enrol in and attend school and other educational institutions. Many individual schools have also sent teams of teachers, counsellors and interpreters to communities for those purposes. The coordination of these efforts has not always been thorough, but, taken as a whole, they have been successful.

### *Gender barriers*

All partners claim to have integrated gender concerns within their project design and to have conducted their interventions in gender-sensitive ways. While there is evidence of superficiality in some cases, individual schools, UNICEF, the CCTE project, the school construction partners and the higher education partners have responded seriously to the challenges of securing gender parity, equity and equality and this can be seen in the successful results achieved (see Section 3.1.2), including those for enrolment of refugee children in grades 1–12 in particular, where rates are 49% for girls and 51% for boys<sup>448</sup>.

### *Barriers related to social tensions*

Almost all partners have recognised the importance of fostering positive refugee-host community relations rather late. Perceptions of unfairness intensified pre-existing resentment among Turkish children, parents, teachers, administrators and civil servants. Even the school construction projects, where benefits to Turkish communities should be more evident, were not well communicated during the first 2 years of Tranche I of the Facility. Fortunately, under Tranche II, the Facility has moved to broaden the recipient base of its programming to include Turkish host community children and youth more visibly, though the effects of that change are only now beginning to be felt. MoNE's and other partners' conceptualisation of social cohesion programming as a response to those social tensions is still shallow and incomplete, and budgetary allocations still inadequate.

### *Barriers related to disability*

The lack of specific funding for children with special needs in PICTES I was regrettable, though the EU has contributed, outside of the Facility framework, through the 3RP process, to MoNE's development and roll-out of training in the skills of teaching students with disabilities. The Facility's higher education partners have made some efforts to include disability among student selection criteria, and the school construction standards take disability into account well.

### *Barriers related to child protection*

Facility partners, most notably UNICEF and TRCS, correctly view education and child protection programming as vitally interrelated. The design and implementation of CCTE and of the EUTF Madad projects have sought to carry that vision out, as have the projects of Concern Worldwide, the school construction projects and, in terms of protection of adults, so have the higher education partners. Regrettably, the GoTR takes a siloed approach to public services, with the result that referral pathways of protection needs identified in schools to MoFLSS services are weak. The Facility, and TRCS and UNICEF, can take some credit for the strengthening of referral pathways but the Facility could advocate for and encourage the GoTR and MoNE on these issues.

### *Barriers related to psychosocial needs*

The training initiatives conducted by almost all Facility partners, notably through the CCTE process and PICTES I training of school guidance counsellors, have been greatly appreciated. PICTES I funding for the salaries of many counsellors has been vital. Those counsellors are on the whole doing outstandingly valuable work in schools, taking creative initiatives to respond to war-affected, displaced and poor children's needs. Limitations to the effectiveness of their work are due to the small numbers of counsellors deployed; the contractual structures under which the counsellors (like all PICTES teachers) have to work, which limits their access to vital information systems and motivates them to leave the PICTES project; lack

<sup>448</sup> Interagency Coordination Turkey. 2019. *Turkey Education Sector Q2*; EC. 2020 (May) *FMR*, p. 10.

of essential, regular clinical supervision; lack of follow-up in-service training; and weak referral pathways. Much of this is the responsibility of the GoTR, but, as with wider child protection concerns, the Facility could advocate more effectively with the GoTR and MoNE.

### *Barriers specific to higher education*

The Facility's higher education partners have generally managed scholarship actions well, despite early difficulties in project design and in securing agreements with YTB. The IPs' attention to student selection criteria and choice of fields of study has improved with time and experience. The EUD's active, hands-on approach to programme management has been commendable, particularly in negotiations with partners and YTB. However, the decision to drop higher education from the portfolio of Tranche II of the Facility is regrettable and risks undoing some of the achievements of Tranche I.

## **5.3. Detailed conclusion 2**

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***JC 8.2: The Facility education response has contributed to a better equipped Turkish education system, adapted to providing safe, inclusive, equitable, quality education to refugees along with host community students.***

Facility interventions have contributed to more equitable, safer and higher quality education for refugee children. Their interventions seeking to make refugee children's education more inclusive have been less effective.

