

Action Document for EU Trust Fund to be used for the decisions of the Operational Board

1. IDENTIFICATION

Title/Number	School construction to increase the number of primary and secondary schools for Syrian refugee children (Regional Competitiveness)	
	Facility priority area: EDUCATION	
Total cost	Total estimated cost: €70.174.976 Total amount drawn from the EU Trust Fund: €70.174.976	
Aid method / Method of implementation	Project Approach: Indirect Management with Kreditanstalt für Wiederaufbau (KfW)	
DAC-code	110, 112, 113	<u>Sectors:</u> Education, Basic Education, Secondary Education

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

In line with the "Strategic orientation document for the European Union Regional Trust Fund in response to the Syrian crisis" (EUTF), the **main objective** of the proposed programme is to cater to displaced persons longer-term resilience, in particular with regard to **education for children**.

The **specific objective** of this programme is to increase access to inclusive quality primary and secondary education opportunities for Turkish and Syrian children and youth.

2.2. Context

Currently, Turkey hosts the world's largest community of Syrians displaced by the ongoing conflict in their country. According to data provided by the DG for Migration Management (DGMM), as of March 2016 Turkey's Syrian Refugee¹ population was more than 2.7 million. While 10% of this population (265,086) reside in camps funded and managed by the Turkish state and nongovernmental actors, a majority (2,150,408) took shelter in towns and cities mostly in the south-eastern provinces.

In Turkey, more than half (54%) of the 2.7 million Syrians are under temporary protection status are children. Based on estimates of the Ministry of National Education (MoNE), in Turkey over 750,000 Syrian children are at the school age of 5-17 years. Many Syrian children have not received any education over the last years and are at risk of becoming a so-called lost generation. According to the Human Rights Watch report of November 2015 the Syrian children interviewed had, on average, lost already two years of schooling. Out-of-school children and youth are at risk of isolation, discrimination and political radicalization. Especially in host communities, children with disabilities also find it hard to access existing education opportunities.

In September 2014, MoNE issued a circular which ensures children under temporary protection in the country can be enrolled in Turkish schools or MoNE certified temporary

¹ Since Turkey has not ratified 1967 Protocol of the Geneva Convention of 1954, the Syrian Refugees referred to in this document shall be understood as "Syrian people under temporary protection according to Turkish legislation".

education centres (TECs). This was followed up by the Temporary Protection Regulation from 22 October 2014 which guarantees legal access to basic education services for the temporary protection beneficiaries. TECs are using adjusted Syrian curriculum where Turkish is a mandatory subject, Arabic as the language of instruction, and Syrian volunteer teachers with oversight by MoNE directors and coordinators.

While around 90 percent of school-aged Syrian children living in camps regularly attend school, the vast majority of Syrian children outside refugee camps in towns and cities show a significantly lower school enrolment rate. According to MoNE, 325,000 Syrian children were registered in schools by mid-February 2016. That implies that 425,000 school-age Syrian children are not receiving education.

In the academic year of 2015-2016, 73,000 Syrian children aged 5-17 are receiving education together with Turkish students in the schools attached to MoNE, the Ministry aims at increasing this number to over 105,000. In this period, 82,000 and 155,000 children are receiving education in TECs in the camps and outside the camps in cities, respectively. Still, the needs and challenges remain immense and complex. Lack of school facilities, economic vulnerability and financial shortcomings, distance from schools, limited teacher capacity, lack of funding for teacher salaries and language problems remain huge barriers to educational participation for Syrians in Turkey.

According to the Human Rights Watch report schools in the south-eastern provinces of Turkey, which host the highest percentages of Syrian refugees, were already in a disadvantaged position prior to the arrival of the Syrian population. Public educational services in these areas are extremely strained as they are faced with an influx of Syrian students. Overcrowding in schools primarily affects TECs.

The First Stage need assessment released by the Government of Turkey (GoT) in March 2016, covering 2016-2018 for Syrians with Temporary Protection Status in Turkey, estimates the cost of strengthening the physical infrastructure for the education of Syrians at €1.65 billion (constructing educational buildings and increasing the physical capacity of public educational centres which offer services for Syrians). In the above needs assessment, the total need in the education sector, including measures such as transportation, appointing Turkish and Syrian teachers, is around €2.7 billion.

