

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

1. IDENTIFICATION

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| Beneficiary | Turkey |
| CRIS/ABAC Commitment references | IPA/2018/041-603 |
| Total cost EU Contribution | EUR 500 million (EUR 500 million under 2018 appropriations) |
| Budget line | 22.020302 |
| Method of implementation | Action 1: Direct management by the European Commission; Action 2: Indirect management with the entity to be selected in accordance with section 2.3 |
| Final date for contracting including the conclusion of contribution agreements | 31 December 2019 |
| Indicative operational implementation period | 60 months |
| Programming Unit | NEAR A5 – Turkey |
| Implementing Unit/ EU Delegation | EU Delegation to Turkey |

2. DESCRIPTION AND IMPLEMENTATION OF THE ACTIONS

2.1 PROBLEM ANALYSIS AND RATIONALE

Turkey continues to be a prominent reception and transit country for refugees and migrants. As a result of an unprecedented influx mainly due to the conflicts in Syria and Iraq, Turkey is hosting over 3.9 million refugees, the highest number in the world. This includes more than 3.5 million registered Syrian refugees, of whom less than 5% reside in the 14 temporary accommodation centres established by the Turkish government¹, and 370 000 registered refugees and asylum seekers mainly from Iraq, Afghanistan, Iran and Somalia. Turkey

¹ Turkish Directorate General for Migration Management figures as of 27 September 2018 http://www.goc.gov.tr/icerik6/temporary-protection_915_1024_4748_icerik

continues to make commendable efforts in receiving, hosting and supporting high numbers of refugees. However, this large presence also has a significant impact on public services and host communities in Turkey, which is increasingly reflected in terms of social cohesion and integration challenges.

Based on the EU-Turkey Joint Action Plan², which was adopted by the EU-Turkey Summit on 29 November 2015 to increase coordination on migration management, the EU-Turkey Statement of 18 March 2016³ provides, amongst other things, that the EU will mobilise an additional EUR 3 billion funding up to the end of 2018, once the initially allocated EUR 3 billion are about to be used to the full and provided the relevant conditions are met.

In order to coordinate the EU's financial contribution, the Facility for Refugees in Turkey (the "Facility") was set up at the end of 2015 in view of supporting Turkey in meeting the challenges involved in hosting and integrating the large number of refugees. Building on the coordination mechanism and cooperation established under the Facility, the second EUR 3 billion tranche is mobilised with contributions directly from the EU budget and from the Member States in the form of external assigned revenues.

The support coordinated under the Facility's second tranche will continue to assist Turkey in addressing the humanitarian and development needs of refugees and persons eligible for subsidiary protection and their host communities. The strategic objective of the Facility is to coordinate EU efforts to improve the well-being of refugees and persons eligible for subsidiary protection and support the communities hosting them, in close co-operation with Turkey wherever relevant and necessary.

Investments under the Facility's second tranche will reflect the protracted nature of the refugee situation with a stronger focus on inclusion, self-reliance and integration. This means a shift from humanitarian to development assistance, including strengthening the capacity of host communities to host refugees. National systems will be prepared to assume the responsibilities involved in ensuring the sustainability of assistance following the phasing out of Facility support.

The provision of assistance through the Facility is based on the comprehensive Needs Assessment that was issued in June 2016⁴ and updated in 2018. In line with Article 3 (2) of the Commission Decision establishing the Facility, priority areas are determined on the basis of the results of the needs assessment, and further to consultations with Turkey and the EU Member States.

Focus of the special measure

The focus of the special measure will be on assistance related to education, notably to further increase access to quality inclusive education services for refugees residing in Turkey as well as to support their integration into the Turkish education system and promote social cohesion, including for adults.

At the *Supporting Syria and the Region* Conference on 4 February 2016 in London, "the Republic of Turkey and its international partners committed to the aim of providing education to every Syrian refugee child by the end of the school year 2016/2017." Avoiding

² http://europa.eu/rapid/press-release_MEMO-15-5860_en.htm

³ <http://www.consilium.europa.eu/en/press/press-releases/2016/03/18/eu-turkey-statement/>

⁴ Needs assessment report for the preparation of an enhanced EU support to Turkey on the refugee crisis https://www.avrupa.info.tr/fileadmin/Content/2016_April/160804_NA_report_FINAL_VERSION.pdf

a "lost generation" will not only transform the lives and future prospect of Syrian children but also reduce the lure of violent extremism.