The Facility's system-strengthening efforts to date have been effective with logistical and procurement-related components, such as textbook provision, supply of teaching and learning materials, and school repair and renovation. However, the completion of a programme of construction of new schools and classrooms has been delayed by a range of circumstances, most of which are beyond the EC's control. Other successful system-strengthening activities have focused on supply of teachers, payment of their salaries/incentives and their training. These activities are already providing direct benefits to refugees and host communities. The Facility's system-strengthening efforts have been reasonably effective in their encouragement of active, participatory, child-centred pedagogical methods.

### *Teachers*

PICTES I and UNICEF have provided excellent support to the education system through the hiring and training of thousands of teachers. The Facility's accomplishments in terms of enrolment, and improvements in the quality of learning, would not have been possible without this crucial investment. The effectiveness of this work is, partially undermined by the project approach imposed by the nature of PICTES, because PICTES teachers' labour contracts do not allow job security, salaries and working conditions commensurate with the quality of their contributions and achievements. The perception of second-class status of PICTES teachers compared to civil servant teachers creates unfortunate tensions. Most partners have invested in initial training for the teachers whom they have employed, with sound training materials, training of trainers and roll-out processes. With the exception of UNICEF, partners' follow-up, in-service training has been sparse.

### *Syrian volunteer education personnel*

Syrian volunteer education personnel, hired and trained to teach mostly in Arabic in TECs, are the main casualty of the otherwise sound MoNE policy of closure of the TECs. Their roles and status have changed drastically in a short time and their motivation and job satisfaction are suffering. Some schools are making excellent use of Syrian volunteers, others find them troublesome. If additional EU funding for refugees becomes available and subject to an agreement at the political level, the Facility might encourage MoNE to find rapid and effective solutions, perhaps involving retraining and redeployment, so that considerable financial and human investments are not lost.

### *Active, participatory, child-centred learning*

All partners offering teacher training claim that their materials and training approaches foster active, participatory and child-centred learning. While the evaluation team had limited time and opportunity to observe, there was some evidence that these approaches are being followed in classrooms.



### *School construction and rehabilitation*

Despite very long delays, the construction of schools is proceeding well, with high design and building standards, and effective monitoring. The delays were mostly due to economic forces outside of the control of the Facility. The partnerships between MoNE, the IFIs and the EUD are quite strong and improving, though MoNE staff (not from DG Construction and Real Estate) continue to resent what they perceive as imposition of expensive, overly complicated middlemen. The IFIs are adding value, however, which DG Construction and Real Estate staff acknowledge. School rehabilitation has proceeded well and is greatly appreciated at the local level. For consideration of the appropriateness of the Facility's large investments in school construction, see Section 4.1, Overall conclusions, above.

### *Equipment, furniture, supplies, teaching-learning materials, cleaning and security*

All IPs have had success with provision of equipment, furniture, supplies, stationery and teaching-learning materials to existing and newly constructed schools. These have mostly been timely and appreciated at school level. Despite some allocations, insufficient budgets for cleaning products, and for cleaning and security staff, are frequent complaints from school principals. The evaluation team sensed that the cleaning issue was being treated as a proxy for inter-community tensions as school principals, responding to complaints from some Turkish parents about the 'hygiene' of Syrian children, try to defuse potential conflicts.

### *Prioritisation of investments in school construction and equipment*

Public schools were overcrowded before the Syrian influx, which exacerbated the lack of classroom spaces that the system was already confronting; facts that the Facility's needs assessment report noted<sup>449</sup>. MoNE's policy decision in 2016, progressively to close TECs and to enrol Syrian children in public schools, intensified the learning space problems. Although MoNE's identification of a construction target of 1,198 schools may or may not have been methodologically rigorous, it reflected a profound social and political prioritisation: if more classroom spaces were not opened up rapidly, resentment of the Syrian presence in Turkey and social tensions between Turkish and Syrian children, parents and communities would worsen. In fact, that has happened.

The Facility clearly responded to the political priority in Turkey with funding for building schools. At one level, this made good sense. The Facility was and is under pressure to disburse the funds available wisely and well but also rapidly. Construction always absorbs large amounts of money, though it also almost always takes some time and the benefits are only seen once schools are built and lessons begin in them. Unfortunately, the actual construction has been so delayed that, with only 66 out of 220 schools completed by March 2020, after almost 4 years, the benefits of the EC's investments are only just beginning to be felt. Global experience in every sector suggests that work on large-scale infrastructure is always delayed.

School construction definitely has a place in refugee education programming. As one approach to achieving the goal of enabling equitable and sustainable inclusion of refugees in national education systems, UNHCR's strategy and global best practice guidance on refugee education suggests that 'Governments and partners increase the number of schools in areas where current infrastructure is not meeting needs'<sup>450</sup>. That guidance does not attempt to quantify what proportion of expenditure should be devoted to construction and equipment in relation to other needs, presumably leaving such matters to national and local decision-makers.

Arriving at a judgement on the appropriateness of spending over 40% of Facility Tranche I's education sector budget on building and equipping schools is complex. In the EC's initial planning, the total amount would have been much less; the postponement of the funding of municipal infrastructure led to the reallocation of EUR 200 million to school construction. Nevertheless, even without that reallocation, school construction and equipment would still have absorbed over 25% of original expenditure (approximately EUR 205 million out of almost EUR 800 million – these figures do not include the approximate EUR 40 million allocated to renewable energy projects). MoNE expects the new schools to be essential in the coming years, whether Syrians stay indefinitely in Turkey or large numbers repatriate. While sustainability of the investment cannot be guaranteed, MoNE's DG Construction and Real Estate is committed to the physical maintenance of the schools into the future<sup>451</sup>.

Although political and financial management criteria may justify these large expenditures, the question remains: is 40% (or even 25%) of available funding an appropriate level of investment in school

<sup>449</sup> Biehl et al. 2016. *CNA*, pp. 58-60.

<sup>450</sup> UNHCR. 2019. *Refugee Education 2030*, pp. 45-46.

<sup>451</sup> KII E09

construction from the perspective of the educational needs of refugee and host community students? One interviewee questioned the priorities of the Facility and MoNE: 'In school construction, spaces are very important, but it is going so slowly. They could invest in psychosocial support in schools and this would have been an immediate benefit. There is a huge shortage of schools; this is a persistent development challenge but there is a problem of sequencing and balance'<sup>452</sup>.

This comment touches on two key points:

1. In 2016, the education of Syrian children was an emergency, and one about to be intensified by the (justifiable) closure of TECs in 2017. The decision to commit such a high proportion of available money to a process that was bound to be delayed may not have been in the best interest of the largest number of children – both refugees and Turkish citizens – in the years 2016–19, the notional initial lifetime of Tranche I of the Facility.
2. Other priorities, such as education for children with disabilities, stronger psychosocial support and child protection measures, and more sustained in-service teacher training, have suffered because so much money was committed to school building. Such measures are usually much cheaper to implement than large-scale construction projects and deliver their benefits more quickly.

This is not a question of 'all or nothing.' A more balanced planning and sequencing of investments might have seen relatively small amounts spent earlier on the 'softer' components, which can have great impact on the well-being of refugee and host community children, with slightly fewer schools built. The decision to fund the political imperative is understandable but with some nuancing, better overall outcomes for children might have been possible.

## 5.4. Detailed conclusion 3

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***JC 8.3: The Facility education response has contributed to improved learning outcomes of refugee and host community children and youth.***

The extent to which Facility interventions enhanced successful educational outcomes, in terms of improved academic achievement, attitudes, behaviour and well-being of refugee students, has been difficult to capture, though easier in the cases of the adaptation, catch-up and back-up classes, and NFE activities supported by UNICEF and Concern Worldwide, such as Turkish language training and the ALP, than for regular schooling.

Access to data on the learning attainments of refugees in Turkey is a sensitive issue, as MoNE considers such data to be confidential. MoNE has published some summary and headline data about enrolment, attendance and retention, which has been referenced in this sector report, but very little on learning outcomes. Throughout the evaluation, the evaluation team has made several formal and informal requests for reports of learning outcomes, which were always met with the same response: the Government of Turkey does not make such information available publicly.

The limited evidence available suggests that refugee students' learning outcomes are generally improving, as measured through the TYS, PICTES back-up and catch-up pre- and post-tests, results from the ALP and other non-formal programmes, and by higher education IPs.

## 6. Recommendations

This section presents the recommendations made by the evaluation team to the European Commission, for implementation by the Commission in close cooperation with the Government of Turkey. These are the result of the evaluation findings, conclusions and a participatory process with EC staff to arrive at recommendations that are relevant and actionable. Recommendation 1 is also presented in the overarching strategic recommendations (Volume I) but is duplicated here due to its particular concern with education. Recommendations 2, 3 and 4 are technical recommendations for future education sector interventions.

Recommendation	Links to conclusions and EQs	Time frame
<b>Recommendation 1 (strategic):</b> Increase the focus on refugee student integration into the classroom (also Strategic Recommendation 8 in Volume I)	Strategic Conclusions 2, 7 (Volume I)	
<b>Who:</b> EC services, in close cooperation with GoTR		
<b>How:</b>		
1.1 Increase education support for children with disabilities and special needs, as possible within budget limitations	EQs 2, 8	Immediate
1.2 Increase support for Early Childhood Education	EQ 8	Medium term
1.3 Ensure that a strategy and budget for social cohesion in schools is included within the recommended social cohesion strategy (see Strategic recommendation 2 <sup>453</sup> in main report)	EQs 2, 8, 11	Immediate
1.4 Strengthen integration of child protection and psychosocial support (PSS) within schools, including adequate numbers of trained school counsellors and guidance teachers, stronger and clearer referral pathways to community-based services, and provision of clinical supervision to school counsellors and guidance teachers	EQs 2, 8, 9, 11	Medium term
1.5 Strengthen in-service teacher training that supports refugee integration, especially knowledge and skills for: teaching in Turkish to non-native speakers; teaching large classes; teaching students of diverse origins, languages, ages and abilities; teaching children affected by conflict and displacement; child protection; psychosocial support, and social and emotional learning; teaching children who live with disabilities; and adjusting to the impact of COVID-19	EQs 2, 8	Medium term

<sup>453</sup> Strategic recommendation 2: Mitigate impact of increasing social tensions for refugees in Turkey.

Recommendation	Links to conclusions and EQs	Time frame
1.6 If EU support to refugees continues after the Facility, reduce the proportional budget allocation to construction of new schools in favour of increased support for student integration into the classroom (items 1.1 to 1.5 above)	EQ 8	Immediately a decision is made to continue EU support to refugees after the Facility
<b>Recommendation 2 (sector):</b> Increase access to education by excluded populations	Education sector report	
<b>Who:</b> EC services, in close cooperation with GoTR		
<b>How:</b>		
2.1 Increase efforts to identify school-aged children who are out-of-school, and to bring them into the education system	EQs 2, 8, 11	Immediate
2.2 Advocate for regulatory reforms to allow all refugee children to access appropriate academic credit-granting education, regardless of their registration status and province of registration	EQs 2, 8, 11	Immediate
2.3 Increase efforts to raise the appreciation by Syrian parents/guardians of the importance of education, and of the harm done by early marriage and child labour	EQs 8, 11	Immediate
<b>Recommendation 3 (sector):</b> Improve the quality of education programming through parent consultation and enhanced use of education data	Education sector report	
<b>Who:</b> EC services, in close cooperation with GoTR		
<b>How:</b>		
3.1 Advocate for the Ministry of Education to share education completion rates and learning outcome data (while complying with Turkish privacy regulations), and in particular to provide full and direct access to data from Facility-funded interventions	EQ 8	Immediate
3.2 Advocate for and encourage the disaggregation and sharing of beneficiary education data, so that planning and adapting of interventions can ensure that all populations have adequate access to education. This includes disaggregating data by age, gender and disability, and by protection status (Unregistered, Temporary Protection, International Protection, Turkish citizen)	EQs 2, 8	Immediate
3.3 Advocate for more bottom-up engagement with refugee and host population parents in planning and decision-making regarding education programming, policies and services	EQs 3, 8	Immediately at school level, and in the medium term if new education