Taking into account the difficult and complex situation of Syrian children in Turkey, scaling up access to quality education opportunities needs to be given serious and urgent consideration. The GoT places high emphasis on this topic and set ambitious targets for the upcoming years. Schools need to be built, retrofitted and extended for the benefit of both, Syrian and Turkish children. MoNE estimates that 350-400 new schools with a student capacity of 1,000-1,200 are needed to address the problem.

2.3. Lessons learnt

- Early investment in systems ensures national ownership and enhances opportunities for Government to explore gaps in terms of policy, national budgeting and capacity that can benefit from financial and technical resources mobilized by the EU and its partners through the emergency to ensure upgrade or sustain critical services, beyond the time-frame of the emergency.
- Although having a smaller absorption capacity than UN agencies, both international and national CSOs have shown proactivity and ability to implement significant projects at a local scale.
- It is very important to distinguish the features of working with urban refugees, as opposed to camp based refugees. Different targeting strategies are required, with: a stronger focus

on information campaigns and outreach work; service provision in multiple locations as well as service provision to host and refugee populations; and the development of partnerships with local organisations.

- All responses to the crisis have shown that the situation on the ground develops fast and often beyond projections made. For that reason, a large degree of flexibility will be required for any intervention addressing medium to long term needs to allow for an effective response to the evolving needs of the beneficiary populations.
- Providing access to schools does not ensure that children stay and learn. An understanding of the bottlenecks and barriers to learning are important to ensure learning outcomes.

2.4. Complementary actions

This action reflects the findings of an independent needs assessment that was commissioned to help guide and target short and medium-term assistance to refugees, which is to be mobilised within the framework of the Facility for Refugees in Turkey (June 2016). This assessment builds on the Government of Turkey's first stage needs assessment (March 2016).

This action is complementary to and in synergy with past, current and future actions, which are to be funded under the Facility under various EU mechanisms and instruments. It corresponds to one or more priority areas of the Facility as defined by the Facility Steering Committee on 12 May (Humanitarian Assistance, Migration Management, Education, Health, Municipal Infrastructure and Socio-economic Support). Special care will be taken to avoid overlap with any other EU or third donor funded activity in these areas.

The present action will provide an initial contribution in the priority areas of both Education and Municipal Infrastructure, which will be complemented by further interventions under humanitarian and/or non-humanitarian assistance within the framework of the Facility.

Projects to be supported through this EUTF action could be a pilot for a larger-scale investment programme under the Facility. As specifically requested by the Turkish authorities, projects funded within the present action would be funded on a “grants-only” basis, while investments under the Facility will be funded through the blending of grants and loans.

According to MoNE, until February 2016 more than 70 schools were constructed in Turkey with funding from international donors to support Syrian children. 200 public and private schools started implementing double shifts. 100 buildings were converted to TECs. The provision of educational services in Turkish public schools and TECs is the result of different partnerships, for instance between MoNE, EU, UNICEF, UNHCR, and other donors. UNICEF provided technical assistance for the registration and monitoring of Syrian students in the MoNE database (YOBIS), teaching materials for TECs in urban areas and Syrian volunteer teachers with financial incentives and training. The financing of these actions were provided by the GoT and various donors including the EU.

The proposed intervention builds upon initial support from the EU Trust Fund to UNICEF, a first totalling €12.5 million signed in September 2015 and a second totalling €34.3 million signed in March 2016. These actions are complementary and provide an integrated package of activities to increase access to formal schooling and non-formal education. Under the first contract, the construction of 12 schools, under the second 7-8 schools is envisaged.

Furthermore, at the end of May 2016 an EU Trust Fund regional contract was signed with GIZ which among others will provide infrastructure measures at 15 Temporary Education Centres in three provinces. The EU Delegation (EUD) in Ankara will undertake any efforts to ensure coordination and complementarity of these actions.

In addition to the previous EU funds, the ECHO programme has been also an important support to expand the support for the education of Syrian children in host communities which has been taken into account in the Provincial Action Plans (PAPs) and related interventions. Through the end of 2015 UNICEF was implementing ECHO-funded school transportation support in cooperation with IOM to bus students from remote areas to schools, based on the needs assessment done with the local education authorities.

Under the Facility, education of Syrian children has been agreed as the priority action. As first projects under the Facility, the EU Commission pledged € 55 million to allow additional 110,000 Syrian children living outside camps in Turkey to access formal education during the current academic year. The proposed intervention builds upon the above mentioned initial support from the EUTF to UNICEF to improve access to inclusive and quality education for Syrian children.