Despite the efforts of the Turkish authorities and support by foreign donors, providing access to formal education or alternative pathways to learning for all Syrian children remains a challenge. More than one million Syrians in Turkey are of school age. Total enrolment rates have reached 61% for the school year 2018/2019; however, around 410 000 children are still out of school. While at primary level there is almost full enrolment, these rates drop considerably as age increases. Teenagers are most likely to be out of school, with boys predominantly working to support their families and girls engaged in household chores, or prevented from attending school as some parents do not support gender-mixed classes. Early marriages of Syrian girls are also reported to be an issue. Upon enrolment, attendance and drop-outs are a matter of concern, which require to be addressed. Recognising that the out-of-school-children are now the hardest to reach, a differentiated approach of pathways to education, as well as increased outreach and additional support are needed to ensure that all children will be able to have opportunity to learn.

The Turkish government has taken a decision to gradually close down Temporary Education Centres (TECs) where Syrian children had been educated in a separate Arabic curriculum. Instead, these students are progressively being integrated into public schools, where they receive education together with their Turkish peers. By September 2018 around 83% of Syrian children enrolled are already integrated in public schools and around 17% still receive education in TECs. This transition to full school integration is expected to be completed within two to four years, though capacity problems exist with regard to additional school infrastructure and teachers required. Double-shift schooling has an impact also on the quality of education. Considering the size of Syrian school-age population and the phasing out of the Temporary Education Centres, the Ministry of National Education estimates that the construction of more than 1,000 new schools is needed⁵.

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. Many Syrian children have suffered from traumatic experiences, which require specific attention from trained guidance and support counsellors; both school and community-based child protection and gender-based violence services that are fully integrated and include case-management, psycho-social support and counselling services are required. Also, training of teaching staff and Ministry of National Education administrators needs to continue to provide quality inclusive education that takes into account integration challenges, while promoting social cohesion.

Knowledge of Turkish language remains a basic requirement not only for learning purposes, but also as a key factor to support integration, both for Syrian children as well as for their parents and adult family members. On the other hand, there are wide-spread concerns among Syrians in Turkey that their children will lose their Arabic mother-tongue. There is a large potential to make use of schools and Public Education Centres (PECs) as environments to promote integration and social cohesion.

⁵ For more details, see Annex 10, table 56 of the updated Needs Assessment.

2.2 PAST AND ONGOING SUPPORT

The special measure is in line with the objectives of the Facility as confirmed in the Commission Decision of 24 July 2018 on the Facility for Refugees in Turkey amending Commission Decision C(2015)9500 as regards the contribution to the Facility for Refugees in Turkey⁶, and will be financed by the funding coordinated through this mechanism.

Moreover, the special measure builds on previous Facility support in the education sector. This includes the first EUR 300 million direct grant with the Ministry of National Education⁷, various EU supported actions implemented by the United Nations Children's Fund (UNICEF) in line with the 'No Lost Generation' initiative⁸, including non-formal education and child protection elements, as well as various Lifelong Learning activities and in particular teaching of Turkish language as a prerequisite for integration. As of spring 2017 the Union budget has supported the Ministry of Family and Social Policy, via UNICEF, through a Conditional Cash Transfer for Education (CCTE) programme to refugee beneficiaries. A total of 215 schools (prefabricated and solid) are being constructed by financing through the Facility or through the EU Regional Trust Fund in Response to the Syrian Crisis⁹.

In terms of lessons learned, coordination and sequencing between the various ongoing and future actions should be further developed so as to maximise potential synergetic effects, including for an enhanced visibility of EU funding. As Syrians are increasingly integrated into the Turkish education system, and use the same facilities as members of the host community, conflict sensitive programming becomes paramount i.e. even in activities that target only the refugee population, host communities need to be involved.

2.3 DESCRIPTION AND IMPLEMENTATION OF THE ACTIONS

The envisaged actions under this special measure are deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU¹⁰.