Recommendation	Links to conclusions and EQs	Time frame
		programmes are designed post-Facility
<b>Recommendation 4 (sector):</b> Advocate for continuity in education personnel	Education sector report	
<b>Who:</b> EC services, in close cooperation with GoTR		
<b>How:</b>		
4.1 Advocate for the retraining and redeployment of Syrian volunteer education personnel	EQ 8	Immediate
4.2 Advocate for the integration of teachers working under contract for PIKTES II into the mainstream civil service teaching force, especially in the provinces where the Syrians are mostly populous, and for the use of some of those PIKTES II teachers as trainers for other teachers in the themes listed in Strategic recommendation 8 regarding student integration into the classroom	EQs 2, 8	Immediate



## Annex 1: Facility interventions in education

Inputs		Activities		
Instrument	Funding (EUR) <sup>454</sup>	Action	IP	Sampled?
IPA II	300,000,000	Promoting Integration of Syrian Children into Turkish Education System (PICTES)	MoNE	X
IPA II	255,000,000	Education for All in Times of Crisis II	KfW	X
IPA II	150,000,000	Education Infrastructure for Resilience Activities in Turkey	World Bank	X
ECHO	50,000,000	Increased access to education and protection for vulnerable Syrian and non-Syrian refugee children and families in Turkey (CCTE)	UNICEF	X
IPA II	50,000,000	Social and Economic Cohesion through Vocational Education	KfW	
EUTF Madad	40,000,000	Clean energy and Energy Efficiency Measures for refugee affected host communities in Turkey	KfW	
EUTF Madad	36,950,286	Support 'For Every Child of Syria': EU Syria Trust Fund-UNICEF Regional Partnership for Education	UNICEF	X
ECHO	34,000,000	Increased access to education and protection for vulnerable Syrian and non-Syrian refugee children and families in Turkey	UNICEF	X
EUTF Madad	31,382,891	Education and protection programme for vulnerable Syrian and host community children, in Lebanon, Jordan and Turkey	UNICEF	X
EUTF Madad	17,280,000	Yarını Kurmak / Building Tomorrow – Quality Education and Livelihoods Support for Syrian under Temporary Protection in Turkey	Concern	X
ECHO	12,500,000	Increased access to non-formal education programmes for vulnerable refugee children in Turkey	UNICEF	X

<sup>454</sup> [https://ec.europa.eu/neighbourhood-enlargement/sites/default/files/facility\\_table.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/default/files/facility_table.pdf)

EUTF Madad	5,969,655	Access to Higher Education for Syrian Refugees and IDPs to prepare for post-conflict reconstruction of Syria and integration in host communities	SPARK	X
EUTF Madad	5,000,000	Higher Education for Syrians under Temporary Protection and disadvantaged host communities in Turkey	SPARK	X
ECHO	3,117,632	Enhancing Protection in the humanitarian response in Turkey through better addressing basic needs, supporting access to education and integrated service provision	IOM	
EUTF Madad	2,700,000	HOPES – Higher and Further Education Opportunities and Perspectives for Syrians	DAAD	X
ECHO	1,485,341	Emergency Protection and Education Support to Refugees in Turkey	Concern	X
ECHO	107,662	Lifesaving Emergency Assistance for Protracted Conflict in Syria (LEAP)	RI	
<b>Total</b>	<b>995,493,467</b>			