2.5. Donor co-ordination

The EUD is co-chairing with ECHO monthly meetings of the EU Refugees and Migration Coordination contact group with EU Member States.

Furthermore, the EUD is participating in the regular meetings of the Working Group on Education, chaired by AFAD, which will lead to the conclusion of a Special Measure for Education under the Facility.

The EUTF Management is in the lead to ensure coordination with EU Member States contributing to the fund. Moreover, the Fund Management will also coordinate with its selected implementing partners or other stakeholders on regional level or cross border issues.

At a broader level the EU is actively contributing to overall donor co-ordination under the auspices of the United Nations in the framework of the 3RP that integrates humanitarian, development and macro fiscal interventions to increase coherence between humanitarian and development and national and regional priorities.

With regard to the Education sector, all responses to the Syrian refugee crisis will have to be coordinated with the Disaster and Emergency Management Authority (AFAD)² and MoNE, which is leading the provision of educational opportunities for Syrian children. UNICEF and UNHCR have closely supported the Education Sector Working Group (ESWG) chaired by MoNE at the central level (Ankara), with the participation of AFAD, DGMM, UNHCR, IOM and Kizilay (Turkish Red Crescent). The ESWG has become the main coordination mechanism among the line ministries and key organisations in the implementation of their Syrian crisis response programmes. As per the UN coordination of the Regional Refugee and Resilience Plan (3RP), UNICEF, together with UNHCR, led the sectoral coordination and cooperation processes in education.

At the field level, UNICEF initiated and facilitated the establishment of a Southeast-Turkey Education Working Group which is co-led by UNHCR and attended by UN agencies (IOM) and national and international non-governmental organizations, such as CONCERN, DRC, IBC, IRC, RET, Relief International, Syrian Social Gathering, and Kizilay. This field-based working group provides a platform for information sharing and coordinating the respective support programmes in the Education Sector, with a special focus on non-formal/informal education opportunities for Syrian out-of-school children and youth. Child Protection as standing items is discussed and coordinated within the context of the overall Protection Working Group which has meetings in Ankara as well in Gaziantep.

² At the beginning of April 2016, the Office of Chief Advisor to the Prime Minister as main coordinator for all Refugee related issues was replaced by AFAD.

3. DETAILED DESCRIPTION

3.1. Objectives

In line with the "Strategic orientation document for the European Union Regional Trust Fund in response to the Syrian crisis" (EUTF), the **main objective** of the proposed programme is to cater to displaced persons longer-term development needs, in particular with regard to education for children.

The **specific objective** of this programme is to increase access to inclusive quality primary and secondary education opportunities for Turkish and Syrian children and youth.

3.2. Expected results and main activities

The **expected results** are:

- Construction of approx. 25-30 primary and secondary schools, which gives approx. 20.000 more children access to formal education.³

Approximately 10 schools will be constructed with pre-fabricated elements in refugee camps in or nearby locations including Adana, Adiyaman, Sanliurfa, Gaziantep, Mardin and Kahramanmaras. Approximately 20 will be reinforced concrete schools outside the camps in provinces with high refugee numbers. The schools outside the camps will be selected based on the urgency of need, location (in terms of concentration of refugees), land ownership and condition. MoNE has so far identified 60 land plots for schools in 15 provinces. The plots are identified according to their proximity to the settlements with a high rate of Syrian refugees and ownership of the land by state.

With the construction and equipping of up to 30 schools, it is expected that approximately **20,000 Syrian and host-community children** will benefit from the Action.

Main **activities** will be:

- Identification of schools to be constructed.

As the number of potential construction sites may exceed the possible number of schools to be financed out of the Project budget, the suggested selection criteria for the sites and schools which shall be financed by this action are the following:

- Schools in provinces and in locations where the highest Syrian population at the ages of 5-17 lives and where the number of students per classroom is currently high;
 - Sites (land plots) where construction permits may be obtained within a short and foreseeable period of time, (including property issues);
 - Sites (land plots) where development cost (e.g. electricity, roads, water, sewage, gas, etc.) do not exceed reasonable, regular cost.
- Construction, pre-fab ("light steel") and regular (reinforced concrete) schools, including TECs. In addition, provision of school equipment, such as tables, chairs, computers, etc.

Pre-fab schools (light steel framework) with 690-student capacity, 23 classrooms (approximate cost of construction is EUR 1.3 million and including the landscaping and furnishing the total cost is around EUR 1.5 million, variations depending on condition of construction sites or price changes are possible);

³ Depending on the final choice of the kind of schools to be constructed and the locations, the target number of constructed schools will change as the costs per school differ depending on the type of school (pre-fabricated or reinforced concrete). The Description of the Action (which will form part of the contract) will include concrete numbers and locations.

Schools (reinforced-concrete), with 720-student capacity, 24 classrooms, including laboratories, art workshop room, music hall, library, sports hall, multi-purpose saloon, (approximate cost is EUR 2,2 million and including the landscaping and furnishing the total cost is around EUR 2,7-3.0 million, variations depending on condition of construction sites or price changes are possible);

- Supporting MoNE’s implementation and management capacity through implementation consultancy that will assist MoNE in the preparation and implementation of the Action, including planning, tendering, contracting and construction site supervision. .

3.3. Risks and assumptions

Assumptions

- Legal framework guaranteeing access to rights and services for Syrians under temporary protection remains in force.
- Government of Turkey’s commitment to providing educational access for Syrians under temporary protection continues and is reflected in regulatory instruments passed by MoNE.
- The land deeds and building permits of all identified construction sites have been secured.

Risks and Assumptions	Planned Risk Response
Commitment of GoT for education as priority area not present any longer	Very close coordination with local and national authorities at all stages of the planning and implementation of the construction; close coordination with local community leaders.
There are problems with land deeds and building permits of all identified construction sites.	GoT provides a timetable for identification of secured construction sites, clarification of land ownership, zoning plan and building permits issues within 3 months after this action is approved.
Key stakeholders, particularly MoNE, AFAD and MoFSP, do not actively engage in necessary inter-agency and inter-governmental coordination mechanisms	EUD and KfW will continue to play the facilitating/brokering role to ensure necessary engagement with coordination mechanisms
Even if schools are in place, kids cannot attend classes for various reasons (transport, financial barriers)	Other actions financed from the Facility will address several issues which are blocking access for kids to the formal education system (Conditional cash transfer grants for education removing some of the financial barriers, transport grants removing logistical barriers)
Even if schools are in place, the operational costs for running classes are too high.	EU is negotiating with the TR government further actions to be financed from the Facility, for example to cover operational costs for schools (costs per class, including teacher's salary, cleaning of premises, school material, meals for children, etc.)

3.4. Cross-cutting issues

Projects funded under this programme will integrate a Rights-Based Approach in each step of the project cycle from identification, formulation, implementation, monitoring to evaluation.

Gender: throughout the project design and implementation gender mainstreaming will be taken into consideration throughout the project. This includes staff involved in the project, targeted population etc. The proposed action will target boys and girls. It will be conducted in line with an awareness of gender issues including discriminatory social attitudes and expectations and the different needs of and risks faced by boys and girls. With respect to access to quality education, special effort will be made to ensure gender parity, bearing in mind that girls have had less access to quality education than boys in the region in the past, and taking account of the different barriers which may influence boys' and girls' participation, such as child labour, domestic labour, child marriage and traditional gender roles. This will result in an increased number of girls benefiting from the proposed intervention.

Disability: special attention will be paid to ensuring the inclusion of children and youth with disabilities under all the aims and activities of the action, in view of the high risk of their under-participation and social exclusion. Environmental and social barriers to the participation of these children and youth will be identified and addressed.

3.5. Stakeholders

Implementation of activities will be undertaken in collaboration with national and provincial authorities specifically MoNE, AFAD, NGOs, local authorities and relevant partners in specific technical areas, such as construction and infrastructural works.

In Turkey, MoNE is leading the provision of educational opportunities for Syrian children. The Implementing Partner will be working closely with both central and provincial MoNE offices. The provincial action plans (PAPs) are key tools for both MoNE and the Implementing Partner to ensure assessing and monitoring the needs and preventing duplication of support.

The content of the present action has been shared with the TR authorities (AFAD and line ministries) on 1 June 2016 and it has received a positive feedback. Moreover, the choice of the Implementing Partner was agreed.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

In order to implement this action, it is not foreseen to conclude a financing agreement with Turkey, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative implementation period of the action is 36 months. Moreover, the latest date for implementation is 15 December 2019, the end of the legal duration of the EUTF.

4.3. Implementation components and modules

4.3.1. Delegation agreement – indirect management

To be able to respond to immediate needs in the context of the Syrian crisis for interventions for Syrian refugees and their host communities in Turkey in accordance with the above

objectives, a delegation agreement with KfW is foreseen in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 966/2012.

The implementing partner is selected on the basis of its experience in the field, and possibility to scale up its existing operations and/or introducing new activities within its portfolio. Furthermore, proven experience in cooperating with the GoT and having obtained an agreement of GoT on the planned intervention was a decisive factor for selecting an implementing partner. As such the selection of this entity is justified by its unique market position to absorb considerable aid funds in a short period but maintaining the required accountability standards at the same time.

4.4. Indicative budget

Indicative budget*	Amount in EUR
Delegation Agreement with KfW	70.174.976
Total	70.174.976

* *The costs of Evaluation and audit and Communication and visibility will be included in the projects' budgets and/or contracted separately via service contract(s).*

The funds for implementing this action stem from IPA funds transferred to the EUTF by the end of 2015 (Ex IPA Regional Competitiveness Operational Programme) as they were in danger of being de-committed. The eligible expenditure under this action shall be the total of the decisions on the allocation of funds to individual actions taken by the EUTF before 30 September 2018 in pursuing the objectives set out in the revised Regional Competitiveness Operational Programme.

4.5. Performance monitoring

Monitoring shall be ensured primarily through the EUD and in particular with the assistance of specific EUTF field & liaison officers posted within the EUD. In addition, the EUTF will launch an independent M&E exercise to accompany all Fund programmes and ensure that targets are met and lessons learnt can be incorporated into other EUTF actions.

The purpose of the EUTF Monitoring and Evaluation Framework will be to assess, across various levels, the degree to which the Overall Objective of the EUTF has been achieved. The EUTF M&E Framework will assess the effective delivery of programmes, contribute to improved project design, and develop a knowledge base of 'what works' to allow for continuous improvement of aid delivery. Above all and in the spirit of the Agenda for Change, the EUTF M&E Framework aims to ensure upward and downward accountability and transparency of EU support towards the EUTF Board and end beneficiaries, respectively.

The EUTF and actions financed by it are subject to the monitoring and evaluation rules applicable to EU external programmes, in order to ensure the respect of the principles of economy, efficiency and effectiveness, as per Article 13 of the Agreement Establishing the EUTF.

While the above EUTF Monitoring and Evaluation Framework is in the process of being developed, the EUD Ankara uses efficient monitoring tools under its ongoing EUTF actions: Steering Committee Meetings, External Monitoring and regular reporting.

4.6. Evaluation and audit

The EUTF will launch an independent M&E exercise to accompany all Fund programmes and ensure that targets are met and lessons learnt can be incorporated into other EUTF actions.

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements. Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. Evaluation and audit assignments will be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

4.7. Communication and visibility

While communication and visibility of the EU is a legal obligation for all external actions funded by the EU, to date the visibility of the EU's support to the Syrian crisis, in particular in neighbouring countries affected by the crisis, has been insufficient. The public perception is that the EU is not addressing the Syrian crisis, when in fact it is the largest donor. The lack of visibility to the EU's actions weakens the EU's political traction in the region and its standing in Europe.

Therefore, communication and visibility is an important part of all EUTF programmes factored into the implementation to underline its importance at all stages of the planning and implementation of the Programme.

All visibility actions by EUTF implementing partners outside areas of conflict should be stepped up, except where such visibility may put children at risk due to security concerns. Each implementer will have to draw up a comprehensive visibility and communication plan for their respective target country/community and submit a copy for approval to the EUTF and EUD. The related costs will be covered by the budgets of the contract as part of the project.

The Communication and Visibility Manual for European Union External Action and/or other agreed joint visibility guidelines shall be used. All visual and audio outputs (*e.g.* spots, short films, video, interview, pictures, *etc.*) should be shared and used by the European Commission / the EUTF free from copyrights and limitations. Media related events will be carried out in partnership with EUTF and EUD in line with EUTF guidelines.

In addition, the EU support shall be visible to all direct beneficiaries – in particular on school buildings, TEC's, NFE and ECE facilities and other information tools distributed in schools through various visibility materials where the contribution of the EU and its logo should be mentioned or included.