The actions pre-suppose the continuous commitment of Turkey to the implementation of the 18 March 2016 EU-Turkey Statement.

| Action 1 | Refugee integration in the education sector | Direct management | EUR 400 million |
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(1) Description of the Action, objectives, expected results and key performance indicators

In line with the problem analysis and rationale, this Action will consist of financing expenditure to cover the costs of activities and items, which may include: education staff costs, education materials, equipment and utilities, outreach as well as costs relating to guidance, training and certification of both Turkish and Arab speaking education staff and

⁶ https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/c_2018_4959_facility_commission_decision.pdf

⁷ "Promoting Integration of Syrian Children into the Turkish Education System" (PICTES)

⁸ The 'No Lost Generation' initiative is a strategic effort by donors, UN agencies, NGOs and governments to prevent a lost generation of children and young people due to the crises in Syria and Iraq. The Initiative was launched in 2013 with the EU as a founding partner and is comprised of programming and advocacy under three pillars: (i) Education, (ii) Child Protection and (iii) Adolescents & Youth – and covers Syria, Lebanon, Jordan, Turkey, Iraq, and Egypt. UNICEF has a holistic programme in Turkey that builds around the three pillars of the Initiative.

⁹ https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/syria/madad_en

¹⁰ https://eeas.europa.eu/headquarters/headquarters-homepage/8442/consolidated-list-sanctions_en

students. The list is not exhaustive and additional costs relevant for the achievement of the objectives of the Action may be also considered eligible.

Primary and secondary education, both in Temporary Education Centres (TECs) and in Turkish Public Schools may be covered, including general, vocational and technical education pathways. Formal education provided in public institutions and non-formal education may be supported under this Action. As regards non-formal education, the support should not overlap with other interventions financed under other EU financing instruments and/or implemented through other implementing modalities. Turkish language learning in Public Education Centres (PECs) for Syrians of all ages may also be covered by this Action.

Specific focus will be given to ensuring sustainability of these activities after Facility funding has ended. For example, the number of contracted teachers will gradually reduce throughout the lifetime of this Action as Syrian students become fully integrated into public schools and the Ministry of National Education-contracted teachers take over responsibility.

Objectives:

Support the Ministry of National Education of Turkey in its efforts to ensure that all Syrian students have access to quality inclusive education and are integrated fully into the public education system.

Expected results:

- Increased access of Syrian students to formal education and Syrian adults to Turkish language courses
- Increased quality of formal education for students
- Improved operational capacity of educational institutions and staff

Key performance indicators:

Indicative outcome indicators:

- Number of Syrian students enrolled in education
- Number of Syrian adults who completed Turkish language courses
- Percentage of Syrian students who completed the academic year
- Number of Syrian students and adults who completed Turkish language proficiency examinations per academic year

Indicative output indicators:

All indicators should be disaggregated by gender, age, nationality, disability and province, wherever possible and appropriate.

- Number of Syrian students who receive Turkish language training
- Number of Syrian students who receive Arabic language training
- Number of Syrian students who receive (i) catch-up and (ii) back-up support to enable them to learn effectively in their age-appropriate grade
- Number of students who receive guidance and counselling
- Number of Syrian adults who undertake Turkish language courses in Public Education Centres
- Number of curricula and educational materials developed, adapted and revised

- Number of teachers and Ministry of National Education administrative staff trained to educate Syrian students, taking into account their special needs

(2) Assumptions and conditions

As activities under the Action are to promote integration and social cohesion, an inclusive implementation approach has to be followed, giving due consideration to the potential impact of interventions on host community members.

The specific needs of girls and boys, and those children with disabilities, will be taken into consideration in project design, implementation and monitoring/evaluation.

(3) Implementation modalities

The Action will be implemented in a direct management mode through a direct grant awarded to the Ministry of National Education of Turkey.

a) Purpose of the grant

See point (1)

b) Direct grant award

The main aim of the Action is to support the Ministry of National Education of Turkey in its efforts to provide access to quality education and to integrate refugees into the public education system. The focus on the public education system of Turkey aims to ensure sustainable access to quality education and integration of Syrians beyond the duration of this Action.

Therefore, pursuant to Article 190(1)(c) of Commission Delegated Regulation (EU) No 1268/2012, a grant will be awarded without a call for proposals to the Ministry of National Education of Turkey, which is as regards the content of the Action in a position of a *de facto* monopoly, in order to ensure the implementation of this Action.

c) Name of the beneficiary: Ministry of National Education of the Republic of Turkey

d) Indicative amount of the grant: EUR 400 000 000

e) Maximum rate of EU co-financing: The maximum possible rate of EU financing will be 100% of the total cost of the Action, in line with the objectives of the Facility.

Indicative date for signing the grant agreement: October/November 2018

Provided that the conditions foreseen in Article 130(1) of the Financial Regulation are respected, retroactivity of eligibility of expenditures will be possible from the start of the school year 2018/2019.

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| Action 2 | Education infrastructure | Indirect management | EUR 100 million |
|-----------------|---------------------------------|----------------------------|------------------------|

(1) Description of the Action, objective, expected results and key performance indicators

The main focus of the Action will be on school construction, and related equipment. The project intends to scale-up interventions under the first tranche of the Facility and is based on the updated needs assessment. These investments will follow the school designs to be

developed by the Turkish Ministry of National Education. The Action could also cover the supply of education equipment for the newly constructed schools, and possibly for existing ones in provinces with a high density of refugees, and persons eligible for subsidiary protection, subject to relevant criteria. .

All activities are complementary to those under Action 1 and are aligned with the Turkish government priorities.

Objective:

The objective of this Action is to support Turkey maintaining long-term goals in education by responding to the growing demand for access to education among refugees, persons eligible for subsidiary protection and host communities in Turkey.

Expected results:

- School-age refugees, persons eligible for subsidiary protection and host communities have access to and receive quality education in the Turkish education system
- Educational infrastructure improved

Indicative key performance indicators:

- Gross enrolment of refugee students in the Turkish education system

Indicative output indicators:

- Number of existing schools upgraded, funded by the Facility
- Number of schools constructed, funded by the Facility

(2) Assumptions and conditions

The Action is based on two main assumptions:

- The availability of suitable land, building permits and construction material;
- New infrastructure will be complemented by efforts to increase the number of teachers and the supply and availability of teaching and learning materials.

(3) Implementation modalities

The Action will be implemented in indirect management. The European Commission will sign a Contribution Agreement with the partner(s).

a) Objectives and expected results

See point (1.)

b) Indirect management

This Action may be implemented in indirect management with one or more entities, which will be selected by the Commission using the following criteria: operational capacity of the entity, value added, transparency, absence of conflict of interest.

Implementation by this entity and or entities entails the financial administration and management of the Action, including supervision, setting up and operating management and control systems, monitoring of implementation and reporting of its programme.

3. BUDGET

3.1 INDICATIVE BUDGET TABLE – SPECIAL MEASURE ON EDUCATION UNDER THE FACILITY FOR REFUGEES IN TURKEY

| ACTION | Total Union contribution | Management mode | Contracting authority |
|---|---------------------------------|------------------------|------------------------------|
| Action 1: Refugee integration in the education sector | EUR 400 million | Direct management | EU Delegation in Turkey |
| Action 2: Education infrastructure | EUR 100 million | Indirect management | EU Delegation in Turkey |
| Total | EUR 500 million | | |

4. PERFORMANCE MONITORING ARRANGEMENTS

As part of its performance measurement framework, the European Commission shall monitor and assess progress towards achievement of the specific objectives set out in the IPA II Regulation on the basis of pre-defined, clear, transparent measurable indicators. The progress reports referred to in Article 4 of the IPA II Regulation shall be taken as a point of reference in the assessment of the results of IPA II assistance.

The European Commission will collect performance data (process, output and outcome indicators) from all sources, which will be aggregated and analysed in terms of tracking the progress versus the targets and milestones established for each of the actions.

5. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the special measure. The implementation of the communication activities shall be funded from the amounts allocated to the special measure. The Communication and Visibility Manual for EU External Actions developed by the European Commission (Directorate-General Neighbourhood and Enlargement Negotiations) will need to be followed when publicising information regarding the Measure and the funding received from the EU.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed special measure objectives. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds.