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**External Monitoring and Evaluation Mechanism for the
European Union Regional Trust Fund in response to the
Syrian Crisis**

EUTF Regional Education Study

Final Report – May 2025

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Acronyms

AAI	Accelerating Access Initiative
AECID	Spanish Agency for International Development Cooperation (AECID)
ALP	Accelerated Learning Programme
AVSI	The Association of Volunteers in International Service
BLN	Basic Literacy and Numeracy
BTF	Back to the Future
CB	Community-Based
CBECE	Community-Based Early Childhood Education
CBO	Community-Based Organization
CCTE	Conditional Cash Transfer for Education
CERD	Centre for Educational Research and Development (Lebanon)
CFE	Cash for Education programme
CP	Child Protection
CPRSR	Convention and Protocol Relating to the Status of Refugees (1951)
CSO	Civil Society Organisation
CWW	Concern Worldwide
DAC	Development Assistance Committee
DCU	Development and Coordination Unit
DG	Directorate-General
DG ENEST	Directorate-General for Enlargement and the Eastern Neighbourhood
DG LL	Directorate General for Lifelong Learning Programme
DG MENA	Directorate-General for the Middle East, North Africa and the Gulf
DG NEAR	Directorate-General for Neighbourhood and Enlargement Negotiations
DOPS	Department of Orientation and Pedagogical Supervision
DSS	Double-Shift Schools
EC	European Commission
ECA	Early Childhood Education
ECE	Extra-Curricular Activities
EIN	Electronic Information Network
ELP	Employment and Livelihood Programme
EMIS	Education Management Information Systems
ESP	Education Strategic Plan
ESS	Single-shift Schools
ESWG	Education Sector Working Group
EU	European Union
EUD	EU Delegation
EUROSTAT	Statistical office of the European Union
EUTF Syria	European Union Trust Fund (in response to the Syrian Crisis)
FE	Formal Education
FRIT	Facility for Refugees in Türkiye
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for International Cooperation)
HQ	Head Quarters
IBV	Incentive-Based Volunteering
IDP	Internally Displaced Person
IEPs	Individualised Educational Plans
IFI	international financial institutions

IMF	International Monetary Fund
IMS	Information Management System
INEE	Inter-Agency Network for Education in Emergencies
INGO	International Non-Governmental Organisations
IP	Implementing Partner
ISWG	Inter Sector Working Group
IYEP	Remedial Education Programme (İlkokullarda Yetiştirme Programı, Türkiye)
JRP	Jordan Response Plan for the Syria Crisis
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
KG	Kindergarten
LAL	Lebanese Alternative Learning
M&E	Monitoring & Evaluation
MEHE	Ministry of Education and Higher Education (Lebanon)
MEUCC	Ministry of Environment, Urbanisation and Climate Change
MHPSS	Mental Health And Psychosocial Support
MoE	Ministry of Education (Jordan)
MoNE	Ministry of National Education (Türkiye)
MoSD	Ministry of Social Development
NABAD	Association Nabad for Development
NDA	National Diagnostic Assessments
NDICI	Neighbourhood, Development and International Cooperation Instrument
NEET	Not in Education, Employment and Training
NER	Net Enrolment Rate
NFE	Non-Formal Education
NGO	Non-Governmental Organisation
NHRDP	National Human Resource Development Plan (Jordan)
NRC	Norwegian Refugee Council
OECD	Organisation for Economic Co-operation and Development
OHS	Occupational health and safety
OM	Operational Manager
OOSC	Out-of-school children
PEC	Public Education Centres
PISA	Programme for International Student Assessment
PIUs	Project Implementation Units.
PMU	Project Management Unit
PS	Public School
PSS	Psychosocial Support
PTSD	Post-Traumatic Stress Disorder
PV	Photovoltaics
RACE	Reaching All Children with Education (Lebanon)
RACE I, RACE II	First and second phases of the RACE strategy (Lebanon)
RIMS	Referral Information Management Systems
ROM	Result-Oriented Monitoring
RS	Retention Support
SATs	Syrian Assistant Teacher(s)
SCI	Save the Children International
SEL	Social and Emotional Learning
SIDA	Swedish International Development Cooperation Agency
SO	Specific Objective
SOP	Standard Operating Procedures

SQs	Study Question(s)
SRBC	State And Resilience Building Contract
SUMAF TAT	Technical Assistance to Support the Monitoring of Actions Financed under the Facility for Refugees in Turkey (SUMAF)
SuTP	Syrian(s) Under Temporary Protection (Türkiye)
SVEP	Syrian Volunteer Education Personnel
TDH	Terre des Hommes
TEC	Temporary Education Centre (Türkiye)
TF	Trust Fund
TIMS	Teacher Information Management System
TIMSS	Trends in International Mathematics and Science Survey
TL	Team Leader
TPM	Third-Party Mechanism
TPS	Turkish Public Schools
TREF	Transition and Resilience Education Fund
TURKSTAT	Turkish Statistical Institute
TVET	Technical and Vocational Education and Training
UN ESCWA	United Nations Economic and Social Commission for Western Asia
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UTP	Under Temporary Protection
VEC	Vocational Education Centre
VET	Vocational Education and Training
VTC	Vocational Training Corporation
WASH	Water, Sanitation and Hygiene sector
WB	World Bank
WCH	War Child Holland
YBLN	Youth Basic Literacy and Numeracy

EXECUTIVE SUMMARY

Context and Background of the Study

Established in 2014 to respond to the Syrian Crisis that emerged in 2011, the European Union Regional Trust Fund in Response to the Syrian Crisis (EUTF Syria) has, to date, mobilised EUR 2.38 billion. These funds have been used to not only support the self-reliance of refugees and help host countries cope with the economic and social pressures caused by the mass influx of refugees but also support partner countries in the region facing aftershocks bought about from other multiple humanitarian crises.

Seven priority sectors have been supported (Basic Education; Further and Higher Education; Livelihoods; Health; Water, Sanitation and Hygiene; Protection; and Social Cohesion) across a wide range of partner countries, with the primary focus on Lebanon, Jordan and Türkiye. By the end of December 2021, the mandate of EUTF Syria expired. The remaining term, until the end of 2025 serving to conclude the implementation period with any further EU Syria Crisis Response being programmed under the new EC financial instrument – the Neighbourhood, Development and International Cooperation Instrument, set up in the context of the 2021-2027 Multi-Annual Financial Framework.

This Study, commissioned under the External Monitoring and Evaluation Mechanism of the EUTF Syria, assesses selected aspects of education interventions funded by EUTF Syria in Türkiye, Lebanon, and Jordan. Focusing on Basic Education (including Non-Formal Education) for Syrian refugees and vulnerable host communities, the Study responds to 10 study questions (SQ) and investigates achievements, lessons learned, and entry points for future support. The Study draws from an extensive document review, stakeholder interviews, a core sample of 12 EUTF Syria funded education projects, and field visits conducted between mid-2024 and early 2025.

Response to Study Questions

SQ1 Access to Education: *To what extent have EUTF Syria-funded educational activities in the three partner countries actually supported access to education for Syrian refugees and vulnerable host community members?*

The EUTF Syria support has strengthened and bolstered both formal and non-formal learning opportunities for Syrian refugees and vulnerable host communities across Türkiye, Lebanon and Jordan. Investment in paying registration fees, providing educational materials, improving infrastructure (building new schools as well as refurbishing existing ones), training teachers and launching awareness campaigns for parents have not only significantly expanded physical capacity therefore, student access, but also improved teaching quality and psychosocial support services.

Despite policy commitments, barriers such as poverty, child labour, long distances to schools, and early marriage remain major causes of students dropping out, particularly at the secondary level, with each context facing distinct hurdles. Socioeconomic challenges are compounded by language difficulties (especially in Türkiye) and inadequate data to track attendance and retention (especially in Lebanon and Jordan).

All three partner countries experience limited tracking of cost-effectiveness and heavy dependence on external donor support which remain points of concern. However, capacity-building efforts and positive changes in parental attitudes suggest a good foundation for further improvements and more inclusive, resilient education systems.

SQ2 Non-Formal Education (NFE) and Pathways to Formal Education: *To what extent have EUTF Syria-funded activities in the three partner countries for non-formal education enabled a transfer to formal education?*

Across Türkiye, Lebanon, and Jordan, NFE initiatives emerge as crucial tools for reaching out-of-school children and guiding them back into formal systems —an especially vital service given the large number of Syrian refugees and other vulnerable learners in each context. All three countries have structured NFE programmes that offer foundational skills, remedial support and psychosocial services (PSS). These initiatives help fill academic gaps, foster social cohesion and facilitate transitions back into formal schooling.

In all three countries, high-level policy dialogue has increasingly recognised NFE as a valuable component in national education strategies, though gaps in data collection and reporting still hamper efforts to track individual progress and formal transitions. Equally, economic barriers (child labour, early marriage, and poverty) and systemic hurdles (documentation requirements, age limits for re-entry, and a lack of official equivalencies) often restrict learners' smooth progression from non-formal to formal schooling.

Despite such obstacles, each setting features success stories in which outreach campaigns, flexible curricula, and close collaboration with parents have led to meaningful enrolment gains - especially for marginalised groups, like the Dom community in Jordan or children with special needs in Türkiye.

SQ3 Inclusive Education: *To what extent have EUTF Syria-funded education projects contributed to inclusive education in the three partner countries?*

EUTF Syria support (funding and policy dialogue) has significantly advanced inclusive education for vulnerable communities, across all three countries albeit largely through different pathways. Common for all three countries is that each has promoted teacher training to better address diverse learner needs, harnessed infrastructure improvements to accommodate children with disabilities, and deployed PSS to mitigate trauma and ease social tensions between refugee and host communities.

Challenges such as managing large classes and overcrowding as well as persistent cultural and economic obstacles, including child labour and early marriage exist across each country.

SQ4 School support: *Have EUTF Syria-funded projects for school support, including infrastructure, led to an improvement in the framework conditions for education in the three partner countries?*

All three partner countries have leveraged EUTF Syria support to enhance both the physical and human resource capacity of their education systems, focusing on reaching Syrian refugees and vulnerable host communities. While in both Türkiye and Lebanon emphasis was on school renovations and expansions, in Jordan new schools have been built.

By combining infrastructure upgrades (e.g., new classrooms, libraries, labs, and solar panels) with teacher training and psychosocial support, these interventions have boosted attendance, improved learning environments, and encouraged retention. This blend promotes not only higher enrolment and retention rates but also more positive attitudes among parents, students and teachers.

SQ5 Cost-Effectiveness: *How can cost effectiveness and cost efficiency of EUTF Syria-financed education measures be perceived for the three partner countries (formal/ non-formal education)?*

All three partner countries share a heavy dependence on external funding, while cost-efficiency and cost-effectiveness are difficult to measure due to rapidly changing economic contexts, short project timelines, and limited reporting on per-student or per-activity spending. Project budgets often rely on unit-cost calculations derived from previous experiences but volatile conditions, such as inflation and currency fluctuations (Türkiye and Lebanon), and unforeseen crises (COVID-19, earthquake in Türkiye), frequently force budget revisions and project extensions

SQ6 Partnerships: *How have political dialogue and partnership developed and proven themselves in EUTF Syria-funded education projects in the three partner countries?*

Whether through integrated frameworks (like in Jordan), direct agreements (such as in Türkiye), or consortium approaches (for instance Lebanon), all three partner countries leverage structured dialogues that shape how donors and governments collaborate. However, further coordination, especially to streamline data-sharing and align parallel donor initiatives, would bolster sustainability.

SQ7 Learning Outcomes: *Can findings be drawn from the existing information base about learning outcomes and strategy for learning recovery for the three partner countries, and if so, what are these?*

All three partner countries implemented various remedial and psychosocial interventions to enhance learning outcomes and address learning gaps, particularly important after COVID-19 disruptions. However, robust, publicly available data on learning achievement remains scarce, making it difficult to fully evaluate progress.

Comparison of EUTF Syria support, context and features between three partner countries

In order to provide an overall picture, this section of the Study Report provides a comparison of the EUTF Syria support in Türkiye, Lebanon and Jordan with a focus on inclusion and learning outcomes. However, it is worthy to note that when interviewing implementing partners and other stakeholders, including national authorities, the interviewees were reluctant to compare, pointing out the specificities of the countries and that the refugee situation in each country is incomparable.

Despite different national settings, Türkiye, Lebanon, and Jordan share strikingly similar challenges and responses in terms of the support provided through the EUTF Syria funded interventions. Central to success is strong coordination with national ministries, ensuring refugee inclusion within public education systems - through second-shift classes, integrated schools, and temporary classrooms - rather than creating parallel structures.

EUTF Syria investments across all three countries have boosted infrastructure and reduced financial barriers for vulnerable families, yet maintenance gaps, overcrowding, and teacher shortages persist. Furthermore, non-formal education, language bridging, and trauma-informed teacher training have aimed to re-engage out-of-school youth, while psychosocial support is embedded to address trauma and prevent dropouts.

In terms of key obstacles - poverty, early marriage, child labour, and marginalisation - notable across all three partner countries, are similarly tackled through outreach, cash aid, and vocational links. Despite

this effort, learning outcomes remain low for refugee students, particularly in secondary grades. While remedial and extracurricular activities improve engagement, weak data systems limit understanding of long-term progress. The core message being that inclusive education is possible, but sustained investment, systemic coordination, and targeted support remain essential.

The following can also be said for each of the three partner countries:

At the policy level, strong ministerial coordination and alignment with national priorities are key to embedding EUTF Syria interventions within long-term education strategies. Inclusive policy frameworks increasingly target marginalised children, reflecting a drive to institutionalise support.

At the strategic level, the importance of multi-year programming, clear donor-government roles, and integrated infrastructure planning is clear. Projects that take a holistic view—combining school construction with maintenance planning, or vocational training with capacity-building—are more likely to generate lasting impact.

At the operational level, interventions that build local capacity—whether through teacher training, community engagement, or real-time data systems—show greater acceptance and effectiveness. Efforts to link NFE and formal education, detect dropouts early, and tailor solutions to community needs are critical for operational success.

While refugee education challenges differ in scale and form across Türkiye, Lebanon, and Jordan, the EUTF Syria-funded responses reflect a shared commitment to inclusive, integrated, and sustainable education solutions that bridge the gap between humanitarian response and long-term development.

Key Conclusions

SQ8 Conclusions: *What conclusions can be drawn from the given findings, especially with regard to similarities or difference in the three partner countries?*

A number of key conclusions have been identified specific to each of the three partner countries whilst others reflect similarities between the three. For example, all three countries heavily rely on external funding to support refugee education: Türkiye due to the high number of SUTP children at school age, Jordan and Lebanon due to limited national resources and particularly in Lebanon due to economic collapse.

Common conclusions for all three countries are that investments reduced financial barriers and improved facilities, but overcrowding, maintenance gaps, and teacher shortages remain. All three countries use non-formal education pathways to support re-engagement of out-of-school youth, but transition rates remain inconsistent. Common to all three countries is their efforts but still low refugee learning outcomes, especially at the secondary level, due to economic hardship, trauma, and systemic weaknesses: including limited tracking of learning outcomes, attendance and dropouts. In all three countries success is strongly linked to close coordination with national ministries of education.

EUTF Syria investments substantially improved access to education for Syrian refugees and vulnerable host communities by strengthening both formal and non-formal education systems in Türkiye, Lebanon, and Jordan. Particular differences exist in terms of approaches applied, reflecting the specific needs of the different countries. For example, the highest budget in Türkiye was invested in school infrastructure and language integration. Lebanon leaned heavily on second-shift systems, non-formal education, and

financial subsidies (registration fees, transportation, school materials), with an emerging focus on inclusive education policies. In Jordan, emphasis was placed on building new schools, expanding the double-shift system, and implementing accelerated learning pathways to reintegrate out-of-school children into the formal education system.

Whereas inclusive education was a major principle in all countries, each country has adopted specific approaches to render the education system more inclusive. For example, Türkiye focused on Turkish Language Training, Lebanon on second-shift classes; Jordan on accelerated learning programmes).

Particular examples of where conclusions differ in the three countries is with regard to how EUTF Syria affected education systems based on their level of preparedness. In Türkiye, the education system was relatively resilient because it had strong national structures in place before the Syrian crisis; but faced new pressures due to overcrowding and economic shocks (inflation, earthquake recovery). In Lebanon, the education system was extremely fragile, heavily undermined by economic collapse, political instability, and loss of national capacity (e.g., closure of the Ministry's NFE Project Management Unit). Jordan managed to maintain a stable and structured response by absorbing Syrian students into the formal system early on, but high dropout rates emerged later, particularly at secondary level due to poverty and rising vulnerability.

Another example demonstrating differences is in terms of the approaches to language support. Türkiye developed Turkish as a Second Language curriculum with intensive language training programmes for Syrian children to help them integrate into Turkish Public Schools. In Lebanon, language support was limited, since Syrian students had to adapt to the Lebanese curriculum (French or English for many subjects) with minimal language bridging, causing difficulties in learning. In Jordan, however, no significant language barrier since both Syrian and Jordanian curricula use Arabic. Efforts instead focused more on accelerated learning and psychosocial support.

Entry points for further analysis

SQ9 Further Analysis: *Which entry points for possible later in-depth analyses of educational support in the three partner countries can be identified?*

The study identified additional entry points warranting further analytical studies and thematic considerations. These include inter alia: comprehensive cost-effectiveness studies to guide resource allocation, in-depth exploration of strategies to mitigate persistent barriers like child labour and early marriage, enhanced monitoring frameworks for assessing educational transitions from NFE to formal education, strategic approaches for long-term financial sustainability of education interventions.

Key Lessons Learned

SQ10 Lessons: *What are the lessons learned about EUTF Syria education support provided in the three partner countries?*

Policy, strategic and operational lessons have been learned specific to each of the three countries and corresponding recommendations provided.

For example, in the case of Türkiye Technical and Vocational Education Training (TVET) is a policy priority and highly relevant for communities with high number of youth and interventions to improve the content and quality of TVET programmes which may create a high sustainable impact. Although Türkiye has adapted the inclusive education model, instances of peer bullying and violence occur prompting the need for development of capacities of all stakeholders, including parents, to help ensure the right to education of all in a peaceful and friendly environment. In light of adapted inclusive policies, assessment of current practices is recommended to build human capacities and management skills in this regard. Early childhood development programmes remain inaccessible for non-Turkish-speaking families, highlighting the need for dual-language parent education models.

Whereas in the case of Lebanon there is a need to strengthen non-formal education pathways by linking vocational training to real employment opportunities. Curriculum updates are urgently required to address pandemic-related learning gaps. Long-term projects build stronger relationships and deliver deeper impact, and emergency preparedness strategies are essential for crisis resilience. It is recommended that there is more investment in retention programmes and summer learning sessions to help address widening education gaps. Long-term investments in public schools' teacher and administrator capacity building will lay the groundwork for sustainable change.

For Jordan lessons learned with associated recommendations included: due to the need for strengthening national ownership, ensuring alignment with strategic frameworks is essential; due to uneven school teaching quality, standardisation and scaling consistent quality assurance nationwide is recommended; due to the need for maintaining focus on foundational learning, better coordination across ministries and investing in early teacher capacity building is recommended. Unified data systems, and local school empowerment are also essential to ensure long-term, equitable impact.

Key lessons learned for all three partner countries show that aligning closely with national policies and strengthening ministerial ownership are critical for sustainability. NFE proved essential for reaching out-of-school children, but stronger pathways into formal education are still needed. Inclusive education policies exist but require deeper investment in teacher training, infrastructure, and psychosocial support. Furthermore, infrastructure improvements helped expand access but often lacked maintenance planning. Multi-year, structured programmes achieved better outcomes by building trust and capacity over time. However, weak data systems, ongoing poverty, child labour, and limited emergency preparedness continue to challenge educational progress. It is recommended that future efforts must focus on embedding projects into national systems, expanding inclusive practices, improving data tracking, addressing socioeconomic barriers, strengthening teacher support, and integrating contingency planning into education strategies.

1.CONTEXT AND BACKGROUND OF THE STUDY

1.1 The Regional Trust Fund in Response to the Syrian Crisis (EUTF Syria)

The EUTF Syria was established in 2014 as an emergency and potentially a post-emergency tool, in response to the Syrian Crisis that had emerged in March 2011. The crisis was having a devastating and lasting impact on Syria, the neighbouring countries and across the region. Host countries were incurring additional costs from an increasing number of refugees from Syria and internally displaced persons (IDPs) which led to deficits and increasing public debt.

The region continued to face the aftershocks of multiple humanitarian crises, unstable social protection, financing, rising prices of basic commodities, high unemployment rates, increased civil unrest, and threats of climate change and water scarcity. The global COVID-19 pandemic further exacerbated the situation adding to the negative socio-economic conditions in the region. Already vulnerable groups such as children, women, persons with disabilities, informal workers, refugees, asylum-seekers and IDPs continued to be disproportionately affected.

The main objective of the EUTF Syria is to support the self-reliance of refugees, helping them thrive, not just survive, by bridging the funding gap and humanitarian-development nexus. Concurrently the EUTF Syria assists the countries and communities hosting the refugees to cope with the additional economic and social burden of the crisis. Seven priority sectors have been supported (Basic Education; Further and Higher Education; Livelihoods; Health; Water, Sanitation and Hygiene (WASH); Protection; and Social Cohesion). While the EUTF Syria has supported a wide range of countries (such as Iraq and to a lesser extent Egypt, the Western Balkans and Armenia), the focus has primarily been on Lebanon, Jordan and Türkiye.

To date, the EUTF Syria has mobilised a total of EUR 2.38¹ billion, including voluntary contributions from 21 Member States, Türkiye and the United Kingdom. In its efforts to mitigate the impact of the Syrian crisis, EUTF Syria has reached more than 11.7² million people including refugees, IDPs and host communities who benefitted from social and economic support services and other measures.

At the end of December 2021, seven years after its establishment, the mandate of EUTF Syria has expired. The remaining term until the end of 2025 serves to conclude the implementation period with any further EU Syria Crisis Response being programmed under the new EC financial instrument, namely the Neighbourhood, Development and International Cooperation Instrument (NDICI), set up in the context of the 2021-2027 Multi-Annual Financial Framework.

¹ https://trustfund-syria-region.ec.europa.eu/index_en

² 12th EUTF Results Report March 2024

1.2 The Objectives and Scope of the Study

In March 2024 the EUTF Syria commissioned this Study to assess and, where possible, compare the EUTF Syria education programmes for refugee children affected by the Syrian crisis implemented in Jordan, Lebanon and Türkiye (Annex 1 – Terms of Reference - ToRs).

The overall objective of the study is to “a) In line with the EC political agenda of “a stronger Europe in the world”, contribute to the continued relevance and impact of the EU’s response to the Syria crisis in the Southern Neighbourhood region; and b) Contribute to institutional learning, in particular by providing experience of the work of EU Trust Funds, using EUTF Syria as an example.” This general objective is supplemented by two specific objectives (SO):

SO1: Provide an overview of selected aspects of educational interventions for refugees and disadvantaged members of the home communities in the context of the overall EU response to the Syrian refugee crisis, taking into account country-specific characteristics and commonalities (in particular Jordan, Lebanon and Türkiye). In particular compare, to the extent possible, models put in place between those three countries for access to formal and non-formal education for refugees (funding model, characteristics of education shifts, sectors of intervention, efficiency, and governance) and its relations with education for host communities.

SO2: Identify lessons learnt, experiences, potential gaps and synergies that can be used to further support the education response to the Syrian refugee crisis. Where appropriate, entry points for further, more specific study aspects of EU action in the Syrian crisis education sector should also be identified.

The study formally started on 29th May 2024 with the kick-off meeting held in Brussels and attended by the members of the study team and EUTF Syria’s external M&E core team, the EUTF Syria Unit at headquarters, and representatives of EU Delegations (EUD) to Türkiye, Lebanon and Jordan. The Inception Note was approved on 18th July 2024.

The study has conducted an in-depth analysis of the EUTF Syria educational support to identify the achievements of the interventions, most of which has been provided over several years. The political and social characteristics of the countries covered by the Study differ considerably in their respective policies and practices in the education sector and response to refugee crisis (see Section 1.3). Wherever possible, the report has provided comparisons and highlighted where similarities and differences exist.

1.3 Country Context

This section of the report provides a country education context with a focus on Syrian refugees’ integration.

Türkiye

Box 1 Extracts from the Law on Basic Education 1739 (1973)

Türkiye has hosted large numbers of migrants throughout history. However, the unprecedented numbers of Syrian nationals in recent years as well as refugees of other nationalities has led to great challenges in meeting education needs of the increasing number of school-aged children.

From the very beginning of the crisis, when Syrians started to cross into Türkiye, the Ministry of National Education (MoNE) created a task force called the “Syrian Education Unit” to make plans for the education of Syrian children and, in line with the circular numbered 2014/21 titled “Educational Services for Foreigners” dated 23 September 2014, a Ministry Commission was founded under the chairmanship of a Deputy Under Secretary to coordinate Syrian children’s education in Türkiye. This was in addition to an already substantial Law on Basic Education (see Box 1).

Türkiye addressed the challenges of providing education to all children during the acute period between 2011 and 2013 using tent, container and prefabricated schools in refugee camps. During the transition period between 2014–2015, Temporary Education Centres (TECs) served as the main venues for the education of Syrian student and delivered educational services using an adapted version of Syrian curricula in the Arabic language was followed, taught with the help of Syrian Volunteer Education Personnel (SVEP).

Provision of education services for Syrian children under temporary protection (SuTP) was formalised with the establishment of the Education in Emergency and Migration Department on 16 May 2016, under the Directorate General for Lifelong Learning (DG LL). The Department was tasked with planning, coordinating, implementing and supervising and setting the standards for education during emergencies and migration situations. In line with the provisions of Convention and Protocol Relating to the Status of Refugees [CPRSR], 1951, various measures have been put into practice to facilitate the inclusion of Syrian children in the Turkish public education system, in a manner to meet the requirements of the Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards. These standards were developed to inform the education of children living in emergency and transition contexts, including refugee students.

In response to the fact that the emergency situation transformed into a protracted crisis, the policy of the Government of Türkiye shifted, leading to a decision to phase out of the TECs and enrolling refugee children in Turkish Public Schools (TPS) as of 2018/2019 school year. As a result of this decision, Turkish education policy has become increasingly inclusive toward refugees to ensure the rights to education of nearly one million refugee children most of whom are Syrian under temporary protection since 2016, but also from other nationalities such as Ukrainian, Iraqi, Afghan and others.

Syrian and other non-Turkish students have the same rights as Turkish students and benefit from the same services as their Turkish counterparts, including psychosocial support services and services related to special educational needs.

Extracts from the Law on Basic education 1739 (1973)

- *Educational institutions are open to everyone regardless of language, race, gender, disability and religion;*
- *Equality of opportunity and means are provided to all women and men in education;*
- *In order to ensure that successful students who lack financial means receive education up to the highest levels of education, necessary aid is provided through free boarding, scholarships, loans and other means;*
- *Special measures are taken provide learning opportunities for children in need of special education and protection;*
- *It is essential that the general and vocational education of individuals continues throughout life.*

To facilitate the integration of Syrian students in the TPSs, students were offered Turkish language courses support programmes. Measures were developed for those who have been away from school for an extended period, or who have never attended school. These measures include Catch-Up programmes, Back-Up programmes, summer schools and language support programmes. Syrian students have also been included in educational support and financial incentive programmes originally designed for Turkish students such as the Remedial Education Programme (IYEP) and the Conditional Cash Transfer for Education (CCTE) Programme. These programmes are free of charge for all nationalities, but the trainee has to cover the cost of education materials, which can be high. This support is provided within the framework of Syrian Response, including EUTF Support and additional cash assistance and in-kind support for education. The Electronic Information Network (EIN) has been made available and effectively used as a distance learning tool to provide additional support to Syrian students during the COVID-19 pandemic. Opportunities for children between the ages of 14 and 17 who have abandoned their schooling for various reasons after completing basic education and had to join the workforce are provided to continue their education through combined work and study programmes.

According to TURKSTAT 2023-2024 data, approximately 612 thousand children of the Republic of Türkiye at compulsory education age are out of education. In addition, approximately 242 thousand 'foreign children' are also deprived of education. It is stated that the number of out of school children (OOSC) is increasing especially due to reasons such as economic conditions, child labour and early and forced marriages. The attendance ratio of TVET students is highest by 46.6% and lowest in private secondary schools by 8.5%. This ratio in lower and upper primary is 11.6 and 14.8, respectively.

According to EUROSTAT data, 45.4% of children in Türkiye are at risk of poverty and social exclusion. The data from TURKSTAT Income and Living Conditions Survey also shows that more than 30% of children are struggling with poverty. Child labour is increasing dramatically also due to the impact of the economic downturn. Although accurate quantitative data on this issue is not available, according to TURKSTAT, 22.1% of children between the age 15-17, are participating in the workforce.

The Education Sector Assessment 2024, conducted by the Education Sector Working Group (ESWG) led by the United Nations Children's Fund (UNICEF), highlights that the post-earthquake challenges to accessing quality education include damaged infrastructure, financial constraints, language barriers, and inadequate mental health and access to psychosocial support. The assessment revealed that peer bullying affects 21.68% of Turkish children and 37.84% of children from other nationalities. Children with disabilities face considerable barriers to education, with 4.3% unable to access special education. 10.7% of Syrian children with disabilities face barriers in education due to various reasons including problems with physical accessibility, lack of assistive devices and language barrier.

Protracted displacement, overstretched social services and difficult socioeconomic conditions triggered by higher inflation have compounded the vulnerability of affected children and families, posing risks to children's wellbeing.

Lebanon

Lebanon hosts the highest number of refugees per capita, with approximately 1.5 million Syrian refugees, 55% of whom are children. As of 2023, 74% of Lebanon's population lives in poverty, and around 1.45 million school-aged children require assistance in accessing basic services (UN ESCWA, 2021). Since March 2020, the economic downturn has worsened, causing the Lebanese currency to lose 98% of its value. According to the 2020 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR), economic vulnerabilities have risen sharply, with 90% of Syrian refugees now living below the poverty line, up from 73% in 2019. A 2021 UNICEF Lebanon report revealed that 77% of households do not have enough food or money to buy food, a figure that rises to 99% among Syrian refugee households (Children's Future on the Line). As a result, children's protection, nutrition, and education are severely compromised.

The education sector has been severely impacted by the country's ongoing economic crisis, inflation, the COVID-19 pandemic, and the Beirut explosion, leading to school closures and a decline in education quality. Many Syrian children have never attended school or have faced prolonged educational disruptions due to multiple barriers, including lack of legal documentation, language difficulties, and over-age enrolment. The worsening economic crisis has further limited access to education, with school-related costs such as fees, transportation, and learning materials becoming unaffordable for both Syrian and Lebanese families. A July 2021 UNICEF survey found that 50% of families across all nationalities stopped their children's education in 2020-2021.

Children enrolled in non-formal education (NFE) programmes often struggle to transition into formal education due to the ineffective implementation of pathways such as the Accelerated Learning Programme (ALP), which was discontinued in 2022, leaving Basic Literacy and Numeracy (BLN) students without clear progression routes. Save the Children International (SCI) data from 2018-2019 showed that more than half of refugee children aged 3-5 were out of any form of education, reducing their chances of enrolling in primary school. This underscores the critical importance of NFE programmes, particularly for Early Childhood Education (ECE), to prevent a lost generation. Without access to education, and with increasing dropout risks due to economic collapse and the lingering effects of COVID-19 and port blast children, regardless of nationality, face heightened vulnerabilities. These include domestic violence, gender-based violence, child labour, child marriage, and sexual exploitation. SCI's 2019 report (Abolishing Child Marriage in Lebanon, Policy Note) highlights that girls with no education are three times more likely to marry before 18 than those who complete secondary school, while those with only primary education are twice as likely to marry early.

The creation of double shift schooling in the public schools to serve the Syrian students drained the system, schools are functioning 12 hours a day with staff working double shifts in some cases, the teaching body needs new blood.

Over the years, the overarching strategy to improve access to formal education for Syrian refugee children and underprivileged Lebanese children was Reaching All Children with Education (RACE) Initiatives. RACE I (2014-2016) and RACE II (2017-2021) strategies and recently TREF, were implemented by MEHE in collaboration with international partners to cope with crises. MEHE matured and took the role of partner with donors and INGO by regulating NFE programmes preparing Standard Operating Procedures (SOP) and adoption of laws like the inclusive law. MEHE still needs support in leadership, budgeting, data managing and leadership. The CERD supported the teachers training as well as providing new material and books. However, the Lebanese curriculum still needs revision. Finally, the Project management unit in MEHE in charge of the NFE programmes in Lebanon was closed in 2022 and all the IT staff in charge of the data was asked to leave with no proposed hand over thus putting this data in danger of loss and decentralising the decision making of the NFE programmes.

With the creation of a new government and the appointment of a specialist in education as minister, there is a glimmer of hope for MEHE's restructuring and revival.

Jordan

After Türkiye and Lebanon, Jordan is currently hosting the third largest number of Syrian refugees. There are an estimated 1.4 million refugees in Jordan, as often reported by the Government. According to UNHCR data from September 2024, there are currently 624,499 registered Syrian refugees in the country, in addition to 68,669 refugees from other nations. These refugees are primarily settled in four governorates—Amman (30%), Mafrq (26%), Irbid (20%), and Zarqa (15%)—with a total of 21% residing in the Za'atari and Azraq refugee camps. During 2023, the economic performance of Jordan remained robust in comparative terms, registering a GDP growth rate of 2.7% as per the IMF World Economic Outlook, while tourism revenues continued to grow throughout the year. Nevertheless, according to the World Food Programme, food insecurity increased in 2023, with refugee families being the most severely affected. In parallel, poverty has had a negative impact on the vast majority of refugees, with 93% living below the poverty line. Moreover, both child labour and the withdrawal of children from school have been on the rise, and unemployment remains high—especially among young people (46%), women (30%), and refugees (26%). Compounding these challenges, the humanitarian crisis in Gaza is adding further political and economic pressures to an already strained social environment.

The Jordanian education system was already overwhelmed before the Syrian crisis, capacity does not meet demand and quality is poor. The influx of Syrian refugees since 2011 has thus exacerbated an existing problem, particularly in the northern regions and in the Amman metropolitan area. Jordan has shown it is very open to receiving refugees and already gave Syrian refugees access to the formal education system as far as possible before the start of comprehensive donor programmes. Jordan pursues a policy of taking care of refugees within the framework of state structures. To accommodate the influx of Syrian students, Jordan implemented a double-shift system in nearly 100 primary schools. This approach allows more students to attend classes by utilising school facilities in separate morning and afternoon sessions.

The Government of Jordan has shown a strong commitment to protecting the right to education for Syrian refugee children by integrating them into the public formal education sector and by providing inclusive and quality education to Syrian refugee children, despite the challenges posed by the refugee crisis. The Government has implemented several strategic initiatives to address the educational needs of Syrian refugee children. The Jordan Response Plan for the Syria Crisis (JRP) 2020-2022 (JRP) serves as a comprehensive framework integrating humanitarian and development responses to the Syrian refugee crisis. Within the education sector, it focuses on expanding access to formal and NFE, improving educational infrastructure, and enhancing the quality of education for Syrian refugees and host communities alike. NFE programmes have been developed in partnership with international donors and include Accelerated Learning Programmes and Literacy and Numeracy packages aimed at reintegrating OOSC into the education system. The Ministry of Education (MoE) formulated the Education Strategic Plan (ESP) 2018-2025 to strengthen the public education system's capacity and quality. The plan focuses on inclusivity, ensuring that vulnerable populations, particularly Syrian refugee children, have access to formal education. National Human Resource Development Plan (NHRDP) 2016-2025: Although initiated in 2016, the NHRDP continues to guide educational strategies up to 2025. It includes specific goals to increase refugee access to education, recognising the importance of integrating refugees into the national education system as a component of national development. Finally, Accelerating Access Initiative (AAI) and AAI 2.0 were established to offset the additional costs of integrating Syrian children into formal education. This initiative is supported by international donors, including EUTF Syria, and covers expenses such as tuition fees, textbooks, teacher training, and operational costs of schools.

This commitment, however, has put severe strains on the country's fiscal balance and its capacity to deliver public services. Furthermore, the socio-economic effects of the COVID-19 pandemic have exacerbated the situation in the education sector. For example, more than 250,000 children who previously attended private schools subsequently switched to public schools, which corresponds roughly to the number of registered Syrian refugee children of school age. A lack of digital tools for remote schooling was also a primary challenge for Syrian refugee children. As a result, many of these students missed crucial portions of their education and now require additional learning support in subsequent years. Hybrid learning is therefore envisaged by the MoE, as a long-term solution to capacity problems.

Formal education for Syrian refugees is divided into three types: Type I – schools in refugee camps, Type II – double-shift schools with afternoon shifts for Syrian refugees (DSS) and Type III – teaching Syrian children together with Jordanian children in single-shift schools in the morning (ESS). Around 50% of Syrian pupils attend Type II schools and 25% each attend Type I and Type III schools. Main source of funding for Type I is EU, for Type II Germany and for Type III Jordanian state.

Although significant progress has been made in boosting enrolment in basic education for both Jordanians and non-Jordanians, inequities in access to education persist. For instance, while 92% of Jordanian adolescents have completed basic education, only 41% of Syrian adolescents have achieved the same, with analysis indicating that refugee status and the presence of a disability are predictors of school dropout. In response, substantial funding has been allocated to strengthen the public education system's ability to absorb large numbers of students, with system-wide support provided in the form of direct financial assistance, teacher training, infrastructure development, and the provision of teaching and learning supplies. Yet, gaps remain, and several barriers continue to impede the achievement of equitable and quality education for both Jordanian and Syrian learners. Special attention is being given, where possible, to marginalised and vulnerable children, including young children, girls, teenage boys, children with disabilities, and those at risk of dropping out.

According to the Jordanian MoE, the most severe education-related vulnerabilities are still concentrated in the governorates with the highest numbers of Syrian refugees, namely Amman, Irbid, Mafraq, and Zarqa, including the Za'atari and Azraq camps.

Overall, Syrian refugee students—especially those living in camps—are performing well below the national average. These students face unique challenges in accessing formal education, challenges that are often linked to the non-recognition of prior learning and financial vulnerabilities, which in turn can lead to child labour and child marriage. Furthermore, issues such as long distances from school, poor learning environments, insufficient and under qualified teachers, inadequate teacher training, limited access for children with disabilities, and out-dated curricula and pedagogical methods all contribute to the risk of school dropout. High transportation costs have emerged as a significant barrier, particularly for older children who are rarely able to walk to secondary school and instead require public or private transportation to reach their classrooms.

1.4 Methodology used and limitations encountered

As outlined in Annex 2, the methodology used is based on a participatory approach with constructive dialogue. Flexibility to adapt to changing environments, and close cooperation with the Contracting Authority was maintained throughout the study period. Communication ensured effective engagement with stakeholders to access information and understanding of the EUTF Syria projects. Duty of care of the study team was appropriately followed as were beneficiary data protection obligations.

The Study is outcome-based, focusing on opinions and experiences of implementing partners (IPs), European Commission (EC) services and beneficiaries of the education sector. Furthermore, it is in line with the 2021 EUTF Syria Strategic Outcome Framework, in particular for Basic Education, and three levels of observable change: 1. Behavioural changes of refugees or host community members towards specific services that are provided to them; 2. Changes in intervention strategies of local organisations, providing services related to specific sectors, and 3. Changes in national strategy, policy or regulation, promoted by national institutions. Ten Study Questions (SQ) have been formulated and responded to (Table 1).

Table 1. Study Questions by Category

Core Study Question	More specific Study Questions	Recommendation-oriented Study Questions
SQ 1: To what extent have EUTF Syria-funded educational activities in the three partner countries actually supported access to education for Syrian refugees and vulnerable host community members?	SQ 2: To what extent have EUTF Syria-funded activities in the three partner countries for non-formal education enabled a transfer to formal education?	SQ 8: What <u>conclusions</u> can be drawn from the given findings, especially with regard to similarities or differences in the three partner countries?
	SQ 3: To what extent have EUTF Syria-funded education projects contributed to inclusive education in the three partner countries?	
	SQ 4: Have EUTF Syria-funded projects for school support, including infrastructure, led to an improvement in the framework conditions for education in the three partner countries?	
	SQ 5: How can cost effectiveness and cost efficiency of EUTF Syria-financed education measures be perceived for the three partner countries (formal/non-formal education)?	SQ 9: Which <u>entry points</u> for possible later in-depth analyses of educational support in the three partner countries can be identified?
	SQ 6: How have political dialogue and partnership developed and proven themselves in EUTF Syria-funded education projects in the three partner countries?	SQ 10: What are the <u>lessons learned</u> about EUTF Syria education support provided in the three partner countries?
	SQ 7: Can findings be drawn from the existing information base about learning outcomes and strategy for learning recovery for the three partner countries, and if so, what are these?	

The sample

The sample has been chosen in coordination with the EUTF Syria HQ on the basis of the criteria agreed during the inception period: ongoing and recently closed projects, contributing to the sector, covering basic education, i.e. primary and secondary education. All selected projects are in line with the EUTF Syria Strategic Outcome Framework.

From a total of 31 interventions on education or having education components, 15 have a focus on basic education only. 13 projects were initially selected for the sample. However, after consultations with the EUTF Syria HQ team and EUD to Lebanon, one project (T04.212) was removed. The final sample consists of 12 projects (Table 2 and Annex 3), of which four are ongoing (31/12/2024, marked light pink in Table 2.).³

Table 2. EUTF Syria Education Study Sample Projects

Implementing Partner (IP)	Project Number	Education component/Type of project	Country
KFW	T04.25	Only infrastructure (new schools built)	Türkiye
CWW	T04.32	Yarını Kurmak / Building Tomorrow	Türkiye
KFW	T04.82	Only energy efficiency measures in schools and TVET facilities and renewable energies for schools (schools' upgrades), SUMAF	Türkiye
KFW	T04.112	Infrastructure (new schools built) and a training component	Jordan
UNICEF	T04.143	Comprehensive education intervention (access to formal and NFE, training, upgrades)	Lebanon
UNICEF	T04.172	Comprehensive education intervention (including formal, NFE, upgrades, referrals)	Jordan
AVSI	T04.198	Comprehensive education intervention (formal, NFE and training) emphasis on referrals	Lebanon
GIZ	T04.200	Component in Jordan, training and schools' upgrades	Jordan, Lebanon, Iraq, Türkiye
UNICEF	T04.245	Comprehensive education intervention (access to formal education), training and upgrades	Jordan
UNICEF	T04.257	Comprehensive education intervention (access to formal education, NFE), training and upgrades, inclusive education)	Lebanon
MINISTRY OF EDUCATION	T04.261	Comprehensive education intervention - budget support, access to formal education and NFE, training and upgrades)	Jordan
SAVE THE CHILDREN	T04.302	Comprehensive education intervention (NFE education), training and upgrades, referrals, inclusive education	Lebanon

³ Three projects are selected for Türkiye with two IPs. For Lebanon, four projects are selected with eight IPs, including two consortia. Five projects selected for Jordan with six IPs, including two projects implemented by one IP and one project with two IPs.

Interviews

In Türkiye, 33 individuals were interviewed. More specifically, four with IPs, directly involved in implementation and nine stakeholders indirectly involved or external to the projects' implementation and sector relevant interlocutors, three from national authorities who have been indirectly involved in implementation, also three representatives from EUD to Türkiye, two teachers, three school councillors, six principals and three provincial education officials; six student classes have been visited in primary schools and technical vocational education training schools with approximately 140 students.

Table 3 Number of Interviewed Individuals by Stakeholder Group

Persons interviewed	Türkiye	Lebanon	Jordan
EUTF/ EC Services	3	1	2
Partner country	6	3	19
Implementing partner	4	6	22
Final beneficiaries	11 (+ approx. 140)	48	21 (+approx. 330)
Other interlocutors	9	1	8

In Lebanon, 59 individuals were interviewed, i.e.: six IPs directly involved in implementation, one former representative from the EUD to Lebanon, one current representative from the EUD (not involved in the projects) three from national authorities, 15 teachers, 15 parents, three school principals and 15 students.

In Jordan, 72 individuals were interviewed, i.e.: six IPs (22 individuals directly involved in implementation, excluding MoE), 13 from national authorities at central level (MoE as IPs for the Budget Support), six from local educational authorities, two representatives from the EUD to Jordan, 10 teachers and four assistant teachers, four parents, three school principals; 11 student classes have been visited (with approximately 330 students), with some students in Focus Group Discussions, during visits to the schools and educational facilities inside Za'atari refugee camp and schools outside the camp.

A full list of interviewees is provided in Annex 4.

Limitations and Challenges

The work on the Study has encountered limitations, some of which have been recognised as risks in the inception phase whereby appropriate mitigation measures were taken as a response. An initial limitation was that considerable time was needed to identify persons responsible within IPs, in terms of providing relevant data. Some IPs responded very late, after repeated calls for collaboration and some did not respond at all. Furthermore, some IPs were unable to recall specific activities with regard to the projects they have been running or had been part of and were now working elsewhere, often completely different positions, countries, and continents.

The Study Team has also encountered delayed responses from national authorities in all three countries, to participate in the Study. In addition, the team has experienced the inability of national authorities to deliver relevant information on time (or at all), inaccessibility and limited use of their management information systems to report on students' attendance rate, dropout rates and disaggregated data and incomprehensive data on learning outcomes. It has been shown throughout

the work on this Study that the national authorities have limited or no capacities for studies which require this level of active involvement and analysis.

A full list of main documents analysed is provided in Annex 5.

In Türkiye, our expert has faced complicated and time-consuming bureaucratic procedures to obtain approvals for visits to schools and make contact with students and parents. Access to MoNE's data on attendance, achievement and dropout rates is not open to public, which has rendered it difficult to monitor attendance and achievement at project level. Information and data on attendance was obtained from teachers to assess the eligibility of students for education support. Similarly, information and data on the transition rates of transfer to formal education is not available in Türkiye. Population movements after the COVID-19 and the earthquake due to economic needs as well as lack of basic infrastructure and shelters have rendered it impossible to fully monitor the education status of the project beneficiaries.

Our expert in Lebanon was evacuated from country in October 2024 and only returned in January 2025 due to the conflict in the region and the South of the country. This has resulted in a hybrid approach to conducting interviews - some online and some face-to-face. Both approaches have been performed in an extremely difficult environment, in some cases on the same day as when the armed attacks happened.

We have taken note of the contextual challenges and current changes in the Syrian refugee situation in general, i.e. the regime change in Syria, which will present new opportunities, but also challenges for refugee support. It is not yet clear where the aid to Syrian refugees will go from now on. Interviews performed during the Study, reflect this situation.

2. RESPONSE TO STUDY QUESTIONS

This section provides answers to each Study Question for each partner country, synthesised on the basis of documentation analysed and interviews performed. Success stories are presented where relevant.

2.1 SQ1: To what extent have EUTF Syria-funded educational activities in the three partner countries supported access to education for Syrian refugees and vulnerable host community members?

SQ1 is the overall study question that aims at answering what outcomes the EUTF Syria support in education has achieved, including outcomes planned as seen in the EUTF Syria Outcome Framework and programming documents of supported projects in three countries, as well as unplanned outcomes. Explore outcomes which have been planned but not achieved or partially achieved, and those which could have been achieved. In particular, look at circumstances and obstacles to achieving planned outcomes, identify and analyse them.

Summary response: EUTF Syria funded educational activities in Türkiye, Lebanon and Jordan have largely contributed to the Strategic Outcome Framework for Basic Education (2021), formulated as “More Syrian, IDP and host communities access Basic Education of good quality”.

The EUTF Syria Education Support has strengthened and bolstered both formal and non-formal learning opportunities for Syrian refugees and vulnerable host communities across Türkiye, Lebanon, and Jordan. In all three countries, investments in school buildings, teacher training, and psychosocial services have significantly expanded student access and improved the quality of classrooms and learning environments. Double-shift schooling in Lebanon and Jordan and bridging programmes helped accommodate large numbers of out-of-school children, though they often placed extra strain on infrastructure and staff.

Despite these similarities, each context faces distinct hurdles. Türkiye’s well-established education system proved relatively receptive to large-scale infrastructure projects and inclusive education initiatives, but it still needs more robust data monitoring for children transitioning from non-formal to formal education. Lebanon’s reliance on two-shift schools and external funds exposes it to economic and political pressures, creating uncertainty about long-term sustainability; nonetheless, there has been notable progress in inclusive education and in the successful use of non-formal centres. Jordan’s consistent expansion of remedial and accelerated learning programs (such as Makani) is gradually integrated into national policies, yet high dropout rates in secondary school and persistent overcrowding underscore ongoing challenges. Both Lebanon and Jordan also emphasise cost-reduction measures, like fee subsidies, transportation support, and the provision of school materials, to lower financial barriers for vulnerable families. In both contexts, high dropout rates persist due to factors such as child labour, early marriage, and chronic underfunding, and each country struggles with insufficient data for robust tracking of attendance and learning outcomes.

All three countries experience limited tracking of cost-effectiveness and heavy dependence on external donor support which remain points of concern. Capacity-building efforts and positive changes in parental attitudes suggest a good foundation for further improvements and more inclusive, resilient education systems.

Türkiye

Within the framework of the Syrian Response in education, the EU has aimed to integrate all refugee children into the formal Turkish system.

EUTF Syria support to education has contributed to the strategic outcome through projects aimed at improving the capacity in formal and NFE within the framework of primary, secondary and tertiary levels of education. This has been achieved through reaching OOSC and creating safe pathways to learning, improving learning outcomes of refugee children, supporting refugees to retain a link with their culture/language, promoting social cohesion in Türkiye, learning Turkish language and providing access to higher education (including vocational degrees) for a minimum of two years, to increase employability.

Türkiye included interventions to support the education of the children of Syrian Refugees first in the TECs where the language of instruction was Arabic using the Syrian curricula. As the stay of Syrian families was prolonged the interventions aimed at teaching Syrian children Turkish in NFE to enable them to join their peers in the formal education facilities.

According to MoNE data, the net enrolment rate (NER)⁴ in Türkiye has marginally reduced in primary education (98,88% in 2012 and 95,65 % in 2024) whereas increased in secondary education (70,06% in 2012 is 87,97% in 2024).⁵ The increase is also echoed in terms of participation of Syrians in the Turkish education system. According to data provided by SUMAF TAT and UNICEF, Syrian refugee education participation in basic education has increased between 2014 (30%) and 2022 (65%). The 54% enrolment rate in 2020-2021 increased to 65% in 2021-2022. The number of Syrian OOSC is decreasing. This is partially due to the fact that refugee children who attended the TECs at the initial years were considered out of school in 2014-2015 and 2015-2016 (30% and 37% respectively) until 2016, when TECs were phased out and children were enrolled in government schools.

The EUTF interventions in the field of basic education aimed at improving the inputs to and processes in the educational system to produce quality outcomes that can be measured by improvements in access to education, regular attendance, learning achievement and transition to further education.

This Study confirms that the EUTF contributed especially to school attendance, NFE and inclusive education and parent's engagement in pupils' education in Türkiye. In this way, the outputs are in line with the EUTF Strategic Outcome Framework (2021), particularly indicators on attendance among school aged children, school offer on inclusive education of public schools proposing inclusive education and school offer of non-formal education for children with disabilities.

More specifically, the improvements in education inputs consisted of: a) building, refurbishing and equipping new schools, renovating schools and classrooms in Public Education Centres (PEC), equipping ateliers in vocational education schools, creating spaces for play, arts and sports, both for curricular and extracurricular activities (ECA) in schools as well as and improving energy efficiency in schools; b) supporting human resources capacity through teacher training, recruiting teachers and cleaning staff; c) cash and in-kind assistance to students through provision of books and stationary, transportation services. The improvements in the processes consisted of: a) improved teaching skills leading, including remote, on-line training; b) better understanding of the traumas the children may be going through; c) activities to encourage parents' support for education.

⁴ Net Enrolment Rate: It is obtained by dividing the students in the theoretical age group in the relevant education type by the total population in the theoretical age group in the education type it belongs to.

⁵ <https://istatistik.meb.gov.tr/OkullasmaOrani/Index>

All schools have spaces for recreational activities and ECA (multi-purpose meeting halls, sports equipment, multi-purpose courts/ gardens, libraries), but not all schools have specialised teachers for sports, arts and music classes. Furthermore, in cases where the classrooms are too crowded, some spaces planned for activities may be transformed into classrooms. All schools have guidance-counselling teachers which monitor the children and communicate with parents to ensure their support for education, as per EUTF Strategic Outcome Framework (2021), indicator on parents' engagement in the pupils' education.

EUTF Syria funded educational activities have supported access to education mainly through increasing/improving physical infrastructure, improving human capacity of teachers for assisting children in the transition of the formal education system in Türkiye through academic and psycho-social support, supporting students through provision of education materials, school services and stipends/cash assistance and facilitating to social cohesion between refugee and host communities. Nevertheless, the context in which EUTF has provided its support remains challenging.

There are no barriers for enrolment in the policy and legislative framework, and enrolment is compulsory for children in the age range of 5-16, four years of lower primary, four years of upper primary (secondary school) and four years of secondary (high school, including TVETs). However, there are obstacles for ensuring retention such as Economic Pressures whereby poverty and financial constraints often prevent families from affording school-related expenses, such as uniforms, transportation, and supplies. Financial difficulties often force families to prioritise immediate income over education, leading to high dropout rates, especially in poorer regions. Child labour as an economic necessity can also push children into the workforce, making it difficult for them to continue their education. Furthermore internal migration for employment in larger cities and in the form of seasonal agricultural migration and the displacement caused by the two devastating earthquakes has seriously disrupted children's education. Other obstacles include early marriage, particularly in rural areas and SuTP communities, where cultural norms and economic factors can lead to early marriages, especially for girls, resulting in dropping out early dropout. Concerns about the quality of education and overcrowded classrooms may also lead some families to prioritise work over schooling for their children. Lack of engaging teaching methods can cause disinterest among children and may lead to dropping out. Similarly, inadequate school infrastructure in rural and remote areas, and long distances to schools can make regular attendance challenging. In turn children with disabilities may face barriers due to inadequate resources, infrastructure, and trained personnel to support inclusive education. In addition refugee children often face language barriers, lack of documentation, and social integration challenges, which can impede their access to education. As can psychological and social Issues such as B bullying, discrimination, and lack of psychosocial support which may lead to attendance problems and dropping out.

The government has launched several initiatives aimed at reducing dropout rates and increasing school attendance, such as projects to increase enrolment and attendance of girls in primary and secondary education, Conditional Cash Assistance for Education Programme, and integration of Roma communities in basic services through which educational support is linked to attendance. The current national education management system uses various data collection and management systems, such as the e-Okul system, which tracks student enrolment, attendance, and school performance, and has established partnerships with international organisations, national and international CSOs; it has helped in identifying and supporting OOSC, particularly in marginalised communities.

Nevertheless, challenges remain in ensuring data accuracy and timeliness due to insufficient human and technical capacity to effectively monitor and follow up on at-risk students. Furthermore, the reasons for dropping out are often multifaceted, involving economic, social, and cultural factors that are not easily addressed through data systems alone. For example, the records of refugee and migrant children of different national origins present additional challenges in data collection and integration

into the education system. Also, identifying and supporting students with special needs remains a significant challenge, requiring more specialised resources and training for educators. Also worth nothing is the fact that challenges including an epidemic, an earthquake, increasing poverty have negatively affected the routine procedures in education with possible shortcomings in human resources and interruptions in services leading to poor attendance and unanticipated dropout rates.

While school overcrowding has been a significant issue in Türkiye, particularly in urban areas and regions with high population density, there have been efforts to address this problem, and some trends towards improvement are evident. However, class sizes in many schools still exceed recommended numbers. As an alternative to building new schools, some schools operate in double shifts, with different groups of students attending in the morning and afternoon. Students are under academic pressure due to the highly dense curricula and high-stake exams for transition to high school and higher education. Many students attend private tutoring centres to prepare for exams leading them to have difficulty in finding time for extracurricular activities.

Teachers are burdened with extensive administrative tasks, including paperwork, reporting, and compliance with bureaucratic requirements and many teachers work long hours. Large class sizes can also make it difficult for teachers to manage their classrooms effectively and provide individualised attention to students. Addressing the diverse needs of students, including those with special needs or behavioural issues and high expectations from parents and the community can add to the pressure on teachers.

The share allocated to the MoNE for 2025 was announced as 1,452 000 Million Turkish Lira with an increase of 33%, which is well below the annual inflation rate. Personnel expenses constitute 80% of the MoNE budget. Whereas the budget allocated to education was 17.18% in 2002, the ratio is reduced to 9.73 % in 2025.⁶ There are ongoing efforts to address disparities and improve the efficiency of resource allocation, through Public-Private Partnerships, community engagement/donations. However, challenges remain for overcoming regional disparities. These include issues pertaining to equitable resource allocation; additional resources need to effectively integrate and support refugee children and to sufficiently meet the educational needs of children with special needs. Furthermore, timely disbursement of funds and resources and economic instability and inflation can impact the overall budget available for education, affecting the quality and reach of educational services. While the 2024 MoNE budget was more than doubled compared to 2023, the increase rate in 2025 remained at one-third. This is a sign that much more difficult conditions await us in the economy and education next year. The 2025 MoNE budget, appears to have been prepared by ignoring the most basic and essential needs such as the cleaning, transportation support, support to student to reduce the risks born by poverty, nutrition problems, and the general quality of education, is far from meeting mandatory education expenses.⁷

Lebanon

The EUTF Syria projects in Lebanon played a pivotal role in supporting access to education for all children in Lebanon, particularly for Syrian refugee children.

Across the four visited projects, various initiatives were implemented to enhance access to quality inclusive educational opportunities and student retention in public schools. The four projects are two

⁶ <https://www.birgun.net/makale/okuldan-kopus-alarm-veriyor-575612>

⁷ <https://www.turkiyeegitim.com/milli-egitim-bakanligi-2025-yili-butcesi-kac-lira-egitime-ayrilan-pay-yeterli-mi-134488h.htm>

consortiums “Back to the Future”⁸ with three IPs (T04.198) and “Haqqi”⁹ with four IPs (T04.302). UNICEF (not part of the consortia) was implementing two projects (T04.143 and T04.257), independently, supporting quality education in public schools covering registration fees transportation books and cash for education.

UNICEF’s support for formal education included the Second-Shift Initiative, which significantly increased primary school enrolment by offering afternoon shifts in public schools for Syrian students. This initiative accommodated over 160,000 students each year. EUTF Syria programmes addressed financial barriers by subsidising registration fees in public schools for more than 501,000 children, achieving a 97% success rate in reducing the cost of education. These subsidies included both registration fees and transportation expenses, which helped families afford schooling for their children.

Additionally, second-shift students received books and stationery, further reducing barriers to education and enabling them to fully participate in their classes. From 2021 to 2023, UNICEF also introduced its “Cash for Education” initiative, providing 20 USD per student per month. According to UNICEF’s final report, 16% of parents found this initiative beneficial, while 55% considered it somewhat beneficial, and 29% did not consider it helpful at all.

Parents understood how to use this cash support—primarily for transportation, snacks, stationery, and other needs—through messages sent to their phones by IPs. They confirmed receiving and following these messages. However, many noted that 20 USD per month was insufficient to cover all necessary expenses related to their children’s education. It is interesting to note that the Syrian parents used the money to support the schooling of their children (transportation, stationery) as for Lebanese families they used it for household support.

Awareness sessions conducted for parents of refugee children raised their understanding of the importance of education as well as their involvement in their children’s education. This is directly in line with the EUTF Strategic Outcome Framework 2021 indicator on parents’ involvement in pupils’ education. According to UNICEF, the Cash for education CFE programme was effective at promoting attendance to schools. Since payment was made in relation to attendance, if a child is absent for more than 10 consecutive days payment was denied. This system helped UNICEF to control and follow up on attendance.

The EUTF Syria played an important role in guiding Lebanon’s Ministry of Education and Higher Education (MEHE) toward embracing a national policy on inclusive education for children with special needs.

Through its support, SOPs were drafted; teachers received specialised training, and paraprofessionals—ranging from psychologists and speech therapists to psycho-motor rehabilitation specialists—were deployed in public schools. These measures ensured that students with varying needs and abilities were granted more tailored support, enriching the learning environment for all. These outputs are directly in line with the EUTF Strategic Outcome Framework (2021), indicator on inclusive education policy.

Alongside this emphasis on inclusion, the programme made substantial efforts to strengthen Non-Formal Education (NFE). Early Childhood Education (ECE), Basic Literacy and Numeracy (BLN), and Retention Support (RS) were introduced to help OOSC transition back into formal schools, while vocational courses through Technical and Vocational Education and Training (TVET) endeavoured to boost employability for both Syrian refugees and Lebanese youth. Many projects also wove in

⁸ Back to the Future consortium: The Association of Volunteers in International Service (AVSI) Foundation, War Child Holand and Terre Des Hommes.

⁹ Haqqi consortium: Save the Children, Norwegian Refugee Council (NRC), NABAD and Multi Aid Programs (MAPS).

Psychosocial Support (PSS) to help children manage the lingering effects of trauma and financial difficulty, ultimately contributing to their emotional health and academic perseverance. Parents were not left out of these efforts: orientation sessions and broader community engagement encouraged family involvement, fostering a collective sense of responsibility for student well-being and success.

Teachers, volunteers, and administrators benefited from extensive professional development opportunities, gaining expertise in inclusive education practices, psychosocial support, and student-centred methodologies (as per EUTF Strategic Outcome Framework 2021, indicator on school offer on inclusive education of public schools proposing inclusive education). Such capacity-building measures were further complemented by infrastructure upgrades, which brought safer, more inviting public school facilities and introduced solar panels, generators, and enhanced connectivity. The provision of tablets and laptops proved critical when the COVID-19 pandemic forced a shift toward online learning, ensuring continuity despite unprecedented disruptions. Beyond academics, students in NFE settings were given access to extracurricular activities such as theatre, sports, and robotics, enabling them to explore new avenues and broaden their horizons.

However, these positive developments have encountered their share of challenges. Although TVET initiatives increased youth employability, both Lebanese and Syrian graduates still struggle to secure lasting work in a precarious labour market. Reliable data on school attendance, particularly for the second shifts in public schools, remains elusive since the MEHE's online registration platform closed in 2022, and even prior to that, there was reluctance within MEHE to share comprehensive numbers. Consequently, only project-specific reports are available, limiting any overarching analysis of trends and hindering effective planning. The difficulties faced by Basic Literacy and Numeracy students also persist, aggravated by the closure of the Project Management Unit (PMU) and the turnover of NFE consultants. These shifts in personnel have weakened the ministry's decision-making structure and led to a fragmented, decentralised approach. There is a need for stronger coordination and better data collection to ensure that the momentum built can be sustained and expanded.

Jordan

The EUTF Syria projects in Jordan have significantly contributed to improving access to education for Syrian refugees and vulnerable Jordanian children.

The Jordanian government has stated during the interviews that it cannot afford to fully educate refugee children without international support. International donors, including the EU, play a crucial role in funding the education sector.

EUTF Syria has supported access to education of Syrian refugees on several levels, as planned. Primarily, by providing a steady long-term support to the Government of Jordan and being a reliable partner throughout the years. The support has covered a wide range of actions and initiatives: at national level, blended learning and catch-up programmes, NFE for children in refugee camps, as well as outside camps (T04.245 and T04.172), while at institutional level, upgraded infrastructure of education facilities and their management (T04.112 and T04.200), as well as covering of water and electricity costs in schools and kindergartens (T04.261). At an individual level, fees for registration in public schools were paid (T04.261), as well as school supplies (T04.261 and T04.245) and transportation services to ensure that children could attend schools safely (T04.200 and T04.172). At the local institutional level, EUTF has supported teachers' salaries and transportation, complementing other donors, such as KfW (T04.261), professional development of teachers, educational staff and introduced Syrian assistant teachers to support inclusive learning and prevent violence (T04.245 and T04.172). The EUTF has also supported community social cohesion activities to enhance learning environment have been organised and various ECA, including parental engagement and their awareness raising on supporting their children to go to school (T04.200, T04.172 and T04.245). The uniqueness of EUTF Syria is in recognising

the need to focus on supporting educational needs of vulnerable Dom community. The EUTF projects thus, are in line with the Strategic Outcome Framework 2021, in relation to the attendance among school aged children, parents' engagement in the pupils' education, school offer on inclusive education.

Despite a slight drop from 73.2% in the 2021/2022 school year to 72% in 2022/2023—largely attributed to an increase in camp population, enrolment of Syrian refugee children (ages 6–17) in refugee camps has shown notable improvement overall. Efforts to expand primary education and support attendance have included building additional classrooms, provision of teaching materials, and ensuring school security, yet challenges persist. Economic barriers, such as tuition fees and the cost of uniforms and books—social factors like early marriage and child labour, and infrastructural problems related to school distance all discourage consistent attendance. Dropout rates remain particularly concerning, with 19.7% of Syrian children leaving primary school and 43.2% leaving lower secondary (Grades 7–10), where boys are most at risk. Even with better access to secondary education and initiatives like providing transportation for Tawjihi exams to 2,785 students, socioeconomic pressures continue to pull many adolescents out of school.

Moreover, school environments can be difficult for refugee students, who often face bullying and discrimination, especially boys. To address these issues, the Ministry of Education, in collaboration with UNICEF, has introduced an improved data-collection system aimed at tracking attendance and dropout rates, although gaps remain—particularly in identifying out-of-school children. High demand has also led many schools to adopt a double-shift system, resulting in overcrowded classrooms and contributing to heavy workloads for teachers, who already bear the additional responsibility of providing remedial instruction after COVID-19–related interruptions. Despite these hurdles, ongoing reforms and targeted initiatives continue to push for greater access and retention in both primary and secondary education for Syrian refugee students.

Attendance for primary school students increased. Various factors, looked at jointly, can be listed as contributors to this favourable trend. Besides paying for registration fees, to improved school infrastructure, teacher support and ECA also benefitted the attendance rates. Syrian Assistant Teachers (SATs) played a key role in tracking attendance and following up with students at risk of dropping out and provide necessary interventions.

EUTF Syria funded activities emphasised the importance of extracurricular engagement. For example, programmes like "Sports for Development," STEM (Science, Technology, Engineering, Mathematics) education, and arts-based activities benefited nearly 25,000 children. These activities fostered social cohesion and improved learning motivation. Additionally, mental health and psychosocial support (MHPSS) services were expanded.

EUTF Syria's sustained funding has produced targeted support to address the above barriers and resulted in success stories. Some examples are listed here:

- EUTF Syria funding enabled the construction of 20 kindergarten (KG) classrooms and 37 additional classrooms in Za'atari and Azraq refugee camps. Infrastructure improvements provided a better learning environment, reduced congestion, and created a stronger sense of school community.
- Safe Learning Spaces: The installation of shaded areas and multi-purpose rooms has allowed for extracurricular activities, including drama, physical education, and assemblies, supporting student engagement and retention.
- Electricity Access: All schools in the refugee camps were connected to electricity, ensuring better learning conditions and operational stability.

- **School Enrolment & Attendance:** The EUTF Syria supported the formal school system in refugee camps, benefiting around 36,000 children, including 31,855 in primary education and 1,290 in secondary education.
- **EUTF Syria-backed Makani centres** provided NFE, psychosocial support, and child protection services, benefiting thousands of vulnerable children.
- **To address barriers to education**, the programme provided transport for 2,785 children (50% girls) to attend their Tawjihi (final secondary school) exams, ensuring equal opportunities for all.
- **Professional Development for Educators:** Over 912 teachers were trained to prevent and respond to violence against children. Additionally, 582 Syrian Assistant Teachers (SATs) were professionally trained to support students in kindergarten 2 (KG2) to Grade 2 with reading skills.
- **Incentive-Based Volunteering (IBV) Programme:** The initiative engaged 1,474 Syrian volunteers, providing peer learning support and additional resources to strengthen the education system.
- **24,898 Youth Engaged in Extracurricular Activities:** Through programmes like sports, arts, STEM education, and reading campaigns, children developed social, academic, and teamwork skills.
- **Reading Recovery & Learning Materials:** Given the learning loss due to COVID-19 pandemic, UNICEF and EUTF Syria procured teaching materials and books to support remedial programmes.

2.2 SQ2: To what extent have EUTF Syria-funded activities in the three partner countries for non-formal education enabled a transfer to formal education?

SQ2 looks straight into the quality of provision and access to NFE with EUTF Syria funds, which resulted in successful transfer to formal education. It also looks at the obstacles to NFE implementation.

Summary response: Across Türkiye, Lebanon, and Jordan, NFE emerges as a crucial tool for reaching out-of-school children and guiding them back into formal systems—an especially vital service given the large number of Syrian refugees and other vulnerable learners in each context.

All three countries have structured NFE programmes that offer foundational skills, remedial support, and psychosocial services. In Türkiye, lifelong public education centres (PECs) and ALPs facilitate not only the acquisition of basic competencies but also a direct bridge to formal education. Lebanon and Jordan share a progression from emergency NFE interventions to more institutionalised programme, like BLN or ALP in Lebanon and Makani in Jordan, and both integrate vocational elements for older youth to improve job prospects in difficult labour markets. Similarly, both Lebanon and Jordan provide parallel pathways that address learning gaps, promote core literacy and numeracy, and foster readiness for reintegration into public schools.

A shared emphasis on teacher training - often incorporating psychosocial support and child-centred pedagogies - strengthens the quality of these NFE programmes, while the provision of resources (such as school materials and transportation) helps ease financial burdens on families. In all three countries, high-level policy dialogue has increasingly recognised NFE as a valuable component in national education strategies, though gaps in data collection and reporting still hamper efforts to track individual progress and formal transitions. Equally, economic barriers (child labour, early marriage, and poverty) and systemic hurdles (documentation requirements, age limits for re-entry, and a lack of official equivalencies) often restrict learners' smooth progression from non-formal to formal schooling.

Despite such obstacles, each setting features success stories in which outreach campaigns, flexible curricula, and close collaboration with parents have led to meaningful enrolment gains - especially for marginalised groups, like the Dom community in Jordan or children with special needs in Türkiye. Across all three countries, investment in community engagement (home visits, awareness sessions, peer support) has proven effective for retaining students in learning environments and offering a second chance to those who have dropped out. Ultimately, while the structure of NFE varies by country - Türkiye's highly developed lifelong learning network, Lebanon's NGO-led centres, and Jordan's integrated Makani model - each system underscores the broad importance of holistic, flexible education approaches for vulnerable populations.

Türkiye

With regard to whether current transition rates are reflecting improved transfer to formal education overall, information and data on the transition rates of transfer to formal education is not publicly available.

The main NFE pathway is the LLL programmes, consisting of a total of 3,738 course programmes in 75 fields for all ages provided through Public Education Centres. The formal-education system is flexible and can introduce new courses to meet the emerging needs. All NFE programmes provided by CSOs or the private sector have to be approved and acknowledged by the Directorate General of Life Long

Learning. Children; are for compulsory school age 6-17 who do not participate in the formal education system and therefore, in one way or another, are provided for through alternative programmes (as per EUTF Strategic Outcome Framework 2021, indicator alternative learning framework).

The EUTF Syria funded activities in Türkiye that supported NFE to enable a transfer to formal education was evident through the provision of back-up support for students already in formal education and capacity building for education personnel and improving physical infrastructure.

The EUTF Syria supported enrolment, attendance and achievement of Syrian students through supplementary and complementary learning opportunities for Syrian children. Such support included back-up classes, Turkish lessons, homework support, psychosocial support for children experiencing difficulties in school with low academic performance.

Transition of Syrian children from non-formal to formal education has been also supported through the subsidised registration fees for public formal education (12,022 students) in primary and secondary education. Also, 18,523 Syrian and host community members received information about education support and encouraged to support the education of their children; academic and PSS was also provided. The data on attendance of primary level students were monitored using the attendance records of teachers in order to continue supporting the children, but the project reports do not provide data on attendance. The Turkish proficiency level of non-Turkish students are assessed but not shared with the public.

The implementation of sample projects in Türkiye did not have any components relevant to the operationalisation of the education facilities. The schools are transferred to the MoNE after the temporary/ final acceptance. Involvement of parents was evident through the interviews with local stakeholders. Furthermore, all schools built under these contracts focussed on formal education. The new schools were transferred to MoNE. The renovated schools were already under the responsibility of the MoNE. Therefore, no results were produced regarding transition from NFE to formal education. Since attendance and learning achievement are not monitored by the projects in the sample, it is not possible to assess the extent EUTF Syria projects in Türkiye have enabled transfer of learning and attendance in formal education.

However, research on factors that encourage enrolment highlight that improved physical environment, financial and material support and transportation services, along with cooperation with parents have high chances for increasing enrolment and attendance. Academic support through Turkish language classes and homework assistance are likely to improve learning achievement in an environment where the language of education is Turkish.

Infants and young children are provided with the opportunity to make a good start in life through non-formal voluntary programmes targeting parents. This programme may allow early detection of developmental delay and may be provided with early support mechanisms.

Children with disabilities are provided with learning opportunities to respond to their disabilities and impairment to support and facilitate their integration into social and economic life to develop their full potential. Where possible the available education facilities are improved to ensure access of children with physical disabilities. Depending on their capacity, children with mental disabilities are either blended with their peers' formal education classes or placed in special classes in the primary schools. There are rehabilitation centres for children who are assessed as not eligible for participating formal education. There are schools for children with visual and hearing impairments. However, the reliability of the number of all children with special education needs and the data on the schooling rates in special education is difficult to ensure.

Open Education System provides continued education opportunities for OOSC who do not or cannot attend school after completing the lower primary up to tertiary levels, including Vocational High School. Open Education, as a major means of continued education outside the school is legally accepted as formal education and SuTPs are eligible to participate in Open Education.

Vocational Education Centre (VEC/ MSESEM) is a revised and improved version of a former apprenticeship programme. It is an educational institution that provides vocational skills and documents to individuals who are at least a secondary school graduates. In line with the priorities of national human resources development, the Technical and Vocational Education and Training policy document was prepared in 2024 to promote and improve TVET programmes and education facilities.

According to the report of the Health and Safety Labour Assembly (İSİG) covering the period between 2023 and the first five months of 2024, a total of 695 working children lost their lives in the workplace, of which 99 were girls and 596 were boys. According to the report, 80 children who lost their lives were children of refugee families. Considering that a significant number of the refugees in Türkiye are either not registered or working informally, it is probable that the number is higher.¹⁰ Although children can be enrolled in formal education regardless of their families' registration address unless they have a fixed address or are registered with Directorate General of Migration Management the children cannot be provided with support. All public institutions have information desks, on-line support to guide the services users to the services they need. Such guidance includes education services.

The NFE system is highly developed in Türkiye and open to all ages. Those under the age of 18 need the permission of their families when applying. Individuals registered as SuTP are entitled to benefit from non-formal education services. NFE programmes in the PECs include supplementary and complementary courses, including arts and music and other recreational activities for formal education students. The services are well known and well used by all age groups as resource for gaining skills not taught in schools but information about perceptions of NFE may not be perceived as a contributor to formal education by the Turkish Community. However, NFE has served as the main entry point for participating in education activities and for transition to formal education and has contributed to the inclusion of children of SuTP families. The services are communicated with the Syrian community.

PECs in Türkiye are the major public service at local level for especially the women, young girls and out of school youth. It has served as a community centre and a soft means for psychosocial support during the internal displacement in the 1990s. PECs are the main partners of any intervention aiming at social and economic development through vocational training to increase employability.

Success Stories:

The Accelerated Learning Programme (ALP), developed by UNICEF within the framework of Syrian Response, targets Syrian and other non-Turkish-speaking refugee children who have never been enrolled in school or have not attended school for at least three years. The ALP has given vulnerable refugee children a second chance by addressing learning loss and support enrolment into school at a level appropriate for their development.

ALP is provided in Public Education Centres (PECs) for a period of 16 months and has a modular structure. Students who have successfully passed the equivalence test after completing a module are then transferred to formal education depending on their age. Between the launch of the programme in 2018 until the end of 2019;

¹⁰<https://haber.sol.org.tr/haber/multeci-ogrencilere-golge-sinif-ayni-sinifa-alindilar-bir-yil-boyunca-okulagitmediler-393727>

17,492 children (47% girls) have benefited from the programme, of which 48% had already successfully completed the relevant ALP cycle and been referred to the formal school system.¹¹

An additional 13,758 children and adolescents (7,429 girls) benefitted from the Academic Support Programme and 26,738 children and adolescents (13,689 girls) benefitted from Turkish Language Courses provided by partners.

Fieldwork carried out for this study shows that ALP is hugely successful in ensuring access, availability, community participation, effectiveness, efficiency and sustainability.

Since the programme began in 2018; 63,725 refugee children (including Syrians and other nationalities) have been contacted through outreach activities. Of this group, 29,037 had enrolled in the programme by June 2021.

Outreach experience gained in PECs which, in cooperation with UNICEF, were part of ALP of MoNE, made a substantial contribution to the implementation of the T04.32 Yarını Kurmak/ Building Tomorrow project funded by EUTF Syria.¹²

Lebanon

The EUTF Syria has played a vital role in supporting quality NFE in Lebanon, particularly through initiatives such as "Back to the Future" (BTF) and the "Haqqi" consortia, which provide educational pathways for OOSC.

Currently, four main NFE programmes exist: the Accelerated Learning Programme (ALP), which previously facilitated reintegration into formal education but was discontinued in 2022; BLN, which focuses on foundational skills; Youth BLN (YBLN), incorporating vocational components to support older youth; and Community-Based Early Childhood Education (CBECE), which promotes early learning. These programmes are regulated by the MEHE through structured curricula, training, and local implementation by partner organisations. Quality was assured by a robust teacher training package focusing on child-centred education, classroom management, PSS, and positive discipline. As well as coaching of teachers and classroom visits, ECA such as sports, theatre, and computer literacy are integrated into the curriculum, while students also learn a second language, either French or English. The well-equipped learning centres of IPs aim to provide inclusive and high-quality education.

While the transition for some students has been partially successful—especially for Early Childhood Education (ECE) students, who were allowed to enrol in Grade 1 without official documents, BLN students face significant challenges due to the closure of the ALP programme, leaving them without a clear pathway to formal education.

Despite MEHE's announcement of alternative pathways in 2019, they were never fully implemented. According to IPs, the best solution would be to link BLN students to vocational training, ultimately preparing them for real job opportunities. UNICEF's Cash for Education programme has played a crucial role in supporting students' transition to higher grades, preventing dropouts caused by financial constraints. However, a new ministerial decision for the 2024/2025 scholastic year, preventing non-Lebanese students without legal residency from registering in schools, has exacerbated challenges, as nearly 50% of registered students fall into this category. This would consequently lead to classes being closed or merged due to there not being enough students and thus less need for teachers. This policy

¹¹ <https://www.unicef.org/turkiye/media/10456/file/UNICEF%20Annual%20Report%20-%202019.pdf>.

¹² Monitoring Mission, Main Report, 9 March, 2021

was reconsidered after concerns arose about potential school closures and job losses for Lebanese teachers and the ministerial decision was revoked. Parents have reported mixed experiences, with some children being accepted into schools while others were denied enrolment. Additional challenges include the misalignment between BLN and formal education curricula, the need for extended and enriched BLN programming, and the lack of structured follow-up mechanisms to track NFE students' progress and retention rates.

Transition to vocational training remains difficult, as most available jobs are limited to agriculture, construction, and service industries, providing limited prospects for long-term employment.

MEHE has not provided official transition rates, and while some IPs has reported figures in their end-of-year reports, these numbers remain unverified. Key transition barriers include documentation issues, lack of structured pathways for BLN students, and systemic challenges. Both the "Haqqi" and "Back to the Future" programmes have implemented robust referral systems, identifying students in NFE centres and referring them to UNICEF for further support. Initially, many Syrian families preferred Syrian-run programmes, hoping to return to their homeland, but over time, as this hope faded, they have increasingly accepted the need to integrate into the Lebanese education system, enrolling their children in NFE programmes such as BLN and ECE with additional RS.

NFE remains a visible and essential component of the educational landscape, particularly with the support of INGOs and local NGOs that respond to parents' needs.

The role of NFE is critical in both early childhood education, guiding young learners onto the right educational path, and in supporting BLN students who cannot re-enter the formal system but still have the opportunity to acquire foundational skills. While a few BLN students may reintegrate into formal education, most will need to transition into technical and vocational training to secure future employment opportunities.

Success Stories:

The main success story is the ability of children from Community-Based Early Childhood Education programme to enter grade 1 in public schools. These children received at least 2 years of schooling in early childhood education, which prepared them to enter grade 1 in public schools. With the EUTF Syria support these children had the same opportunity of schooling in well-equipped classes with trained teacher, also receiving extracurricular activities and psychosocial support. This is important, as such children can be then put at the same school level as regular students and for many it is an advanced level, since a lot of underprivileged Lebanese do not attend early childhood classes in public schools.

Jordan

EUTF Syria-supported NFE initiatives have helped re-integrate thousands of OOSC children into formal education through structured programmes such as Makani learning centres, accelerated learning programmes, and remedial education support.

As a result of joint efforts of the EU and donors who contribute to AAI 2.0, cumulatively there are more students who are enrolled and who graduate from NFE dropout and catch-up programmes.

The quality of NFE has demonstrably improved through Makani centres, ALP and Technical and Vocational Education and Training (TVET). While NFE was initially implemented as an emergency

response during early stages of EUTF Syria support, it evolved to become integrated into national education planning with a focus on sustainable long-term learning solutions. There has been growing community acceptance with more families now placing their trust in and actively engaging in NFE pathways. Additionally, NFE has gained stronger recognition as a valuable contributor, evidenced by the MoE now including NFE in policy discussions. However, visibility is still lower than traditional schooling, in turn explaining why graduates still face obstacles in being accepted into formal education.

The Makani Programme, run by UNICEF with EUTF Syria support, has been a most prominent contributor to NFE pathways offering ALP for children who have missed school years. Examples of ALP include Vocational Training and Life Skills development for youth; Remedial Education to prevent dropouts; and Child Protection (CP) and Well-being through psychosocial support. Regular NFE pathways are dropout programmes: special classes for children who dropped out before grade 6 and Catch-up Programmes: Providing literacy and numeracy for children over the official school entry age. Makani learning and skills-based services reported a 70% completion rate, showing that children were actively engaging in education. There is a waiting list (1 out of 7 children) for entering Makani programmes.

Besides Makani Programme and ALP as remedial education opportunities, current opportunities for OOSC to re-Integrate into the Education System, is supported by the government recognition of NFE. The MoE has integrated non-formal learning into national education strategies however, there are still gaps in tracking transitions.

Economic hardships pose a significant challenge to transitioning to formal education as families often prioritise work over schooling, particularly for boys. Many parents lack awareness of available education pathways. Rigid age-related school entry rules also prevent older children from re-entering formal education. With EUTF support, identification and referral of OOSC has improved, leading to better transition rates although remain sub-optimal. It has been reported during interviews that older children face reintegration difficulties due to language barriers and stigmatisation despite reintegration efforts. There are overall higher dropout rates among Syrian children in secondary education. In this regard, support to enhance coordination between MoE, NGOs and local authorities is still required to effectively monitor student retention.

Efforts to reach marginalised groups have been more prominent, including children with disabilities and girls facing early marriage risks. In a post-pandemic period, there were COVID-19 learning recovery programmes (ALPs) and remedial programmes which helped recover lost learning time. This especially links the projects to the EUTF Strategic Outcome Framework 2021 on NFE for children with disabilities and alternative learning framework.

NFE has positive impact on education of vulnerable groups, in particular in reduction of early marriage risks by keeping girls in education longer, as well as on child labour.

Some children were transitioned from work back to school through NFE initiatives. As mentioned earlier, special interventions targeted historically marginalised Dom children, who traditionally had low school enrolment. About 50% of the reintegrated students were from the Dom community,

EUTF Syria and other donors fund training in various employable skills, but the youth lack access to job markets.

There are more opportunities for OOSC to enter the Labour Market, Vocational and Skills Training on digital literacy, entrepreneurship, and technical skills as well as job readiness programme on financial

literacy, leadership, and practical skills for employment. Still, there are barriers in transitioning to work, mainly legal ones which restrict refugee youth from entering the formal labour market, limiting economic integration.

Several obstacles hinder the effectiveness, accessibility, and transition to formal education.

These challenges can be categorised into supply-side, demand-side, and systemic barriers. Examples of supply-side barriers include: limited infrastructure and learning environments since many NFE centres lack adequate learning spaces, resources, and trained teachers, making it difficult to deliver quality education. In refugee camps, classroom shortages lead to overcrowded spaces and low teacher-to-student ratios, limiting individualised learning support. Many NFE programmes rely on volunteers or undertrained facilitators, which affects the quality of education. Also, there is a lack of professional development for teachers working in NFE programmes, leading to inconsistencies in teaching quality. Systemic barriers are reflected in weak coordination between formal and non-formal systems. For example, there were reports that some catch-up programme graduates are unable to enrol in formal education, due to missing credentials. Government prioritises formal education in funding while NFE remains under-resourced.

One of the issues raised in the interviews is that NFE programmes often do not grant official certificates equivalent to formal education, making it difficult for students to transition into formal schools. Demand-side barriers are reflected in high poverty levels among beneficiaries, child labour, early marriages, and hidden costs of education such as uniforms and transportation, as well as cultural stigma around girls attending mixed-gender learning spaces discouraging some families from enrolling daughters in NFE programmes. Also bullying and social stigma prevent marginalised children, such as the Dom community, from attending school. Psychological distress among refugees (e.g., PTSD, anxiety) makes learning difficult, and mental health support is insufficient in many NFE centres, although a lot improved in recent years.

Success Stories:

Across numerous communities, Makani staff has been going door to door, sitting with parents in their homes to discuss the importance of education and the different ways to support children's growth. These regular visits and awareness sessions have encouraged more boys and girls—particularly those who had dropped out of school—to return and keep up with their learning activities. As a result, more OOSC have successfully enrolled in either formal schooling or certified non-formal education (NFE) programmes, boosting overall completion rates.

In some areas, referrals have been an essential pillar of success, particularly for families who were uncertain about or unaware of the support available. Makani teams and community committees have guided them toward local education services that fit their children's needs. This support has been especially important for Dom children, who made up almost half of the recently reintegrated students. Families, once uninformed or hesitant, discovered that lessons, social support services, and practical resources were within reach.

Syrian Assistant Teachers and Volunteers—1,401 in total—have also played a significant role in keeping children engaged. Their presence in NFE programmes has helped bridge language, cultural, and motivational gaps. Acting as mentors and role models, these volunteers show younger students that overcoming obstacles is possible, even in challenging circumstances.

Local youth volunteers and members of community-based committees have reinforced these efforts. They work closely with Makani centres to host talks and events highlighting why education matters, how dropping out can hurt future prospects, and the ways peers can support each other both inside and outside the classroom. Their inclusive approach strengthens community buy-in and leads more parents to trust these initiatives.

In addition, under the “We Love Reading” campaign, 101 female volunteers were trained to run reading sessions for children. Their gatherings have proven invaluable in boosting literacy and fostering a love of books—particularly among girls, who often have fewer opportunities for recreational learning. Beyond building reading skills, these sessions are a source of fun and social connection.

Meanwhile, Makani centres have continued offering psychosocial support, organising activities such as theatre, art therapy, and group teamwork exercises. Many girls, in particular, have benefitted from training on child rights and safety, giving them greater confidence to navigate and voice concerns about violence or abuse. Combined with these protective measures, staff also collaborates with local schools to ensure a smoother transition when children return to formal classrooms. By coordinating paperwork, helping families understand schedules, and liaising directly with school administrators, Makani teams make it more likely that students stay enrolled.

2.3 SQ3: To what extent have EUTF Syria-funded education projects contributed to inclusive education in the three partner countries?

SQ3 examines how EUTF Syria funds contributed to improvement and maintenance of inclusive education and factors that attributed to the learning environment which can be seen as inclusive or non-inclusive. Integration/segregation models between refugee children and host communities children (one shift/ two-shift system, etc.) will also be examined.

Summary response: Across all three countries, EUTF Syria support has significantly advanced inclusive education for vulnerable communities, albeit through different pathways.

While Türkiye phased out TECs and integrated non-Turkish speakers directly into single-shift public schools, focusing intensively on Turkish-language instruction, Jordan’s and Lebanon’s two-shift schooling for Lebanese and Syrian students presents a clear structural barrier to inclusion, creating partial segregation. Yet, EUTF Syria-backed measures, such as the adoption of a national policy on inclusive education, teacher training, and school rehabilitation, have opened more equitable learning opportunities. Common for all three countries is that each has promoted teacher training to better address diverse learner needs, harnessed infrastructure improvements to accommodate children with disabilities, and deployed PSS to mitigate trauma and ease social tensions between refugee and host communities.

All three also face challenges managing large classes and overcrowding as well as persistent cultural and economic obstacles, including child labour and early marriage. Jordan’s MoE has more systematically woven NFE pathways (like Makani centres) into national strategies, whereas Lebanon’s NFE programmes, though crucial, often remain NGO-driven and face inconsistent policy-level backing. Jordan’s overall environment for integration has seen more donor coordination and government-led frameworks, while Lebanon’s structural and financial crises frequently disrupt or delay reforms.

Türkiye

All EUTF Syria-funded projects in Türkiye targeted Syrian, Turkish and refugee children of other nationalities in the most vulnerable communities, in the most disadvantaged provinces and neighbourhoods.

Türkiye has adopted the inclusive education policy in 2011 and aligned its institutional and regulatory frameworks for the inclusion of all students to equal opportunities of education and learning.

At the early stages, Syrian children were provided education using Syrian curricula and alphabet in TECs. Considering the prolonged temporary protection status and the increasing number of different groups of migrant and refugee groups from Syria, Iraq, Afghanistan, Ukraine and other countries and in line with the international obligations to ensure the basic right of all to education the decision was made to integrate the Syrian children into the national education system.

Since the different alphabet was a major challenge for children to benefit from education services, Curriculum for Teaching Turkish as a Second Language has served as a novel feature of the interventions in Türkiye to facilitate the successful inclusion of the increasing number of non-Turkish students with different national origins, into the formal education system. The approach to teaching Turkish as a second language is described as an attempt to improve skills in oral and written communication in Turkish without cultural undertones to avoid any tendency for cultural assimilation.

In principle, there is no segregation in assigning children to schools and classes. However, children with different national origins and native languages need additional support to effectively integrate into the education system as well as to overcome the trauma of migration. In response, the EUTF Syria-funded projects provided a series of activities to facilitate Turkish language training for effective integration in the formal education system. Within this framework teachers and education personnel were trained for teaching Turkish and providing psycho-social support to refugee and other vulnerable children and improving the physical infrastructure in school for organising recreational or ECA and bringing students together outside the classroom. The social cohesion activities involving parents have helped to improve mutual understanding between refugee and host communities.

EUTF Syria-funded projects have also contributed to inclusive education in Türkiye through the selection of sites for implementing the projects. The sites were selected in provinces and neighbourhoods densely populated by SuTP, which, in most cases overlapped with the provinces that are least developed with higher poverty levels and with multiple disadvantages, such as poverty accompanied by gender stereotypes and various disabilities. Therefore, the intended beneficiaries of the projects were children regardless of their nationality, be it Syrian, Turkish or other children of other nationalities. The education system does not discriminate against ethnic, national and religious minorities. MoNE has implemented several projects and has developed incentives to promote the enrolment and attendance of girls both to prevent early marriages and to ensure participation of women in social-economic development. While it cannot be claimed that all children are being reached, diverse education models exist for children with physical and cognitive disabilities, including integrated classrooms within primary education. This is in line with the EUTF Strategic Outcome Framework 2021, indicator on school offer on inclusive education of public schools proposing inclusive education.

The EUTF Syria-funded projects in Türkiye have contributed to inclusive education by ensuring access for students with physical disabilities through building new schools and renovating schools and PECs.

The EUTF Syria education support in Türkiye through building new schools have ensured access to persons with disabilities through disability ramps and elevators. Renovations in schools, where possible, have made the necessary adjustments for ensuring physical access to schools. While there are schools for students who are hearing and/or visually impaired, the number of students with hearing and visual difficulties is not reported. The EUTF Syria education support in Türkiye did not include the provision of auxiliary devices and accessible learning materials.

Guidance and psychological counselling services in schools (primary, secondary and high schools) in Türkiye are carried out by school guidance teachers (psychological counsellors). These teachers are experts who graduated from the "Guidance and Psychological Counselling" departments of universities. They work on the personal, educational and professional development of students. Guidance services

contribute to students' adaptation to school, increasing their academic success and developing a healthy personality. They also help students make conscious decisions in their future career choices.

Attitude of refugee communities to education in Türkiye partially depends on the differences between the education systems their countries of origin and Türkiye.

Longer compulsory education, cultural tendency for early marriages, perceptions about the value of education may cause reluctance to support the education of their children. The income generated by working children may be a significant contribution to the family budget or may be the only income in the household.

Socio-cultural tensions between the children/families in the refugee and host communities due to prejudices may cause unfavourable experiences in the education system.

Depending on the social-cultural characteristic of the hosting communities in different provinces, tensions have been experienced between the parents and students from different communities. At the beginning, the host communities thought the new schools were exclusively built for children of SuTP families. Those tensions were mitigated within the framework of communication activities of Education for All in Times of Crisis project. The anticipated quality of education in mixed classes is reported to have created resentment among parents for different reasons. Whereas some Turkish families moved to different neighbourhoods thinking that non-Turkish students would slow down the learning process of Turkish children, some Syrian families wanted to enrol their children in schools where the majority are Turkish children. However, these tensions are fading away, as most children born in Türkiye are bilingual and language has ceased to be a barrier for participating in education. The Turkish education system is inclusive and unitary. Therefore, there is no discrimination based on nationality.

All schools have guidance and counselling teachers. Formal education curricula include music, sports, and drawing lessons. However, the number of guidance and counselling teachers may not be sufficient in all. The sports, music and arts teachers may not be present in all schools. The system allows schools to organise recreational and ECA with their own resources.

The EUTF Syria support to education has improved the physical infrastructure for sports, music and arts classes in the newly built and renovated schools.

The Building Tomorrow Project has provided training on psychosocial support teachers recruited to teach Turkish and has organised extra-curricular and recreational social cohesion activities.

The primary education students met during the field visits have expressed that the facilities in the newly build schools are better compared to their former schools, sports, music and arts teachers were assigned to those new schools and the classes and they had more fun in the new school.

Lebanon

Lebanon's formal education system is structured into two shifts: the morning shift, primarily attended by Lebanese students, and the afternoon shift, designated for Syrian refugee students due to space constraints. This system has inadvertently led to a non-inclusive formal education environment.

The EUTF Syria has played a pivotal role in advancing inclusive education in Lebanon, particularly through its support in shaping the national policy on inclusive education for children with special needs in Lebanon adopted in 2018 and implemented in 30 schools all over Lebanon.

This milestone ensures equitable access to education for all students, including those with disabilities and marginalised groups. By working in close collaboration with the MEHE, EUTF Syria has helped implement key initiatives aimed at improving inclusivity in the Lebanese educational system. One of the significant achievements under EUTF Syria's support was the development of SOPs to guide inclusive education practices. Teachers received specialised training through the Centre for Educational Research and Development (CERD), enabling them to better support students with learning difficulties. The initiative also introduced Individualised Educational Plans (IEPs) to cater to students' specific needs and deployed paraprofessionals in public schools to assist in service mapping and the distribution of assistive devices. These measures have led to a substantial expansion in the number of inclusive schools, growing from 30 to 117, with 97 operating during the morning shift and 20 in the afternoon. EUTF Syria-funded projects complemented one another, with initiatives such as Back to the Future (BTF) providing holistic teacher training in Child Protection (CP), PSS, and Social and Emotional Learning (SEL). Within Haqqi consortium, partners also contributed to inclusive education by rehabilitating schools to accommodate children with special needs. Save the Children played a crucial role in facilitating the distribution of assistive devices and service mapping, while UNICEF focused on case management and referrals, creating a robust and interconnected support system. This is directly in line with the EUTF Strategic Outcome Framework 2021, indicator on school offer on inclusive education of public schools proposing inclusive education).

For youth enrolled in BLN programmes, both Lebanese and Syrian students, including boys and girls, have benefitted from a vocational training.

The EUTF Syria projects significantly supported inclusivity in public schools through the adoption of the national policy on inclusive education for children with special needs and a training programme on inclusive education prepared by CERD and the St. Joseph University was developed to equip teachers with the necessary skills to foster inclusive classrooms. During the interviews, one senior officer at MEHE expressed concerns regarding the high cost of training provided by CERD, emphasising the need for negotiation to ensure cost-effectiveness.

The Department of Orientation and Pedagogical Supervision (DOPS) played a critical role in following up on training implementation and providing ongoing coaching to teachers. Additionally, a team of paraprofessionals was deployed across public schools, offering rotational support to teachers. Sustaining funding for these team members remains essential for the continuity and expansion of these services.

Lebanon has made significant strides in promoting inclusive education, largely due to EUTF Syria's involvement. However, sustained efforts and long-term investment are required to address persistent challenges and ensure that all students, regardless of their background or abilities, have access to quality education.

Partners such as Haqqi and BTF have provided robust training programmes on inclusive education, equipping teachers with strategies to support students with learning difficulties. CERD has been responsible for conducting training sessions in public schools, yet there remains a lack of comprehensive documentation on the specific content and methodologies used in these training programmes, particularly in psychosocial support (PSS). This gap highlights the need for better transparency and evaluation of training effectiveness. Significant progress has also been made in improving accessibility in public schools for students with special needs, with support from international non-governmental organisations (INGOs).

Despite the notable progress made, several challenges persist.

One of the primary concerns is the integration of PSS and recreational activities into the curriculum. There is also a need for the continued implementation of CP policies, the expansion of inclusive schools, the consistent payment of paraprofessional salaries, and enhanced support for schools in incorporating accessibility features. While international partners continue to support teacher training, there is room for improvement in both effectiveness and coverage. This is visible in preparing a comprehensive training package for all public-school teachers covering CP, psychosocial support and inclusive education.

Over time, Syrian refugee families have increasingly recognised the value of enrolling their children in Lebanese public schools, particularly due to the official examinations provided by the Ministry of Education.

However, some tensions persist between Lebanese and Syrian students within public schools. School administrators have actively worked to address and mitigate these issues, fostering a more inclusive and harmonious learning environment. This also relates to flagging any sort of discrimination, including verbal or physical abuse by the teachers. With continued collaboration between international partners, the Lebanese government, and local education stakeholders, the future of inclusive education in Lebanon can be further strengthened, ensuring that all children receive the education they deserve.

Success story:

The most prominent success story is the adoption of the national policy on inclusive education and the scaling out of the inclusive schools and the training of the teachers in the public schools. By the time this study has been prepared, the number of public schools which have adopted policy on inclusivity is 130 (initially 30).

Jordan

EUTF Syria funding has significantly contributed to inclusive education in Jordan, ensuring that Syrian refugee children, vulnerable Jordanians, and marginalised communities have access to quality education.

The initiatives have targeted school infrastructure, teacher training, psychosocial support, and alternative learning pathways to foster inclusivity. Professional Standards and Competencies for Inclusive Education in Teacher Training were upgraded within the AAI 2.0 support (as per EUTF Strategic Outcome Framework 2021, indicator on inclusive education policy, indicator on school offer on inclusive education of public schools proposing inclusive education and indicator on alternative learning framework).

EUTF Syria's interventions have contributed to inclusive education in three main ways. The EUTF Syria projects have expanding school access for Syrian refugees and host community children through formal and NFE pathways. Special educational programmes have been supported targeting children with disabilities, Dom community members, and girls at risk of early marriage. Improved infrastructure and accessibility ensured safer learning environments. This has achieved significant impact with more than 34,000 children benefitting from improved school facilities in refugee camps, with overall 87,000 vulnerable children and youth, including marginalised groups being served in Makani centres.

EUTF Syria has implemented various measures to sustain inclusive education.

Through Teacher Training in Inclusive Pedagogy, Syrian refugees received training as incentive-based volunteers (IBVs) to assist in teaching and student support. UNICEF conducted workshops on CP, gender-sensitive teaching, and special education methods. More than 46,000 individuals received mental health and psychosocial support (MHPSS) through structured school and community-based programmes. Schools introduced peer support networks and school counsellors to help children cope with stress and trauma. In addition, protection rails were installed in 9 schools, textbooks and assistive learning devices were distributed to children with disabilities and guidelines for school accessibility were developed and adopted by the MoE.

When analysing factors that influence Inclusivity in learning environments, there are inclusive factors such as increased female participation in learning programmes, with over 50% of participants in Makani centres being girls. One prominent inclusive factor is cultural sensitivity training for teachers, leading to improved integration of Syrian and Jordanian students. Finally, ECA promoting social cohesion (e.g., sports, arts, STEM education) are seen as inclusive as they bring host and refugee community together, where larger number of children can enjoy with their parents and relatives in a relaxed and friendly atmosphere. This is where most of success stories can be found.

Non-inclusive factors are segregated double-shift school system, which separates refugee children from host community students; discrimination and bullying affecting marginalised groups, including Dom children and children with disabilities as well as overall tendency towards high dropout rates, particularly among Syrian boys in secondary school due to work.

When examining integration/segregation models between refugee children and host communities children, the issue of one shift/ two-shift system is at the core of segregation of refugees in host communities. While double-shift system increases enrolment capacity, it can inadvertently reinforce segregation, increasing isolation of refugee students. Many Syrian refugees still attend afternoon shifts, separate from Jordanian students. The EUTF Syria funding has been used on integration of refugee children into public education also in terms of building schools which then abandoned double shifts. Although decreased, segregation persists due to overcrowding, which creates tensions and conflicts. In such schools resources are stretched thin and these tensions can arise from competition over limited educational resources, differences in cultural or national backgrounds, and issues related to integration and social cohesion. Schools that managed to integrate students in single shifts often reported stronger social cohesion. Still, the double-shift model remains widespread in urban areas with high refugee populations, which poses continuing challenges to fully inclusive classroom environments.

The most visible integrated schooling model is the Makani centres, bridging formal and NFE, supporting refugee integration into public schools. ECA facilitated friendships between Jordanian and Syrian students.

With regard to promotion of teacher training in inclusive pedagogy, there are specific initiatives aimed at improving teachers' abilities to manage diverse classrooms. This includes training in special education needs, managing mixed classrooms of refugee and host community children, and delivering psychosocial support to students. For example, teachers received training in delivering psychosocial support to help them address the psychological and emotional needs of students. This includes managing trauma, fostering a supportive classroom environment, and identifying signs of distress among children who may be affected by displacement, conflict, or other social issues. However, the continuous need for such training indicates that while promoted, the scope and reach may need further enhancement to meet all needs effectively.

Improvements have been made in physical accessibility through infrastructure upgrades such as the installation of ramps and adapted washrooms. However, challenges remain in older buildings and rural areas where modernisation has not been fully implemented. There has been a noted improvement in the availability of auxiliary devices and accessible learning materials, particularly for students with disabilities. Efforts include the distribution of adapted textbooks and educational tools that cater to various learning disabilities. However, the scale of coverage for children with significant disabilities remains comparatively lower, reflecting national-level resource and policy limitations.

While significant efforts have been made to prioritise marginalised children, including those with disabilities, migrants, girls, and ethnic minorities, gaps still exist. Programmes specifically targeting these groups have been implemented, but consistent and widespread access to these tailored services is not yet fully realised, indicating a need for ongoing focus and resources.

The perception among refugee communities towards public schools is mixed, but often positive. While many appreciate the access to education as a critical resource for their children's future, concerns about overcrowding, resource limitations, and instances and fear of discrimination (and bullying) affect their overall perception. Additionally, cultural and language differences sometimes lead to a sense of exclusion or misunderstanding within these educational settings. In general, parents from both Syrian and Jordanian backgrounds appreciate expansions in schooling capacity. However, frustration can emerge if local resources (including teachers, budget for materials) seem diverted from Jordanians to Syrians, or vice versa. EU-funded programmes often accompany these expansions with awareness sessions or community-building activities to reduce mistrust.

Discrimination based on nationality is reported, particularly affecting Syrian refugees. This discrimination can manifest in different access to resources, segregation within educational settings (such as through the two-shift system), and social stigma that affects the integration and educational experience of refugee children. Many children confirm positive experiences when staff actively fosters mixed-group activities and address conflicts quickly.

Opportunities for access to recreational and extra-curricular activities, as well as psychosocial support, are designed to be inclusive.

Programmes often target both Jordanian and refugee children, aiming to foster integration, support mental health, and provide diverse educational experiences. These activities have been critical during the COVID-19 pandemic, helping to mitigate the impact of school closures and maintain social connections among students.

Success stories:

Participants in extracurricular programmes frequently speak about how these activities expand friendships and shift negative perceptions between Jordanians and Syrians. ECAs suggest how simple recreational sessions can evolve into safe spaces for bridging social divides, building confidence, and fostering new friendships across different backgrounds.

The Makani centres have helped integrate Dom children into formal schooling. Principals and teachers received targeted training, and Makani facilitators acted as “shadow teachers” to support Dom children and ease their transition. This led to lower dropout rates among this marginalised community and improved acceptance in schools.

2.4 SQ4: Have EUTF Syria-funded projects for school support, including infrastructure, led to an improvement in the framework conditions for education in the three partner countries?

SQ4 aims to examine how the improvements in school infrastructure led to overall improvement of access to education and improvement of learning environment; it is planned to find explicit links between improvements of learning environment and learning achievement.

Summary response: All three partner countries have leveraged EUTF Syria support to enhance both the physical and human resource capacity of their education systems, focusing on reaching Syrian refugees and vulnerable host communities. While in both Türkiye and Lebanon emphasis was on school renovations and expansions, in Jordan new schools have been built.

Infrastructure improvements, from building new schools and classrooms to installing solar panels, have been core in each context, offering safer, more inviting learning spaces that boost attendance and motivation. Provision of training for maintenance of newly built schools and classrooms have been also included. Additionally, school support has been reflected in provision of opportunities for teacher training that have enabled teachers to better accommodate diverse learner needs. In each setting, a holistic approach combines upgrades in school facilities with staff development. This blend promotes not only higher enrolment and retention rates but also more positive attitudes among parents, students, and teachers. Flexibility to adapt to changing conditions, such as economic crises or the COVID-19 pandemic, allowed initiatives in all three countries to revise budgets and targets, including defining new targets, to respond to the emerging challenges.

Türkiye

The EUTF Syria projects in Türkiye led to improvements in the framework conditions for education in Türkiye through infrastructure improvements, building human capacity for project management as well as professional competencies of education professionals.

At the initial phase of the Syrian influx, interventions aiming at increasing capacity in schools through improving physical infrastructure were clearly the favoured mode of intervention by MoNE. Increasing needs for physical infrastructure was already a priority in the Turkish Education System to reach the target for around 30 children per classroom. The need for additional capacity increased with the Syrian influx especially in the provinces densely populated by SuTPs. While responding to the needs of the emergency situation, school construction projects were fully in line with the strategic priorities of Türkiye.

The collaboration within the framework of EUTF Syria projects have strengthened the institutional capacity of MoNE through: improved and increased physical infrastructure of non-formal and formal education facilities to support the enrolment of school aged children in formal education and to provide technical and vocational education for improved livelihoods; increased and improved human capacity in the education system through training and recruiting teachers and other support staff, and provided financial and material support for students to facilitate their enrolment and attendance and achievement.

The projects in the study sample have: led to an increase in the number of schools/classrooms, improved learning environments through renovations, refurbishment and equipping schools and classrooms, arts and sports areas, libraries, increased savings from energy, an increase in the capacity

of PEC and TVET teachers for teaching Turkish as a second language, delivering on-line training, providing psychosocial support and operationalising the new workshops in the technical and vocational high schools and provision of financial and material support for students.

This study has found that MoNE General Directorate of Construction and Real Estate already had well-established norms and standards as well as standard designs for different types of educational facilities.

MoNE has its own procedures when preparing a project, during which they consult the provincial directorates, and occasionally parents. And, implementation is always carried out with the intervention of consultants, supervision, preparation of design and tendering documents, and site selection. However, the experience within the framework of Syrian Response, including the EUTF Syrian funded projects, has introduced the General Directorate with the rules and procedures of international funding institutions. During the implementation of construction projects by KfW and World Bank (WB), the General Directorate was supported with additional human resources, thus enhanced the capacity for managing projects by IFIs.

The interviews with the IPs of school construction projects revealed that the General Directorate has gained experience in tendering procedures which are important for actions by IFIs, but also in the implementation of IFI standards for OHS and environmental issues leading to a significant improvement about the work on site. Due to increased capacity in tendering and managing IFI projects, the MoNE General Directorate of Construction and Real Estate is reported to have also become a suitable partner for cooperation with IFIs in the future.

In addition, MoNE personnel received training on energy efficiency and solar PV installation management including a dedicated specialist from the department services within the PIUs. However, school staff who underwent training indicated that they have not developed sufficient capacity to undertake maintenance responsibilities.

Improvements in school infrastructure are a major and successful strategy of the EUTF Syria-funded projects in Türkiye.

Within the framework of projects T04.25, T04.32, T04.82 and T04.116 (not part of this study sample), infrastructure of a total of 226 schools and other educational facilities were renovated, refurbished and further equipped, including 10 light steel constructions built in the earthquake area.

Improvements in physical infrastructure were effected through building new schools, renovating classrooms, setting up and equipping vocational training workshops, improving energy efficiency of schools, improving and equipping arts and sports areas, libraries, open spaces, toilets etc. School buildings were rehabilitated through installation of roof-top solar panels coupled with implementation of energy efficiency measures in schools. Interventions, while improving the learning environments and reducing the costs of providing education services, were in line with the strategic priority of Türkiye for green transformation.

Based on prior experience and academic studies, the major assumption at the design stage was that new/ renovated/ refurbished schools, improved hygiene standards, would encourage students, parents to enrol and attend education activities. The EUTF Syria education support led to overall improvement in access to education and increase in the quality of learning environments and opportunities. The findings of this study verified that infrastructure improvements have led to positive changes in the attitudes of students, teachers and parents towards education. Both the teachers and headmasters as well as the children in schools visited during the field study in Gaziantep and Şanlıurfa expressed an increased learning motivation, high level of attendance and improving relations with parents.

The EUTF Syria funded projects infrastructure projects were conceived in cooperation with the MoNE at the central level.

The school teachers and children are the final beneficiaries of the outputs of these projects. The observations of the field study revealed that the end beneficiaries are satisfied with the new/ renovated schools.

All EUTF Syria interventions were planned to support the access to education of Syrian children and vulnerable host communities. The physical infrastructure projects in the study sample were designed using the input from provincial education directorates on identifying the neighbourhoods where the schools would be built and finding appropriate plots for the construction and selecting the beneficiary school for renovation. Project provinces and schools as well as construction sites were selected in the districts and neighbourhoods that are densely populated with SuTPs who, in general, live in the disadvantaged neighbourhoods.

With regard to support in capacity-building, teachers were trained in delivering online training, along with providing laptops to TVET students, which positively impacted beneficiaries by broadening access to online learning. Teachers recruited under short-term contracts reported satisfaction with the training according to the project reports; however, it was unable to interview them during field visits. Notably, the sampled projects offered no additional technical assistance beyond pre-service and orientation sessions for the teachers and other recruited staff.

Lebanon

The EUTF Syria's holistic approach to supporting schools has focused on both infrastructure and human resources, yielding positive results in the schools.

Despite economic challenges, efforts were made to improve facilities, such as upgrading playgrounds and gender segregated toilets, creating safer and more pleasant environments for students; also by solarising schools and providing solar panels, generators, tablets, and computers to enhance digital learning and connectivity bundles. However, due to the economic crisis the Lebanese lira lost its purchasing power thus creating delays in the rehabilitation of the chosen schools.

After ten years of the use of the public schools (PS) in double shifts, which amounts up to 12 hours per day, the schools are run down, the physical and human resources are in need of support and this is why the support provided from the EUTF Syria projects was vital. Lebanese government is not capable of allocating any budget to the PS, leaving them to the donor's projects.

In terms of capacity building, extensive training for teachers in NGOs for the NFE programme was conducted. The training package included PSS, CP, SEL, classroom management, and pedagogy. Those packages were standardised among consortium partners and were conducted internally from the existing staff with follow up and coaching sessions.

This holistic approach where the building renovation was coupled with the teacher training allowed the students to come into a more welcoming and safe space and was conducive to a more relaxed atmosphere, where children can thrive and learn.

As for public schools, the Centre for Educational Research and Development (CERD) handled teacher training, a senior officer at MEHE raised the concern regarding the cost of the training citing that "donors should negotiate the cost to allow a better usage of the funds", covering a bigger number of teachers trained.

Digital platforms, like Tabshoura, created by the Lebanese alternative learning (LAL) an NGO which offers the Lebanese curriculum through interactive games, and Madrasati, the official CERD – MEHE platform, that offers the Lebanese curriculum online, allowed students to continue their education during the COVID-19 pandemic by enabling offline learning. Both platforms need one-time connectivity and then the student can work offline. However, availability of electricity to charge the tablets or phones, as well as a connectivity bundle, was a challenge for most families.

Teachers trained by NGOs in NFE centres and who also teach in the second shift of the public schools transferred their knowledge to public schools, benefiting a broader student population.

The skills and tools taken from the NFE training were applied in public school classes. Furthermore, 85 public school teachers and 1,500 students were trained on the use of the Madrasati platform which supported offline learning, although additional training is required to introduce it to more teachers and students. When interviewed about the quality of the training and material provided, teachers in NFE programmes voiced their satisfaction with the training they took, as well as the material available for them in the centres. They felt that the training and the quality of classes in NFE centres is at the same level as in the private schools in the area.

With regard to the overall technical assistance provided, it has been flexible. The most needed technical assistance was in online teaching since COVID-19 pandemic was sudden and only few teachers had the knowledge of it. Teachers resorted to online teaching, creating new content as well as using the Tabshoura and Madrasati platforms.

Finally, when interviewed, a public-school principal was elated at the fact of being able to renovate an old theatre: it was “a dream come true for us” to have this theatre functional where students could enjoy extracurricular activities.

EUTF Syria funded the training of public-school teachers; however, MEHE still needs support in training and capacity building, to create robust training packages that should be part of the capacity building of all the public schools’ teachers.

Jordan

Improvements in school infrastructure, especially in refugee camps hosting Syrian children – have helped create safer, more accessible, and more conducive environments for learning, thereby increasing enrolment and retention.

In several EU-funded programmes (often under the Accelerating Access Initiative - AAI), newly built or rehabilitated classrooms, libraries, laboratories, and better water/ electricity connections alleviated overcrowding and improved students’ day-to-day experiences. New shaded areas, multipurpose rooms and proper fencing, made schools more attractive for students which has been confirmed during the school visits. For example, adding library and lab facilities (or simply ensuring lighting, heating/ cooling, or adequate maintenance) promotes more regular attendance and reduces dropout rates. Expanded, safer infrastructure in camp schools led to a steadier school attendance and prevented further deterioration in enrolment despite the socioeconomic strain on families.

Beyond simple physical access, improved infrastructure has a direct impact on the overall learning environment. Schools connected to electricity and equipped with IT or science labs enable teachers to use more interactive methods, while libraries offer resources that can cultivate children’s reading skills and creativity. EUTF Syria-funded interventions provided children with better-maintained facilities (e.g., with dedicated labs or sports/ activity spaces) which led to children being more engaged, had fewer absences, and participated in after-school activities that enriched their learning progress and social

development and boosted their motivation to learn and thus their achievement overtime. Some constraints still persist, such as extreme temperature conditions in some cases and limited internet access in refugee camps.

Explicit links between a better learning environment and improved learning outcomes can be seen in reduced dropout rates, stronger attendance, and higher engagement in class activities.

For instance, when schools provide dedicated spaces for practical lessons in science or technology (e.g., robotics clubs, STEM activities), children report improved critical thinking skills and deeper subject matter interest. Similarly, safer and more organised spaces reduce bullying, vandalism, and teacher–student tensions, all of which undermine academic performance. Training teachers in using new facilities – for example, how to run science experiments or coordinate group projects in a well-equipped classroom – further amplifies these benefits, leading to stronger learning gains.

Capacity-building support for schools, teachers, and administrative staff took many forms. In one initiative, 295 principals, teachers, and caretakers were trained on facility management, learning how to plan maintenance, produce clear reports, and properly allocate small budgets. This helped them quickly address minor repairs and keep the environment safe and child friendly. In another example, the training of school engineers on the “Smart School Maintenance Module” improved the MoE’s ability to respond to requests and coordinate upgrades more effectively. Meanwhile, EUTF Syria funded projects included teacher-development workshops on CP and classroom management, improving teachers’ capacity to identify and prevent violence in schools.

Technical assistance under EUTF Syria was largely designed using needs assessments, including data on OOSC, gender gaps, and infrastructure deficits. Interventions aligned closely with Jordan’s Education Strategic Plan 2018–2022 (extended to 2025) and the Jordan Response Plan, ensuring they addressed national priorities. Flexibility emerged as a critical factor during the COVID-19 crisis: partners adapted to school closures by shifting to remote training or by providing hygiene and safety interventions in newly constructed or renovated facilities. Although some camp-based restrictions (e.g. limited internet connectivity) remained, these programmes generally demonstrated adaptability to pressing or emergent needs, such as bridging learning gaps caused by pandemic-related disruption.

The most useful forms of technical assistance included capacity building for facility management, training on remedial-education approaches, teacher support for psychosocial and violence-prevention measures, and data-gathering to inform policy and budget decisions.

Teacher training that addressed specific challenges, such as large class sizes or stress management, also had a discernible impact. Similarly, supporting digitalisation – for instance, by supplying tablets, improving labs, or training teachers to use e-learning platforms – became critical during and after COVID-19 pandemic, but it depended heavily on reliable connectivity. In camp settings, digitalisation was a mixed experience because many schools lacked direct internet access; nonetheless, teachers in some cases used personal phones to share resources, demonstrating the high demand for digital solutions.

Where connectivity and equipment were available, digitalisation helped students continue learning during lockdowns and enhanced teachers’ preparation. Beneficiaries in pilot STEM and e-learning initiatives reported improvements in critical thinking and overall motivation when exposed to hands-on or tech-based lessons. However, persistent infrastructure constraints and limited internet often curtailed the full potential of digital tools in refugee camps. Even so, these innovations sparked interest among students and helped teachers refine their instructional strategies.

Support to teachers and schools have translated into improved educational quality and safety.

Support to teachers—be it in training on child-friendly teaching methods, new curricula, technology use, or remedial lessons—positively affected their work. Teachers felt more confident addressing overcrowded classrooms, reported a better grasp of student-centred activities, and in some cases coordinated with newly trained “incentive-based volunteers” to manage large classes more effectively. This collaborative model alleviated teacher workloads and allowed for more individualised attention, improving class discipline and reducing dropouts.

Support for schools in areas such as assessments, operational costs, construction, and rehabilitation often came through multi-donor initiatives. For example, pilot programmes introduced minimum standards for facility management, or set up new structures (e.g., shaded play areas, improved water/sanitation) that addressed key health, safety, and comfort issues. However, “greening” measures like planting trees around camp schools were hindered by security or resource constraints, while solarisation also faced site-specific hurdles. In many cases, facility upgrades translated into improved safety, teacher satisfaction, and child well-being, even if broader systemic issues – such as large-scale overcrowding – remained challenging.

Finally, bottom-up, needs-based support was apparent in the co-design of extracurricular activities, the involvement of communities in facility maintenance committees, and the direct engagement of parents’ groups. Programmes like “Sports for Development,” “We Love Reading,” and local arts or STEM clubs all included feedback loops from local volunteers, teachers, and students, ensuring these interventions met practical needs. This inclusive approach led to stronger ownership at the school and community levels, which is vital for sustainability and the long-term impact of education projects.

Success stories:

Some teachers who joined capacity-building trainings in facility maintenance also reported tangible shifts in their daily work, including how they can apply initial maintenance or else identify the problem and communicate with a contractor, which saves time and allows his school to quickly handle day-to-day issues without protracted delays.

Principals, in interviews, highlighted how staff grew more collaborative after receiving training. This ownership makes the school environment cleaner, safer, and more welcoming for learners, contributing to a better experience.

In Makani centres children and parents often express appreciation for the supportive environment and the chance to gain new skills. Beneficiaries credit these centres for preventing them from falling behind due to family hardships, or for helping them to develop confidence through life skills sessions. This, in turn, mitigates the risk of school dropout.

In contact with final beneficiaries, it was evident that beyond improving infrastructure or supplying materials, interventions that prioritise psychosocial well-being, social cohesion, skill-building, and practical knowledge can transform how children, families, and educators experience education. It is clear that a safe, nurturing, and dynamic learning space - whether in formal schools or in Makani centres - helps individuals overcome barriers, advance in learning and cultivate positive relationships in their communities.

2.5 SQ5: How can cost effectiveness and cost efficiency of EUTF Syria-financed education measures be perceived for the three partner

countries (formal/ non-formal/ higher education)?

SQ5 aims to examine whether there are examples of clear cost-efficiency and cost effectiveness of EUTF Syria education measures and how visible they are and what are the obstacles in formal and NFE. Note: higher education is not to be covered.

Summary response: All three partner countries share a heavy dependence on external funding, while cost-efficiency and cost-effectiveness are difficult to measure due to rapidly changing economic contexts, short project timelines, and limited reporting on per-student or per-activity spending. In all three countries, project budgets often rely on unit-cost calculations derived from previous experiences, but volatile conditions, such as inflation and currency fluctuations (Türkiye and Lebanon), and unforeseen crises (COVID-19, earthquakes in Türkiye), frequently force budget revisions and project extensions.

The major challenge in planning and implementing construction projects and managing works contracts in Türkiye is the difficulty in aligning nationally mandated construction rates and real market prices. Lebanon experiences wide variations in per-student costs among IPs, including teacher salaries and programme expenses which vary significantly between international NGOs and local NGOs. Despite notable successes in flexible fund allocation and direct teacher payments in Lebanon, the economic crisis drives up costs, making even small cash allowances insufficient for many families.

While both Jordan's and Lebanon's double-shift schooling for refugees can be cost-efficient initially, it raises concerns over the quality of classroom hours and teacher burnout; compared to Türkiye's relatively large public education system which accommodates the majority of refugees. Lebanon's economic instability intensifies cost uncertainties, while Jordan achieves somewhat more stable budgeting through mechanisms like budget support and pooled funds.

Türkiye

Calculation of cost-efficiency and cost effectiveness is possible only after the implementation. This implies that unless specifically planned at the design stage, it is difficult to assess the cost-efficiency and cost-effectiveness of an intervention. Although it is highly probable that some kind of a cost-efficiency and cost-effectiveness assessment is possible based on experiences to date, the available documentation does not provide any insight as to how or what extent it featured into the decision-making process.

The findings of the study reveal that almost all projects are planned, using the lessons learned in terms of unit costs from previous projects.

However, it was not possible to find information or data on the cost-efficiency and cost-effectiveness of interventions in either the project reports or during the interviews with stakeholders. All interlocutors indicated that unit costs are used when planning the budget of an intervention and some gave ideas about indicators to assess the cost efficiency and cost effectiveness.

As also indicated by the IPs, planning budgets is difficult. Unit costs of construction projects in Türkiye are bound to comply with the unit rates provided by the Ministry of Environment, Urbanisation and Climate Change (MEUCC). Those rates do not always match the prices in the market.

Furthermore, several unanticipated situations, which can be seen as external shocks, have been experienced between 2016 and 2022.

- Volatile exchange rate impacted the budgets contracted in EU and tendered in TL. The increased costs caused delays. Since quality of the construction cannot be traded for savings KfW has its own methodology for calculating the costs and currency changes.
- COVID-19 caused loss of contacts between project team and the local stakeholders due to shut-down, which lead to delays.
- There were two major earthquakes with serious impact on the project provinces, which lead to an increase in the costs of construction materials and delays in the construction.

One interlocutor described the situation with the words, “Everything that can happen did happen between 2016 and 2022”.

To a limited extent, the same was true for projects aiming at capacity building, education support to students and social cohesion. The budgets are calculated using unit costs for activities based on prior experience and market research. Whether or not these estimated budgets hold true depends on external factors listed above.

All projects in the sample selected for the study in Türkiye had to revise their budget and targets to respond to emerging situations.

In cases where the allocated budget is not sufficient to complete the task, then either the target is lowered or additional budget is requested. In cases where the budget calculated in Euros proved to be higher than the actual costs, either the targets are increased or the extra budget is reallocated to another activity in the project. In cases where interruptions due to earthquakes and COVID-19 were necessary during the life time of the project, extensions were awarded.

Notwithstanding the fact that the education policies in Türkiye tend to change frequently, coupled with the unstable market conditions, and difficulties in planning the needs due to population movements, it is difficult to make any assessment whether it is a cost-effectiveness analysis to feed into policy decisions, or to a cost-benefit analysis to assess the impact on the long term benefits on human resources, and economy as a whole.

Although decisions are made at the central level, the field interviews provide an insight about how the cost-efficiency and cost-effectiveness is assessed at local level:

- The air conditioners in all classrooms are a major advantage in provinces with high temperatures in spring and autumn. Furthermore these classrooms are used to organise national exams held during summer.
- Since MoNE is keen about earthquake resilience measures, schools were used as shelters during and after the earthquakes. There are no showers in schools built by MoNE, and it is not considered necessary by many, but proved very useful in case of the earthquake.
- Although the high-quality materials and technology used in the new/renovated schools is a motivating factor for teachers, students, and parents, all of whom are trying to maintain the investment, repairs may be costly compared to the repair costs of the material used in school built by national resources.
- Compared to the cost of building a new school of similar size using national funds, the cost of the schools is considerably higher for the schools built within the framework of projects.

The EUTF Syria projects in Türkiye are implemented as direct agreements with UN organisations such as UNICEF, UNDP, UNHCR and indirect agreements with the IPs in the sample for Türkiye. The durations of the projects depended on the assignment. Most of the projects started in 2018 and ended in 2022-23, few with extensions until 2024-25. All projects were implemented under the supervision of the relevant MoNE General Directorates at central level and in close cooperation with the corresponding units in the provincial directorates. The projects in the sample selected for Türkiye were implemented with the General Directorate of Construction and Real Estate and General Directorate of Life-Long Education. Human resources, materials and spaces to conduct activities were provided by the national and provincial MoNE directorates. The relevant units at the central and local level allocated the necessary human resources to implement the projects. The land to build new schools was also provided by the government and the projects were implemented in MoNE facilities. The projects implemented in Türkiye did not include any allocations from the national budget.

Considering the need for investments in education to meet the needs of a large group of children at compulsory school age, Türkiye has used several WB loans and technical assistance from UNICEF and other relevant UN organisations.

It is difficult to assess the ratio of input from external resources in the national education system, which receives support from individuals and private companies. However, Türkiye was and continues to be highly dependent on external support to ensure that all children residing in Türkiye can have access to quality education.

It is also difficult to calculate an approximate unit cost per beneficiary, because the documentation made available for the study team is not sufficient to make an average calculation, since the mode of cooperation in the education facilities is not standard:

- There are discrepancies in the quantitative data regarding the outputs.
- The number of students benefitting from the newly built/renovated schools depends on the number of shifts,
- The number of students from different target groups (students of other workshops who share the equipment, VEC students using the workshops once in a week) benefitting from the investment in the TVETs and PECs.
- Calculations for the costs of energy efficiency measures are made using a set of criteria and measurements specific to each school and may not be standardised.

Lebanon

All IPs of EUTF Syria projects covered in this study concurred on their satisfaction with the usage of budgets, as well as commending the flexibility of the donors in the implementation and the use of the budget.

However, one thing to note is that there are discrepancies in teachers' salaries between IPs where INGO pay higher salaries compared to local NGOs.

Cash for Education (CFE): the shifting of cash-transfer assistance from an approach based on enrolment to a modality based on actual attendance showed to be very beneficial and actually appears to have raised the attendance; previously students received cash based on registration and then skipped school; now the payment is based on attendance and any student who is absent for more than 10 days will not get monthly amount of 20 USD. Parents voiced their concern with the 20 USD cash allowance, due to high cost of living; when interviewed parents explained that the 20 USD does not cover for the needs of the children to attend school, resorting to not sending them to school.

During the work on this study, there was a limited availability of cost data, with three projects providing some data about the specific figures per beneficiary. To be noted is the cost discrepancies among IPs: for example, Costs per child in Community-Based Early Childhood Education (CBECE) programmes ranged from 292 to 1042 EUR between local partner and international NGO (INGO) within the same project. The example of discrepancies among partners in provision of their services can be seen in the table below for the Haqqi consortium. Details can be found in the Annex 6.

Based on the end of project report the approximate average cost per beneficiary for the Haqqi consortium is as follows:

BLN	ECE	RS	TVET
EUR 598	EUR 643	EUR 704	EUR 855

A comparison between the IP within the same consortium shows some discrepancies:

	SCI	NRC	NABAD	MAPS
BLN	EUR 993	EUR 664	EUR 439	EUR 297
ECE	EUR 1,042	EUR 596	N/A	EUR 292
RS	EUR 853	EUR 795	EUR 466	N/A
TVET	N/A	EUR 1,086	EUR 623	N/A

Success stories:

Flexible fund allocation and direct payments for teachers and transport providers are at the core of success stories.

UNICEF doubled cash for education beneficiaries from 43,000 to 78,000 during a shortened school year due to COVID-19 pandemic and teacher strikes, reallocating savings to add more beneficiaries and introduce summer school initiatives to fill the learning gaps accumulated due to the closure.

The IPs in BTF utilised budget to invest in educational trips, robotics, and digitisation of the BLN programme in collaboration with Lebanese Alternative Learning - LAL.

Retention support in public schools proved to be highly effective, benefiting both students and teachers. Funds were directed toward public schools' funds, ensuring students continued learning with their own teachers, creating a "win-win" scenario.

Direct payments for teachers and transportation providers minimised bureaucratic delays and ensured efficient fund utilisation. The time was reduced since teachers were paid directly without the intervention of MEHE.

Jordan

The EUTF Syria sample projects in this Study do not specifically or explicitly report on cost-efficiency and cost-effectiveness of their activities or interventions. Therefore, it is not possible to provide measurable data. Nevertheless, it is possible to provide an overview of the thinking perspective of the project teams on cost-efficiency and cost-effectiveness.

EUTF Syria education interventions in Jordan employ multiple financial and delivery models, ranging from budget support to direct grants and contribution agreements.

While most IPs do not present highly detailed cost-effectiveness breakdowns in their reporting, there are indications of cost-efficient approaches—especially in leveraging existing national systems rather than running parallel structures. More specifically, a recurring theme is that EUTF Syria funds are channelled through Jordan’s MoE, along with agreements with UNICEF and other NGOs. This leverages existing schools (often via double-shift or extra classrooms) rather than building entirely new facilities for refugee students, which can reduce overheads in the short term.

Although double-shift schools can reduce infrastructure costs, they face challenges such as fewer teaching hours, difficulty scheduling extracurricular activities, and teacher fatigue, which may affect the programme’s overall quality. Still, from a purely financial perspective, this approach was seen by donors and MoE officials as more cost-effective than constructing new schools, particularly in urban or camp settings.

Some donors have used a pooled-fund mechanism, AAI and AAI 2.0, to share teacher salary costs, school operational budgets, and other overheads. Combining multiple donors’ funds helps reduce duplicative administration. The EUTF Syria, however, has at times provided budget support (untargeted) instead of joining the pooled fund, leading to certain tensions around clarity of expenditure—though the principle of using national systems can be more cost-efficient than creating parallel NGO-run education systems.

Formal public schools, where refugee Syrian children and Jordanian children learn side by side, typically demonstrate clearer cost-efficiency, since capital and salary costs are part of MoE’s mainstream budget. By contrast, non-formal or second-chance education (e.g., Makani centres, out-of-school remedial programmes) often rely on dedicated donor funding. These non-formal programmes can be costlier per student if they require separate spaces, specialised staff, and individualised approaches. Nonetheless, they address a critical gap for children unable to enrol in formal schools.

Among the main challenges in calculating cost-effectiveness are ongoing overcrowding, teacher shortages, and the complexity of operating in camps.

For example, second-shift schooling saves infrastructure costs but can undermine instructional quality. Another obstacle is the MoE’s reliance on repeated external grants for WASH or facility upgrades, as the national budget rarely covers these expansions or emergency measures.

Financial models of EUTF Syria Interventions in Jordan: Under T04.261 (Support to Equitable and Quality Education for Syrian Refugees in Camps), the EUTF Syria provided state and resilience building contract (SRBC) budget support, transferred directly to the Ministry of Finance. This is meant to strengthen national ownership. However, some officials’ feedback indicates that the MoE would often prefer a more targeted or ‘pooled’ funding structure, which ensures a direct link between donor money and education spending. Contribution agreements/ grants to UNICEF (Makani, WASH) are other financial models in EUTF Syria projects (T04.172, T04.245), where funds were channelled via UNICEF, which then sub-granted to local NGOs or directly implemented schooling interventions, capacity building, psychosocial support, etc. This arrangement reportedly provided quicker start-up times for projects but also meant less direct infusion of resources into the MoE’s long-term budget lines. Finally, most EUTF Syria education grants were short to mid-term duration and run for 18–36 months. The short timeframes can complicate the pursuit of “value for money” gains that typically materialise when programmes are sustained and integrated into national systems.

Several interviewees from IPs and the MoE note that there is limited direct government funding for refugees. Jordan’s MoE and the Ministry of Planning and International Cooperation (MoPIC) articulate a political commitment to educating refugees, but the national education budget has not increased proportionally to meet the influx. Donor contributions remain crucial to covering extra teacher salaries,

textbooks, operational costs, and WASH improvements in refugee-heavy areas. Although the government is involved in project design and coordination (e.g., Education Sector Working Group, facility management steering committees), the majority of incremental spending for refugee education (e.g., second-shift staffing, camp facility maintenance) continues to rely heavily on donor financing. There is no indication that the MoE is systematically increasing domestic allocations for these areas.

With regard to national budget allocation for education, the MoE typically receives one of the largest shares of Jordan's national budget among social ministries (roughly 11–12% in recent years, though percentages vary). However, official data do not disaggregate precisely how much is dedicated to refugee education. Many new teachers or extra shifts are financed through donor-funded programmes, not a separate national budget line. Jordan's education system, especially for refugees, remains highly dependent on outside funding to cover recurrent costs (teacher salaries for second shifts) and capital investments (classroom construction, rehabilitation). Observers have flagged concerns about sustainability if donor flows slow down.

When attempting to approximate financial cost per beneficiary, project documents often cite total budgets and overall beneficiary numbers, but do not systematically break down cost per student. For instance, under T04.172 ("Education and WASH COVID-19 Programmes"), the total cost of the action was EUR 35 million (with EUR 21.6 million from the EUTF Syria), supporting various components: 33,000 children in formal education, 8,000 via Makani, plus WASH interventions for 113,000 people, etc. Because these interventions overlap (some children benefit from multiple components) and address different needs, an exact "per beneficiary" cost is difficult to calculate from the available documentation. Also, for example, under budget support (e.g., T04.261: EUR 19.29 million), money is not allocated per learner but rather to the Ministry of Finance. The ratio of total refugee students reached to total budget might give a broad figure, but the official documents do not present that breakdown. This means that cost per beneficiary figures is not consistently tracked in the final reports, but total budgets and beneficiary figures suggest that the interventions, when integrated into government systems or complemented by capacity-building measures, can deliver schooling at a comparatively lower per-student cost than a parallel private or NGO-run system might.

The approximation per beneficiary requires a complex analysis, considering the economic conditions of the country of operation, the announced inflation for equipment and infrastructure to account for nuances such as overlapping beneficiary numbers across components and proportional budget allocations. The World Bank puts the unit cost for a refugee in primary education in Jordan at 1063 USD per pupil/year (Holla, C. and de Hoop, T., 2023).

Details of examples of discrepancies among projects in provision of their services can be found in Annex 6.

Success Stories:

Principals in Mafraq, after receiving training on facility management and cost savings, under an EUTF Syria-financed programme, systematically improved school conditions (like better lighting, small repairs) with minimal additional spending. By organising maintenance committees, they reduced costs for repairs and improved the learning environment. Though a micro-level story, it highlights how capacity building can yield efficiency gains on limited budgets.

In camps such as Za'atari, the MoE and UNICEF used existing school compounds to add or refurbish classrooms with WASH upgrades, shading, and multipurpose rooms. This approach avoided the need for entirely new constructions. Students benefitted quickly from safer and more comfortable spaces, reflecting a measure of cost efficiency under pressing circumstances.

By bundling learning, protection, and life skills under one programme, Makani centres reduced duplication and streamlined service delivery. Several parents and children attested to Makani's importance in bridging academic gaps (for OOSC) while also providing psychosocial support. The synergy among multiple service areas, rather than separate stand-alone projects, can yield economies of scale.

2.6 SQ6: How have political dialogue and partnership developed and proven themselves useful in EUTF Syria-funded education projects in the three partner countries?

SQ6 looks to know how EUTF Syria funded education projects have affected (facilitated or improved) political dialogue and partnerships and how it has affected implementation of the projects. The focus is on institutional support and the level of ownership and resources engaged by public actors and institutions at local and national levels, during and after the implementation.

Summary response: Whether through integrated frameworks (Jordan's AAI), direct agreements (Türkiye's MoNE partnerships), or consortium approaches (Lebanon's BTF, Haqqi, TREF), all three countries leverage structured dialogues that shape how donors and governments collaborate.

While Türkiye's centralised education framework and MoNE's established procedures can hinder quick adoption of new partnership structures, Lebanon's education landscape has seen multi-partner consortia produce successful models. Due to reliance on donor-government synergy, effective project implementation—and thus improved educational services, depends heavily on close cooperation between ministries and implementers, particularly when absorbing large refugee populations. Despite Lebanon's consortia approach and enhanced engagement from MEHE over time, Lebanon faces high turnover (e.g., in its Project Management Unit for NFE) and data-sharing challenges. Each system experiences capacity gaps, frequent policy or administrative changes, and limited national budgets.

In all three countries, projects often need long-term donor commitments for viability, and ministerial structures can be slow to fully integrate new approaches or maintain them once external funds diminish. All three countries have relied on well-structured collaborations with UN agencies, IFIs, or NGOs to absorb large numbers of refugee students, and all have gradually increased ministry ownership. While Jordan engages donors and ministries often pooling resources or budget support, Lebanon also receives extensive donor backing but employs a broader mix of NGO-led consortia and shifting modalities like TREF (Transition and Resilience Education Fund) to address multiple crises. Jordan's government has shown comparatively stronger ownership than Lebanon's MEHE, which struggles with internal reshuffles and data management issues.

Türkiye

In Türkiye, the political dialogue and partnerships between the Government and the IPs were reported, in general, to be constructive.

All IPs of EUTF Syria projects in Türkiye, especially the IFIs and UN organisations have a long experience of working with the Government in general and the MoNE in particular. Nevertheless, the education system in Türkiye has well-established procedures that are not always open to innovations proposed to be implemented by new partnership structures, even if the IP has experience with MoNE at local level, such as the case with CWW. Both the survey findings and past experience of the survey team highlights

the fact that, in Türkiye, UNICEF is in the best position to introduce new concepts, methods and practices compared to other organisations.

The school construction projects within the framework of Syrian response implemented by the WB and KfW are reported to provide learning opportunities for the design, tendering and implementation of IFI projects, which have enhanced the chances of MoNE to establish partnerships with IFIs. The experience at the local level has inspired MoNE provincial directorates to adopt the approach and methods for future interventions and, where possible, to expand the interventions that are believed to be useful for the province. For example, roof-top solar panel are highly appreciated and adopted by the MoNE Provincial Directorate in Şanlıurfa.

Although CWW had prior working experience with local MoNE authorities, the implementation of the EUTF Syria funded project could be initiated only after the partnership structure, the geographic coverage and the description of activities were revised to align with and complement the ongoing interventions implemented by MoNE to increase enrolment.

The partnership structure of the projects in the study sample for Türkiye were simple.

KfW had prior experience and other ongoing projects with MoNE and proved to be useful. The new partnership structure consisting of multiple partners proposed by CWW was not accepted and had to be changed.

The EUTF Syria Education Support is developed as a response to the Syrian crisis, therefore it is a special modality based on international agreements and designed to meet the emerging needs of the education sector. The educational services are planned in line with strategies and investment plans developed at the central level but also affected by frequently changing education policies.

The factors that improved the educational services as a result of EUTF Syria Education Support in Türkiye were observed in infrastructure support and capacity building of education professionals.

No factors caused deterioration in the overall educational services. On the contrary, it helped to maintain the system faced with a significant challenge of accommodating a high number of new students with specific needs.

Lebanon

The implementing consortia have been a blue-print for successful projects. These initiatives have shown that well-structured projects with clearly defined roles and continuous coordination among IP good communication with MEHE were essential ingredients to this success story.

One IP noted that BTF's implementation was over six years, which gave time to BTF to build good relationship with MEHE. According to a senior officer "MEHE matured over time and understood its role". Most IPs expressed the same view about MEHE stating, that they played their role of the partner and duty bearer, and that with time, it showed seriousness and responsibility in decision making. MEHE showed an increased interest in engagement and ownership, better cooperation and coordination, establishing SOP and a curriculum for NFE.

With regards to the Haqqi consortium there was a need to harmonise the tools for monitoring and evaluation, as well the length of the cycle. Some IPs had longer retention support cycles than other IPs within the same consortium.

Although MEHE had a more responsible attitude in regard to the EUTF Syria projects some challenges were visible.

For example, after the closure of the Project Management Unit (PMU), which was responsible for overseeing NFE programmes, the appointment of consultants to fill this gap did not provide a long-term solution. The frequent turnover in the position, led to instability, decision-making was, thus decentralised. Since the closure of the PMU was sudden and dismissal of staff did not allow a proper hand over, this has led to the fear of possible loss of data on all the NFE students that used to be available on the online compilers in MEHE.

Additionally, data management and transparency presented major challenges, as MEHE remained reluctant to share NFE-related data with UNICEF and donors, creating significant tensions and limiting the ability to make informed policy decisions.

Another key issue was the attempt to develop a unified Information Management System (IMS) for NFE students within MEHE, with the support of the BTF partner. It was intended to replace the previous online compiler system with the IMS. However, this effort faced challenges, as UNICEF already had a similar system in place, leading to conflicts over data-sharing protocols. This ongoing lack of cooperation has impeded effective coordination and monitoring of NFE programmes limiting the ability to track student progress and follow up.

When asked, a senior MEHE official expressed her concern regarding the void created at MEHE with regards to NFE, the lack of decision making, as well as the loss of trust. She suggested opening the communication channels, to build trust and to hold MEHE accountable for its decisions.

After these challenges, and as a continuous development of EU-MEHE partnership, the Transition and Resilience Education Fund (TREF) has been developed as a new aid modality to be used jointly with other donors. Following the end of RACE 1 and RACE 2, a new modality was created; to replace them and support the MEHEs 5-years Education sector plan 2021-2025 this new modality includes a partnership between the EU – Germany – UNICEF and MEHE.

The TREF is focused on three dimensions: (1) Funding and Disbursement Modality, (2) Improved Partnership Governance between MEHE, UNICEF and Contributing Partners, and (3) Education Service Delivery and Results. TREF is designed as a Funding Modality in support of priority areas of the Ministry's 5-year ESP 2021-2025 with specific features to address and overcome main challenges associated with international support to education in Lebanon in a nutshell - Rationale and Reforms (January 2023). TREF addresses four interlinked crises: Financial crisis, governance crisis, trust crisis, education crisis. The proposed solution looks robust on paper and asks for several reforms.

As an example of good implementation of TREF, the third-party mechanism (TPM), proposed for the cash for education (CFE) programmes, now pays the students on the basis of days attended at schools. The TPM has been put in place by a Jordanian firm; it does monthly check on the attendance and spot checks to ensure that the attendance reported is accurate. On a different note, TREF mentions the abolition of any formal papers for student registration in public school. Unfortunately, this school year 2024-2025 a new rule asking the Syrian students to have a residency was implemented in the public schools: no child will be registered unless it has a residency, which goes against one of the TREF proposed solutions to address education crisis to address attendance of students to public schools.

Jordan

EUTF Syria-funded education projects in Jordan have solidified partnerships between donors, the MoE, and local organisations.

This political and operational collaboration helps keep refugee education high on the policy agenda, fosters incremental improvements in service delivery, and ensures vulnerable communities benefit from integrated support—especially when funding is sustained and aligned with national priorities.

Political dialogue and partnerships in EUTF Syria-funded education projects in Jordan have largely revolved around close coordination between the MoE, the Ministry of Social Development (MoSD), and the Ministry of Planning and International Cooperation (MoPIC), and IPs such as UNICEF, with the EU Delegation playing a central role in convening policy dialogue. Multiple documents confirmed by interviews with IPs and national authorities highlight the ways these dialogues and partnerships have been fostered and how they have influenced implementation.

Dialogue is driven by the Jordan Compact and the Accelerating Access Initiative (AAI, now AAI 2.0), which set out commitments for all children in Jordan, including refugees, to have access to education. Joint donor coordination through AAI has created platforms for information sharing and harmonisation. Under the AAI approach, donors pool or coordinated resources (e.g. via pooled funds or budget support) collectively engage the Government of Jordan on policy and financing priorities in education. These initiatives open space for regular policy dialogue on key reforms such as double-shift schools, OOSC, budget management, and teacher training.

Building of EU budget support towards the AAI was a strong vehicle of cooperation. EU's coordination and policy dialogue with MoE is being more intense and fruitful than ever before.

Political dialogue has proven useful for ensuring that EUTF Syria-funded programming (e.g. Makani programmes led by UNICEF, or budget support to the MoE) is better aligned with national priorities like Jordan's Education Strategic Plan (ESP) 2018–2022 (extended to 2025). The ESP guides system strengthening, teacher development, and improving access and equity for refugee children. For example, the use of policy frameworks such as the Jordan Response Plan helps ensure that interventions address the most pressing needs, including OOSC and marginalised communities.

Through these joint efforts, more coordinated work with the MoE on key quality aspects like teacher–pupil ratios, teacher training, and school infrastructure in refugee camps have been possible; as well as greater buy-in for non-formal and remedial education programmes supported by UNICEF and others. Although the MoE and MoSD do not finance Makani centres, they acknowledge their importance and cooperate on referrals and other forms of support. As reported, MoSD has included a small budget line which is associated with Makani centres support in the future. Joint efforts in coordination enhanced synergy in large-scale WASH improvements in refugee camps, and better alignment of COVID-19 pandemic responses in schools (such as health/hygiene measures).

Institutionally, the MoE and MoSD have engaged in steering committees and donors, the EU, UNICEF, KfW, and GIZ, have often worked through or alongside government-led education working groups. The MoE's Development and Coordination Unit (DCU) acts as a focal point for donor coordination, though it faces capacity constraints. The resulting ownership is generally strong at the policy level—there is high-level recognition that these programmes are indispensable for refugee education. However, financing gaps remain. The government often states it cannot afford the operational costs of refugee-focused interventions without donor backing, so true financial sustainability by public actors remains limited.

While the government has provided moral support and has integrated many refugee children into the public system, direct public funding remains low. As a result, programmes rely on donors to fund the bulk of operational costs (e.g., teachers' salaries in camp schools, WASH infrastructure maintenance, and operational support to Makani centres). Joint donor–government structures like the Education

Sector Working Group do exist and have improved coordination, but resource constraints within the ministries remain a major challenge.

Impact of political dialogue between EC and national authorities is mostly visible in budget support, fostering policy discussions on budget planning, teacher-pupil ratios, and remedial education.

For example, the EU's budget support to the MoE was tied to the MoE meeting certain performance indicators around teacher deployment and school infrastructure. This approach helps anchor the dialogue in measurable outcomes. It also raises issues of sustainability, with the EU and other donors encouraging Jordan to take more financial responsibility over time, even though Jordan's fiscal constraints remain an ongoing issue.

Factors leading to improvements in educational services are joint planning through AAI, stronger teacher deployment and training, better school maintenance guidelines, integrated services, and synergy with national social protection programmes (e.g. Hajati, Takaful). Factors that led to deterioration of educational services negatively impacting service quality were COVID-19 disruptions on attendance and learning, funding shortfalls, high turnover in government staff, overcrowded public schools, and reduced external financing.

2.7 SQ7: Can findings be drawn from the existing information base about learning outcomes and strategy for learning recovery for the three partner countries, and if so, what are these?

SQ7 aims at finding out whether and to what extent it is possible to identify learning outcomes and strategies for learning recovery.

Summary response: All three partner countries implemented remedial education, psychosocial support, and retention programmes to address learning gaps.

Lebanon emphasised both, public school retention support and NFE programmes to serve OOSC through Basic Literacy and Numeracy (BLN) and Community-Based Early Childhood Education (CBEC E), emphasising teacher-led remedial support, whereas Jordan implemented a dual system, with MoE overseeing formal education and UNICEF's Makani Centres providing alternative support for vulnerable children. Türkiye integrated refugee students into formal schools through Turkish language instruction and inclusion policies, while Jordan combined formal schooling with Makani centres and alternative learning pathways to provide access for marginalised children, in line with EUTF Strategic Outcome Framework 2021, indicator on alternative learning frameworks.

Still, comprehensive, publicly available outcome data remains limited, making it challenging to fully measure improvements in learning achievement. Language barriers impacted learning outcomes. Türkiye emphasised Turkish language proficiency as a gateway for refugee inclusion, Lebanon's French and English-based math/ science instruction posed a challenge, while Jordan faced literacy challenges in Arabic.

Türkiye

The strategies to support learning recovery in primary education in Türkiye were multifaceted:

- Education support was provided to children in the Camps and TECs aligned with the Syrian curricula and Syrian Volunteer Teachers, assuming that the SuTP would return to their country in a short period of time
- As the language was the major barrier for the inclusion of Syrian children to the Turkish Education System, intensive Turkish Language courses, catch-up and back-up classes to improve the language skills and make up for the time spent outside school and/ or to support learning achievement were provided.
- Psychosocial support was provided to overcome the trauma experienced by children.
- Conditional cash transfer was provided for children who are enrolled in school with regular attendance.
- Transfer services to-and-from schools were provided for students.
- Educational materials and stationery were provided for students.
- Activities to encourage social cohesion were organised.

MoNE monitors the achievement of students, shares it with the parents but does not share information and data on the learning outcomes of students. Standard tests to assess learning achievement are not used, except for measuring Turkish Language proficiency. The only the data from international tests such as Programme for International Student Assessment (PISA) and Teacher Information Management System (TIMS) are accessible on-line.

According to the PISA 2022 report conducted by the OECD with the participation of 81 countries, Türkiye has become one of the few countries that have improved in most areas over a decade. As the number of countries participating in PISA increased, Türkiye increased its ranking in all three areas measured (mathematics, science and reading skills), and was above the average of all countries in all three areas. In the PISA 2022 results, Türkiye received almost the same score in mathematics as in 2018, while it achieved a higher score in science literacy and performed lower in reading skills.¹³ In addition, according to the Trends in International Mathematics and Science Survey (TIMSS) 2023 results, Türkiye ranked 2nd among OECD countries in the field of 4th grade science and first among all European countries with its average score in this field.¹⁴

Lebanon

All IPs emphasised the success of the holistic approach adopted by the EUTF Syria in Lebanon.

By supporting public schools through infrastructure upgrades, teacher training, and in-school retention support. As well as registration fees and school material, this approach significantly contributed to improved academic performance in public schools. UNICEF's provision of solar panels and digital tools has also enhanced accessibility to online educational resources. The creation of safe, pleasant learning environments through school rehabilitation, combined with teacher training in CP, inclusion, and child-centred education, has enhanced the perception of public schools among parents and students.

The two main learning recovery plans under the EUTF Syria projects are the retention support during the year where students receive daily help from their teachers in public schools and the summer camp

¹³<https://www.meb.gov.tr/pisa-2022-sonuclarina-gore-turkiye-her-alanda-siralamasini-yukseltti/haber/31837/tr>

¹⁴<https://www.meb.gov.tr/turkiye-timss-2023te-siralamasini-yukseltti-4-sinif-fen-bilimleri-alaninda-avrupa-birincisi-oldu/haber/35662/tr>

implemented by UNICEF and the MEHE aimed to help students catch up on lost learning and prepare them for the upcoming year.

As for the education centres, which offer a NFE BLN – CBECE programmes that include psychosocial support and transportation and ECA (enrichment activities such as robotics, theatre, sports, and digital literacy), has further improved engagement and attendance.

Based on the above interventions, learning outcomes improved. However, during this study no data on success rates or dropout rates of failing students was provided from the MEHE on either elementary or secondary students.

As for the Cash for Education Project, UNICEF reported that 34% of the 5,384 children who were highly absent but received additional support returned to school and completed the school year in 2022. However, in some areas, absenteeism remained high, where follow-up activities were less effective.

During the interviews, public school teachers highlighted the benefits of having students have retention support with their own teachers in the same school. Since classroom teachers are familiar with students' strengths, weaknesses, and the curriculum, this model ensures a more effective learning process. Regarding transportation, students remain at school for remedial classes or retention support, eliminating time lost traveling to external centres.

The summer school is open to every child in formal education in public schools, the programme has an overall focus on building foundation skills in Arabic French English and numeracy, and socio-emotional learning through play-based activities Transportation was also provided.

During the summer of 2021, 53,000 students continued their learning in 330 public schools. According to a UNICEF senior officer the catch-up programme will help children master the curriculum in the coming year. This programme targets the students who were struggling during the academic year. However, concerns remain regarding the need for an early detection system to identify at-risk students. The continuation of retention support (RS) programmes is crucial, as 98% of public-school students require additional academic support to meet grade-level standards. The Haqqi Consortium's RS students demonstrated marked improvements in mathematics, Arabic grammar, self-confidence, focus, and conflict resolution skills. Similarly, BLN students showed significant progress in literacy and numeracy.

According to the Haqqi Consortium's Q4 2023 report, 99.1% of youth improved their employability skills, surpassing the 80% target; 73% of students acknowledged the positive impact of life skills and foundational sessions on their job prospects. However, a need remains for additional foreign language support in public schools and education centres. Since mathematics and science are taught in French and English in Lebanon, language weaknesses hinder students' ability to learn these subjects effectively.

Retention support programmes in public schools have proven highly effective, reducing the number of failing students and minimising dropout rates. However, discrepancies in the duration of RS programmes were noted among different IPs within the Haqqi Consortium, as some did not follow a uniform programme length. While no definitive evidence suggests that a standardised implementation would yield better outcomes, maintaining flexible RS programme structures that align with MEHE standards while addressing students' diverse needs is essential.

Success stories:

A notable success story in learning outcomes was highlighted by the Haqqi Consortium. With regards to the OOSC and youth provided with quality NFE opportunities: 99.7% of children enrolled in Community-Based Early Childhood Education completed the cycle and demonstrated improved learning outcomes; 94% enrolled in BLN classes completed the cycle and achieved a minimum level of literacy and numeracy; and 84.3% of teachers demonstrated quality and inclusive teaching standards.

Another success story from the BTF Consortium was observed during the online learning modality. Some adolescent girls from traditional social and cultural backgrounds, as well as children with disabilities, showed increased attendance, engagement, and academic performance (as reported in Meshari al-Qaa, Baalbek-Hermel Governorate). Additionally, schools and learning centres have now developed ready-to-use contingency plans for remote teaching, which can be employed in the event of future school closures.

Jordan

As EUTF Syria support covers both formal education in refugee camps and complementary services such as Makani centres, it indicates that Jordan's education sector continues to show significant learning gaps, exacerbated by pandemic-related disruptions.

Nonetheless, there are also documented efforts toward learning recovery, especially in foundational literacy and numeracy, remedial instruction, and targeted support for vulnerable populations.

Based on the interviews performed and available documentation, findings related to learning outcomes and strategies for learning recovery do emerge. As discussed during the field visit, there is high percentage of students, in primary and lower secondary grades, both Jordanian and refugee, who perform below grade expectations in Arabic and mathematics, reflecting considerable gaps in fundamental skills, with COVID-19 disruptions cited as a major driver of learning loss. School closures and the subsequent shift to remote modalities left many children (especially in camps) without reliable digital access.

To identify learning outcomes and strategies for learning recovery, several documents are used such as annual EU/ UNICEF final reports on camp school operations; (ii) government-led evaluations (e.g. National Diagnostic Assessment); and (iii) regular monitoring under the Makani programme. These data sources systematically measure attendance, dropout, and basic skill attainment, which form the foundation for designing remedial and catch-up interventions. The MoE has also incorporated findings into its updated Education Strategic Plan, with an emphasis on remedial courses, psychosocial support, and reengaging OOSC.

Recovery strategies that have been implemented with EUTF Syria support are early intervention and remedial education reflected in extra tutoring in BLN, especially for lower-achieving students; teacher training in student-centred pedagogy, digital teaching methods, and psychosocial support; strengthening school environments in maintenance, WASH infrastructure, and safe-school initiatives to help restore attendance and reduce dropout; school- and system-level surveys by the MoE's Educational Quality and Accountability Unit to track improvements and target resources.

Feedback from IPs and national authorities and documentation highlight that primary-level learning outcomes remain weak overall, with a considerable proportion of children not meeting minimum proficiency in reading and mathematics.

Although several interventions (e.g. small-group tuition, homework support sessions) show promise, the data suggests only marginal improvements to date - especially for refugee and Dom community children. The disruption from COVID-19 pandemic has in some cases offset earlier incremental gains. Ongoing efforts (Makani LSS services, reading campaigns, new textbooks) are expected to contribute to gradual recovery, but the progress is still slow.

In secondary grades, there are continued shortfalls in formal exam performance (Tawjihi pass rates for camp students are still below national averages), though there was some stabilisation when schools reopened.

Secondary learners do benefit from additional support, such as remedial test-prep courses and psychosocial activities, but many still require ongoing remediation to address foundational gaps. Meanwhile, recurrent challenges of overcrowded classrooms, teacher shortages, and limited career guidance continue to slow secondary-level achievement gains.

Projects have responded to these challenges by implementing blended learning, for instance the Learning Bridges programme (with support from other donors), which provides remedial content and helps children recover from the losses experienced during protracted school closures. UNICEF's Makani programme has also included learning support services and targeted interventions designed to mitigate these losses, providing an integrated package that includes psychosocial support and life skills for vulnerable children.

Primary enrolment has remained relatively high, but, there are tendencies of foundational skill gaps, meaning that both levels need recovery measures. Although some documents point to a risk that dropout is more pronounced in secondary grades, particularly for adolescent boys, there is no detailed data indicating a concrete improvement in secondary-level achievement. In addition, students in camps interviewed, showed significant motivation for further education and career building, but their learning pathways are limited – their teachers were clear in saying that their career dreams will stay only dreams in the current situation.

2.8 SQ8: What conclusions can be drawn from the given findings, especially with regard to similarities or differences in the three partner countries?

SQ8 is a recommendation-oriented question that aims at identifying conclusions from the findings of the study after analyses of answers to all previous questions. On the basis of conclusions the entry points for further analyses and lessons learned have been formulated. A set of conclusions for each of SQ2-SQ6, per country, have been formulated.

Türkiye

Conclusion 1 (SQ1): Significant impact has been experienced in education infrastructure.

EUTF Syria education support has contributed to the efforts of the Government to provide quality educational services to facilitate the transition of Syrian children into formal education. This has been achieved by supporting their enrolment, attendance and achievement in line with its international obligations. EUTF has, thus, made a significant contribution in the country's education infrastructure and technical capacity in the medium and long term. Despite the rapidly changing conditions, there remains a need for further initiatives to support of the education system to ensure that all children all ages and all nationalities realise their full potential.

Conclusion 2 (SQ2): Despite the broad network of non-formal education (NFE) pathways in Türkiye, reliable data on children's actual transition to formal education remains elusive.

Although several EUTF Syria-funded projects have bolstered NFE by providing academic, psychosocial, and infrastructural support, they generally do not track how many learners ultimately enrol and stay in formal schools. Nevertheless, the framework for non-formal education in Türkiye is extensive and ALP successfully reintegrates refugee children into formal education. These successes emphasise that NFE can be a powerful bridge—especially for vulnerable communities—when adequately funded, well-coordinated, and complemented by robust outreach and data monitoring efforts.

Conclusion 3 (SQ3): Contribution to human capacity on inclusive education to respond to crises situations is evident.

The EUTF support has focused on mitigating the impact of migration flows and ability of refugees and host communities to cope with cultural differences and trauma. Within this framework, capacity building for teaching Turkish as a second language, and provision of PSS to migrant/ refugee children has contributed to increasing teachers' capacities. Taking into consideration the importance of improving Turkish language skills to be able to effectively participate in higher levels of education, the need for further support through advanced Turkish classes and guidance on higher levels of education continue.

Conclusion 4 (SQ4): The experience gained at central and provincial level generated new ideas for future interventions.

The operational capacity of the General Directorate of Construction and Real Estate at central level has improved, through provision of technical assistance and human resources for applying the rules of internationally funded projects. The new schools with high standards and technology, roof-top solar panels and renovation and introducing energy efficiency measures to existing schools are well received and have motivated the students, teachers and parents. It is reported that there are plans to place roof-top solar panels in schools. The support to TVET schools has also made a valuable contribution to the learning environment.

The beneficiary experience has revealed several aspects that may not have been anticipated at the design stage. For example regarding the needs of ensuring the safety and security of students, managing maintenance and repair of the buildings to extend the economic life of the investment, and the comparative advantages of different types of investments in educational infrastructure such as building new schools vs. renovating old schools, low-cost-low-maintenance schools vs. high quality-high technology-high maintenance schools, return of the investment in terms of social and cultural and economic impact of the education investment.

Conclusion 6 (SQ5): Volatile context complicates cost-effectiveness.

Most project designs do not systematically track costs from the outset, so while unit costs guide budgets, formal cost-efficiency and cost-effectiveness assessments are scarce. Unforeseen events between 2016 and 2022—including currency fluctuations, the COVID-19 pandemic and major earthquakes—further strained budgets, delayed progress, and necessitated frequent revisions of targets. Many projects had to extend timelines, seek extra funds, or reallocate surpluses when costs fell below estimates.

Conclusion 7 (SQ6): Longstanding cooperation with MoE eased the introduction of EUTF education support.

While the country's established education system can be slow to accept external innovations, all IPs that assumed responsibilities within the framework of EUTF education support have experience in working with Government and MoNE. UNICEF is a major partner in the field of education. UNDP, World

Bank, KfW, GIZ have extensive experience in working with Turkish institutions in a wide range of development interventions. CWW was already established and active in Türkiye, especially at local and sub-regional level. All of these organizations and UNHCR have undertaken responsibilities in the EUTF response to Syrian Crises in Türkiye. Through the technical support and expertise provided by those institutions, the EUTF Syria Education Support bolstered the education system by upgrading facilities and training teachers, enabling it to accommodate a significant influx of Syrian students without weakening service quality.

Conclusion 8 (SQ3 and SQ7): Positive changes in the attitudes of students and parents towards education services are evidenced.

New, renovated, refurbished schools/classrooms with spaces for play, arts and sport activities, improved heating and insulation have increased learning motivation, improved attendance with possible positive impact on learning achievement and continued education. Parents are observed to be more supportive of education services and the recreational activities have proved useful for social cohesion. However, the number of beneficiaries for social cohesion activities is limited compared to the number of students and schools. Furthermore, the results of these activities on the daily practices in the school environment, especially in terms the violence and peer bullying are not measured. In turn, interventions to create broader impact, especially in terms of ensuring sustained parental support to education and measures against acts of violence and peer bullying in schools, issues that have been raised as problems in the media as well as international assessments.

Lebanon

Conclusion 1 (SQ1): The EUTF Syria projects played an instrumental role in supporting access to formal education for Syria refugees and vulnerable Lebanese.

The EUTF Syria project supported the Lebanese MEHE with long term funding and a wide range of activities from school rehabilitation, teacher training and their salaries and enrolment fees for students and their transportation to schools. Improved classroom and playgrounds allowed access to safe and inviting environments, having the two shifts system allowed a bigger number of Syrian students to enrol, however this causes a lot of strain on the school infrastructure and the school staff working up to 12 hours per day. Despite challenges with attendance, parents understood the importance of formal education and the existence of a certificate in grade 9.

Conclusion 2 (SQ2): Integration through non formal education is evident as well as the difficulties in post-programme pathways and tracking.

EUTF Syria supported NFE programmes allowed thousands of Syrian students at risk of child labour and early marriage to be integrated in education centres offering inclusive, quality education. The MEHE was a partner in drafting the SOP of the programmes and Designing of the curriculum. When asked, parents expressed their satisfaction with the programmes and its importance even voicing their preference for the centres who offer PSS activities as well as extra-curricular over public schools. Teachers in the education centres are trained and are achieving a high level of competence. However, some challenges still exist with the lack of pathways for NFE – BLN students, as well as the tracking of the students once they leave the NFE programmes.

Conclusion 3 (SQ3): Scaling up in inclusive education happened, but not fully due to two-shift system.

The EUTF Syria funding provided for the MEHE allowed them to draft the SOP, train teachers and scale up inclusive schools and deploy paraprofessionals to create a robust support system in the public schools. Service mapping and referral system revealed the need for further scaling up of inclusive

schools and training of teachers. The two-shift system did not allow a full integration of children, since the morning shift is for Lebanese and the afternoon shift is for Syrian children. Further effort is needed to deal with the peer bullying and tensions among students and local teachers.

Conclusion 4 (SQ4): Diverse school support was provided, showing the need for expanding capacity-building efforts.

Investing in school rehabilitation like creation of new playgrounds, as well as WASH and rehabilitation facilities have crafted a safer and more pleasant environment conducive to learning, leading to better attendance and fewer dropouts. Capacity building for teachers, principals and educational supporting staff led to better management of the education premises. Along with the provision of generators, solar panels, internet connectivity in some schools, efforts are still needed to expand the rehabilitation of PS and the training of relevant staff.

Conclusion 5 (SQ5): Despite lack of data on cost efficiency and cost effectiveness, flexible budgeting expanded beneficiary reach.

Formal costing in the public schools and by IPs is not common. Based on the interviews conducted, the use of the budget was efficient and effective. Due to the economic crisis and the devaluation of the Lebanese Lira most projects were delayed. School closures, due to teachers' strikes and COVID-19 pandemic, allowed expanding the number of beneficiaries in the CFE project and the creation of a summer school as a catch up for PS students. Direct payment to teachers and transportation providers also had a positive effect by reducing the time and bureaucracy needed if the payments would have gone through MEHE and banks.

Conclusion 6 (SQ6): The EUTF Syria projects In Lebanon enhanced the political dialogue with the MEHE, who took greater ownership.

This is visible especially with education in emergency situations in regard to NFE programmes by creating SOPs and associated curricula. As per the interviews, the MEHE became an active partner and played its role. However, with the creation of TREF and putting the management of both the public schools and the NFE programmes under the Director General of MEHE and the hiring of the consultant for NFE, due to the big turnover of the consultants, the decision making in MEHE became overwhelmed. The staff of MEHE requires continuous support for MEHE on all levels on aspects such as leadership, management data collection budgeting, and needs to have created a relation of trust and to be held accountable. MEHE feels it lost their decision-making power, due to their total reliance on the funds from donors. However, good examples of consortia in the study sample show that there is a possibility for success stories in this regard, such as in terms of duration, design and the clear roles to create robust programmes (NFE). That said, harmonising the tools and the length of the cycled for NFE classes is still needed.

Conclusion 7 (SQ7): Learning gaps and learning recovery challenges exist.

MEHE with the INGO created multiple ways to fill the learning gap created by COVID-19 pandemic and teachers strikes. One of them was retention support held in NFE centres and public schools, as well as summer schools as a catch-up programme. However, efforts are still needed to fill the gap and review the curriculum and support in foreign language provision for both Lebanese and Syrian students. The latter is urgent to help them understand learning math and science, which are traditionally thought in foreign languages.

Jordan

Conclusion 1 (SQ1): The EUTF Syria has played a pivotal role in funding and sustaining educational services for Syrian refugees and vulnerable Jordanians.

EUTF Syria interventions have substantially improved access to education for Syrian refugees and vulnerable Jordanian children by supporting the MoE with long-term funding and a broad range of initiatives—from infrastructure upgrades and provision of school supplies to transportation and professional development of teachers. Improved classroom facilities, safety measures, and ECA have contributed to increased enrolment and primary school attendance in refugee camps. The interviewees are convinced that the Syrian children have been fully integrated in Jordanian society and that the quality of education is the same in all parts of the country. The deployment of Syrian Assistant Teachers and targeted support for vulnerable groups and marginalised groups (including the Dom community) further reinforced these gains.

Nonetheless, secondary education faces high dropout rates (up to 43.2%), and socio-economic barriers (e.g., tuition costs, early marriage, child labour) as well as issues like overcrowding, bullying, and a double-shift system continue to impede retention in schools and overall quality of learning.

Conclusion 2 (SQ2): Reintegration through Non-Formal Education (NFE) and transitioning from emergency responses to integral parts of national education planning.

EUTF Syria-supported NFE initiatives, such as Makani learning centres, Accelerated Learning Programmes and remedial education, have effectively offered alternative learning routes for thousands of marginalised children, including those at risk of early marriage or child labour. Community acceptance of NFE has grown and it is integrated more explicitly into national education strategies, though visibility remains lower than for formal schooling.

Tracking transitions, awarding recognised certificates, and overcoming economic, infrastructural, and cultural obstacles that hinder older children's reintegration into formal education remains a challenge. Inconsistent teacher training and inadequate learning environments also affect service quality.

Conclusion 3 (SQ3): Advanced Inclusive Education.

EUTF Syria funding has been instrumental in expanding inclusive education by targeting Syrian refugees, vulnerable Jordanians, and marginalised communities (e.g., children with disabilities, Dom community, and girls at risk of early marriage). This has been achieved through infrastructure improvements and teacher training in inclusive pedagogy creating safer, more accessible environments. In addition, initiatives such as culturally sensitive teacher training, psychosocial support, and the use of incentive-based volunteers have fostered integration between refugee and host community children, particularly through models like Makani centres and ECA that promote social cohesion.

However, widespread use of double-shift schooling, ongoing issues of segregation, and persistent discrimination and bullying, high dropout among older boys, and under-resourced schools in rural areas, indicate that further efforts are needed to fully realise inclusive educational environments.

Conclusion 4 (SQ4): Enhanced learning environments through improved infrastructure.

Upgraded school facilities, ranging from new classrooms, libraries, and labs to improved WASH services, have created safer and more conducive learning environments that directly support better attendance, reduced dropout rates, and enabled academic engagement. Training for principals, teachers, and

maintenance staff has led to improved facility management and quicker resolution of infrastructural issues. These efforts, alongside digitalisation and STEM initiatives, have enhanced interactive teaching and learning, especially during COVID-19 disruptions.

Continuing limitations to the full potential of these infrastructural improvements are extreme weather conditions, limited internet connectivity in refugee camps, and persistent overcrowding, calling for further investment and adaptive strategies.

Conclusion 5 (SQ5): Limited data available on cost-efficiency and cost-effectiveness.

While formal cost-effectiveness data is scarce, there are indications that EUTF Syria's use of existing national systems (e.g., double-shift schools, budget support to the MoE) is relatively cost-efficient compared to building parallel structures. However, approximate cost-per-beneficiary figures (ranging from around EUR 60 to over EUR 520) illustrate varied financial efficiencies across projects, with integrated models generally proving more cost-effective than isolated interventions.

Conclusion 6 (SQ6): Strengthened partnerships and political dialogue.

EUTF Syria-funded projects have strengthened political dialogue and partnerships between the MoE, the Ministry of Social Development, the Ministry of Planning and International Cooperation, key IPs such as UNICEF, and the EUD to Jordan. This coordinated effort has enhanced strategic planning in areas including teacher training, school maintenance, and remedial education, while also promoting the integration of refugee education into national budgets. However, public funding remains limited and still depends heavily on external donors. Multi-donor coordination has helped harmonise initiatives in NFE, WASH in camps, and COVID-19 responses. Furthermore, budget support mechanisms tied to performance indicators have encouraged the government to prioritise inclusion, teacher-pupil ratios, and infrastructure, thereby embedding refugee education more firmly within broader policy commitments.

Conclusion 7 (SQ7): Learning gaps addressed and learning recovery promoted.

Despite multiple remedial efforts, post-COVID-19 pandemic learning gaps remain large, requiring continued focus on foundational skills and long-term learning recovery strategies. Continuous, sustained and targeted efforts are needed to enhance learning outcomes, reduce dropouts, and expand access to digital and remedial resources.

2.9 SQ9: Which entry points for possible later in-depth analyses of educational support in the three partner countries can be identified?

SQ9 aims at identifying entry points for later in-depth analyses of educational support. This question covers study interest to identify specific cases, experiences, feedback from final beneficiaries which may not have been covered with previous questions and leaves open door for new, other or previously not identified aspects of support to education.

Interviews implemented and key documentation sources indicate entry points for further in-depth analyses of educational support, their focus and how different stakeholders (students, teachers, principals, and NGOs) experience and implement the various interventions, as well as how these

interventions impact both social cohesion and learning quality. These can generate practical evidence to shape future projects and strengthen overall education quality in partner countries.

Türkiye

The experience gained through the educational infrastructure process has provided an opportunity to assess and compare the cost-benefit, cost-efficiency, cost-effectiveness of different types of infrastructure investments. This can be performed with **social and economic analysis of construction projects**, with a view to mainstream the lessons learned at local level to inform the decision making at central level and planning future interventions at local level.

Analysis of the needs and gaps for TVET can be conducted; as TVET is growing into a major area of priority due to Türkiye's need for skilled labour and having a young population. Currently, the strategies for TVET are reviewed and renewed at central level. Public communication strategies to encourage participation in TVET are developed at the local level. The legal framework for child labour is in line with international conventions, measures to provide educational opportunities to working children (apprentices) as well as children of seasonal agricultural migrant families. However, due to lack of awareness and insufficient capacity there are serious gaps in ensuring labour rights and occupational health and safety measures, leading to interruptions in education to injuries, and even loss of lives. Along with the need for improving and enhancing the physical infrastructure, there is a strong need for ensuring interventions in this field are accessing the young people who are not in Education, Employment and Training (NEET).

Assessment of long-term impacts of early childhood development and pre-school education on SuTP families, have, to date, not been performed. As the main entry points to lay the ground for a good start in life and effectively engage in learning experiences, Türkiye has NFE programmes that target mothers and support the physical, emotional and cognitive development of young children of 0-3 ages. Pre-school education is a critical stage for social development and to prepare the child for formal education. There are public and private pre-schools for 3-5/6 years old children functioning within the framework of formal education system and community-based systems at grass roots level within the framework of NFE systems and pre-school classes in primary schools. There is a strong will on the part of Government to expand the coverage and extend the duration of pre-school education as part of the formal education. Early childhood and pre-school education provides the best opportunity for improving comprehension and speaking skills of a foreign language while socialising with the members of a different culture. Therefore, assisting the families to support the development at early ages and enhancing the pre-school education opportunities for the children of SuTP families is an investment with high returns through increased enrolment and attendance and achievement. Furthermore, any intervention within the framework of non-formal Parent Education Programmes will provide an opportunity for SuTP mothers to improve their Turkish skills as well as social cohesion with the host community.

Assessment of knowledge, attitudes, practices and skills for an inclusive school culture may serve as the foundation for analysing the underlying reasons of social and cultural tensions between refugee and host populations and its reflections on school environment. The social cohesion activities held within the framework of Syrian Response, including EUTF Syria Education Support which is assessed as useful, are planned and implemented as project-based activities with limited mainstreaming and sustainability. There is a growing need for developing a holistic approach to adopt a national policy and a strategy that will empower the individuals and institutions to adapt and promote an inclusive and peaceful school culture encompassing all stakeholders at the national, provincial level as well as at school level.

Lebanon

The potential entry points for future in-depth analyses of educational support in Lebanon can be categorised into several key areas. First, when focusing on NFE and alternative pathways, there is a need to **examine the BLN pathways and advocate with the MEHE for the implementation of alternative routes** like technical vocational training. Strategies should also be developed to enhance vocational training opportunities that can lead to sustainable employment. Second, improving and scaling retention support in public schools is crucial. **An analysis of current retention mechanisms** should be conducted to assess their effectiveness in preventing dropouts. Additionally, it is important to investigate teacher training and capacity-building programmes that contribute to retention in public schools.

Addressing the accumulated learning gap is another priority. Developing strategies to bridge these gaps, through remedial programmes and summer school initiatives, is essential. It is also valuable to identify best practices from other crisis-affected contexts that can be adapted to Lebanon's unique situation. Furthermore, establishing a centralised education data system within MEHE is vital for ensuring data transparency, accessibility, and sharing between stakeholders.

The creation of an early warning system for dropout prevention is also necessary. This could include designing a tracking mechanism to monitor students at risk of dropping out of formal education, as well as developing an integrated follow-up system for NFE students transitioning into formal schooling or technical vocational training.

Lastly, **analysing the cost efficiency and effectiveness of educational projects** should be a key consideration. Conducting cost-benefit analyses of ongoing and past educational projects would provide valuable insights. Additionally, tracking the implementation of TREF, reviewing its current status, and identifying challenges and gaps would further strengthen educational support systems in Lebanon.

Jordan

Comparative case studies of different delivery modalities can be performed, where projects under the Makani programme and other interventions (e.g., remedial lessons, blended learning, and extracurricular activities) suggest exploring the effect of different models, especially in diverse contexts: refugee camps, host communities, and informal tented settlements. In addition, a focused look at how teaching practices evolve in remote vs. in-person settings can be taken, which is particularly relevant following the COVID-19 pandemic school closures (negative effects still being visible) which could yield deeper insight into what works best for learning recovery.

Focus group feedback and beneficiary experiences should be collected more systematically, in addition to Survey Report on Education Quality for 15 Camp Schools (2021, 2022). Since there are consistent positive or mixed feedback from children, youth, and parents on after-school programmes, sports for development activities, and reading campaigns, gathering more detailed narratives can reveal the nuances of what resonates with beneficiaries. Teachers and principals also provided positive feedback on training sessions. Exploring their perspectives further, especially on facility management, teacher capacity building (e.g. how stress and motivation affect instructional quality, alongside strategies schools use to sustain teacher morale: mentoring, psychosocial services, or in-service training), and child-protection training, could shed light on how to strengthen support systems.

Potential areas for deeper analysis include **how (and whether) school-based committees, parents, or municipal authorities carry forward project goals** once donor funding decreases. Budget allocations,

maintenance budgets, and continuing teacher training efforts can provide a lens into how support structures transition into fully government- or community-owned initiatives.

More structured focus on articulating impact on particularly vulnerable subpopulations should be available, on how individual students progress, which components of the interventions matter most (small-group tutoring, digital resources, teacher capacity-building). Dom minorities, children with disabilities, older adolescents at risk of dropout, and OOSC are repeatedly highlighted as priority groups. A more granular view of these populations' enrolment rates, attendance patterns, reasons for dropout, and experiences in Makani or NFE programmes would deepen understanding of effective approaches and ongoing barriers. In-depth field visits or interviews with Dom community members, for instance, could reveal what type of outreach has been most successful in addressing cultural and socioeconomic obstacles.

During the camp visits, it was striking to see the well-articulated motivation of students to advance further in education and become professionals in various fields. It has been repeatedly confirmed by the IPs and experts that there is most probably "no chance" for students to become professionals in the fields they desire, such as lawyers, police officers, doctors, engineers. Further exploring this situation and how it can be turned into a success story, through **scholarships and other incentives** should be explored.

2.10 SQ10: What are the lessons learned about EUTF Syria education support provided in the three partner countries?

SQ10 aims at identifying lessons learned, which will be classified at least according to three groups:

- 1. Policy lessons, primarily addressed to partner governments/ authorities of the (individual) EUTF Syria partner countries; where justified also to the EU for future consideration;*
- 2. Strategic lessons, related to the design of future EU programming of the Syrian Crisis Response, and*
- 3. Operational lessons that address important implementation or performance issues observed in programmes/projects or IPs in the individual EUTF Syria partner countries.*

It is also aimed at articulating factors that should be given greater consideration to enable broader impact, given the unstable environment, as well as in understanding risks and assumptions in particular.

Türkiye

Policy Lessons Learned with Recommendations:

Lesson Learned 1: The Policy Framework in Türkiye is highly central in formal education, but flexible and open to local solutions within the framework of NFE. Nevertheless, the decisions are taken at the central level, in line with the national priorities. It should be noted that, due to their long years of cooperation with MoNE, the UN organisations are in a strong position to work on issues on education policies.

DG ENEST and EUD is recommended to ensure that any financial and technical assistance in the field of Education is designed and implemented in close cooperation with the relevant government authorities and in line with national and local priorities.

Lesson Learned 2: TVET is a policy priority at the central and local levels and is highly relevant for communities with high number of youth with potential to participate in the skilled labour force. Nevertheless, there is room for improvement in terms of the scope, content and quality of the TVET, as well as strict measures for labour rights and occupational health and safety.

DG ENEST with EUD and MoNE are recommended to discuss the options for cooperation in assessing the needs and gaps in TVET services in formal and NFE for different target groups and to develop alternative pathways and communication strategies to encourage and facilitate inclusion of SuTPs and disadvantaged youth in social and economic life.

Strategic Lessons Learned with Recommendations:

Lesson Learned 3: Investments in education infrastructure are the favoured mode of intervention by MoNE. The assistance through improving the physical and technical infrastructure is well received. However, the current situation in terms of infrastructure needs may benefit from a thorough assessment and comparison of different modes of interventions to produce maximum benefits.

DG ENEST, with EUD and MoNE are recommended to ensure that interventions aiming at improving physical and technical infrastructure are based on an economic analysis. This could be achieved by including a component for building capacity in MoNE to conduct economic analyses to guide future planning. In turn this would also ensure an efficient flow of information between the central and local stakeholders throughout the process, with special focus on the design and the assessment of results in terms of quality and impact to render the interventions relevant to local contexts.

Lesson Learned 4: Maintenance and sustainability of infrastructure projects is the responsibility of MoNE and undertaken by the provincial MoNE directorates and school management teams. However, the costs of maintenance and repair work schools built using high quality materials and equipped with high technology electrical and mechanical systems is higher than the costs incurred in conventional schools. In addition, the staff in schools does not have the skills to undertake the responsibility of maintenance and repair work, that are needed to ensure the sustainability of the investment.

DG ENEST/ EUD and MoNE are recommended to ensure that interventions aiming at improving physical and technical infrastructure include activities to build the capacity in Provincial MoNE Directorates to plan and organise maintenance and repair work of new/renovated/refurbished schools at the local level. This could be achieved through developing relevant curricula in the local vocational and technical schools as well as maintenance and repair manual for schools and other professionals.

Operational Lessons Learned with Recommendations:

Lesson Learned 5: Early Childhood Development programmes available in non-formal and formal education are not accessible for parents who are not conversant in Turkish. This result is a missed opportunity for children and parents, who may not be aware of the importance of participating in Pre-School Education.

DG ENEST, with EUD and Directorate General for Life-long Learning (MoNE) are recommended to develop a model with a twin-track purpose to provide parent training for young children and supporting them to improve their Turkish language skills and to cooperate with local governments to expand the coverage of the services.

Lesson Learned 6: MoNE has adapted policies and regulations nurturing inclusive school culture or a “hidden curricula” that is supportive of participatory governance mechanisms in schools. However, there is need for improvement in terms of knowledge and skills that are then reflected in practice.

DG ENEST and MoNE are recommended to assess the current practices and prepare a framework for building physical and human capacity and management skills to adapt the framework into local needs, priorities and conditions. This should include the necessary skills to monitor progress in the quality of relations among stakeholders, in the learning motivation and personal development of teachers and students, overall achievement and the ratio of transition to secondary and tertiary education.

Lebanon

Policy Lessons Learned with Recommendations:

Lesson Learned 1: Policy advocacy efforts should focus on NFE pathways, CP and inclusive schools in all public schools. EU should continue working on strengthening the MEHE by providing targeted support in areas of leadership, management, data collection processes, and training initiatives. This will enhance the Ministry's capacity to implement educational reforms and policies effectively.

EU MENA, MEHE and IPs: Advocate for BLN pathways and vocational training: make sure the pathways are tied with vocational training programmes, ensuring they are accessible and tailored to meet the needs of Syrian students. And tie them to real jobs in the market.

Lesson Learned 2: A flexible and inclusive curriculum that accommodates diverse student needs is necessary to cater for the need of the most vulnerable students with learning difficulties. A regular review of the curriculum fills the gaps accumulated due to school closures.

MEHE should review and update the Lebanese curriculum to address learning gaps caused by the two-year COVID-19 pandemic and teacher strikes. This revision should focus on ensuring that all students are given the opportunity to catch up on missed educational content and skills.

Lesson Learned 3: Programmes that extend beyond two years can ensure good impact (e.g. BTF). Since there is enough time build good communication channels and style, ensured maturity of actions and fine tune the project direction. Long-term engagement of the EU – UNICEF partnership with MEHE and other stakeholders, building on past experiences (such as BTF), allows to build trust and better communication.

DG MENA with EUD: Prioritise projects that have longer implementation period, which would give the opportunity to build trust among IPs and beneficiaries, have more depth and reach maturity and quality relations with teachers and parents.

Lesson Learned 4: Emergency preparedness reduces negative impact on education in cases of military conflict. MEHE needs to be in a position to have education emergency preparedness strategies to respond effectively to crises such as escalating conflict or large-scale displacement (e.g. in October 2024).

MEHE should establish early warning systems to identify students at risk of dropping out. These systems should use data-driven approaches to monitor students' progress.

Strategic Lessons Learned with Recommendations:

Lesson Learned 5: Well-structured projects, with defined roles of partners/consortia, coordination and communication, spreading over several years are more effective and gives more impactful results, during the implementation of multi-partner consortia.

At the beginning of each project implementation, **EUD** should ask IPs for clarification of the roles and responsibilities within educational consortia and establish effective communication channels. Data collection systems and tracking mechanisms and tools should be well-defined and harmonised among the partners to support evidence-based decision-making and enhance efficiency and reduce duplication in projects. Investing in long-term capacity building gives better results than short-term actions: Teachers, school staff, and IPs require continuous professional development to sustain quality education delivery.

MEHE should maintain and expand the use of paraprofessionals with **DG MENA**'s financial support in inclusive education settings to provide additional support for students with disabilities or other learning challenges. Paraprofessionals play a vital role in ensuring that all students have access to quality education.

Operational Lessons Learned with Recommendations:

Lesson Learned 6: Effective data management systems, including tracking NFE students (especially BLN), improve decision-making and monitoring of educational progress.

EUD with MEHE should implement systems to track the progress and outcomes of NFE students. This will help ensure that students receive appropriate support and that their educational needs are adequately addressed. Extend the cycles of BLN programmes and enhance the content to better serve the needs of youth, ensuring that these programmes are relevant.

MEHE, with donors: Address the significant learning gaps resulting from the school closures by maintaining retention programmes during the year and adding summer sessions, designed to help students recover lost learning and stay engaged in their education, for both Lebanese and Syrians.

DG MENA with MEHE: Continue to provide retention support in public schools, particularly for students who face significant socio-economic or educational barriers. This support should include targeted interventions to keep students engaged and on track to graduate.

Lesson Learned 7: Providing safe spaces for children to engage in PSS activities is crucial for their emotional and psychological well-being, as well as extracurricular activities.

MEHE with other donors: Ensure that CP measures and inclusive education practices are promoted in all schools, with the goal of creating safe, supportive, and accessible learning environments for all students, including those with special needs. Parent awareness sessions on well-being contribute to better educational outcomes for children. Feedback of parents is important to be taken into consideration when designing a new project.

Donors: Support Public Schools including funding for rehabilitation and running costs as well as teachers' salaries; direct payment to teachers and service providers (instead of going through MEHE), cuts on time and bureaucracy.

DG MENA with EU: Revisit relationship with MEHE to clearly define their role and decision-making capacity.

Jordan

Policy Lessons Learned with Recommendations:

Lesson Learned 1: Strengthen national ownership and alignment. Reliance on parallel or short-term donor initiatives (e.g., external teacher induction or supplemental remedial programmes) can undermine sustainability.

MoE with DG MENA and EUD: Ensure all interventions are integrated into MoE strategic frameworks and budgets, rather than operating as standalone projects.

Lesson Learned 2: Standardise and scale quality assurance. Tools such as quality monitoring surveys in refugee camps (e.g., Educational Quality Accountability Unit assessments) reveal uneven school leadership, teaching quality, and accountability structures.

MoE: Incorporate consistent standards and monitoring mechanisms nationwide, covering both refugee camp schools and host-community schools, supports more equitable, high-quality education.

Lesson Learned 3: Institutionalise inclusion and equity measures. Despite Jordan's policies on inclusive education, practical gaps remain in targeting children with disabilities, girls at risk of early marriage, or Dom minority groups.

Government of Jordan (line ministries): Streamline existing policies into a funded national action to ensure these vulnerable students consistently receive adequate support (teacher training in inclusive pedagogy, adapted infrastructure, social protection, etc.).

Lesson Learned 4: Maintain focus on foundational learning. National Diagnostic Assessments (NDA) points to widespread learning deficits in early literacy and numeracy.

MoE: Embed structured remedial or catch-up programmes (particularly for Grades 1–3) into formal schooling to close gaps early and prevent cumulative learning losses.

Government of Jordan: Support better coordination across ministries. Overlapping CP, social welfare, and education issues require cross-ministry collaboration (MoE, MoSD, Ministry of Labour) so that challenges like child labour or violence in schools are tackled comprehensively rather than in isolation.

Strategic Lessons Learned with Recommendations:

Lesson Learned 5: In many camp settings, specialised “parallel” services exist (e.g., additional teacher stipends, external organisations offering ECA) complementing government efforts by filling funding or staffing gaps. By offering children broader learning opportunities, and building a sense of community ownership, the result is often a more holistic education experience, where children not only access formal schooling, but also benefit from a stronger support network and richer activities that foster learning and well-being.

DG MENA with MoE: Align refugee-focused and national systems. Support implementation of programmes that align these with national systems, e.g., through standard teacher salaries, integrated school improvement plans, and thus reduce gaps between refugee and host-community schools and lower the risk of duplication.

Lesson Learned 6: Vulnerability-based approach regardless of nationality is an important focus in Makani centres; shift of its management to MoSD is key for the programme success.

DG MENA with EUD: Continue supporting actions which promote ownership. Creating a budget line for ECA in the national budget (linking with National Social Protection System) related to Makani centre is a step forward towards its sustainability.

Lesson Learned 7: Large-scale capacity-building for teachers, especially in inclusive pedagogy, psychosocial support, and foundational literacy, consistently shows a positive impact on learning outcomes.

DG MENA with EUD: Invest in early teacher capacity building. Support structured, in-service teacher education programmes and continuous coaching can significantly improve class instruction and early-grade success.

DG MENA with EUD: Support programmes that systematically fund teacher training, paired with ongoing mentorship, as these can have a stronger legacy.

Lesson Learned 8: Fragmented data systems weaken the ability to track refugee enrolment, dropout patterns, or academic performance.

DG MENA with EUD with other donors: Promote unified data and management systems. Support the MoE to integrate data across host-community and refugee schools improves transparency, planning, and resource allocation.

Operational Lessons Learned with Recommendations:

Lesson Learned 9: Training principals and teachers in basic planning and budgeting and allocating small school-level budgets funds can empower schools to maintain initiatives independently.

Lesson Learned 10: Relying on local NGOs and community volunteers fosters trust, cultural relevance, and continuity, particularly if external funding tapers off. These partnerships can also bolster transition to local or government-financed services over time. Furthermore, ECAs contribute significantly to social cohesion and receive positive feedback from participants, highlighting their value in enhancing student behaviour and engagement.

Donors/ IPs: Support school-level planning and leadership. Support ECAs.

Lesson Learned 11: Tender consultations and clarification meetings ensure that all prospective bidders fully comprehend project requirements and expectations. This approach pre-empts potential delays, aligns stakeholders on clear processes and responsibilities, and ultimately streamlines project execution for more consistent, high-quality results.

Donors/ IPs: Mandate compulsory tender consultations and clarification meetings for potential bidders, and develop comprehensive, phased plans with clear contingency measures (e.g., accounting for extreme weather) early in the process to distribute workload evenly and prevent delays.

Factors for Broader Impact and Risk Management in Unstable Environments:

1. Frequent, real-time monitoring (attendance, retention, and teacher satisfaction) supports iterative improvements and helps detect emerging risks, economic downturns, and health crises early on.
2. Even under crisis conditions, maintaining consistent focus on literacy/ numeracy in early grades mitigates deeper learning losses. Minimally, short diagnostic assessments and remedial classes can be organised.
3. Training local staff, community facilitators, and school leadership to ensure that once external partners exit or reduce funding, essential services continue to operate.

Linking education interventions with social safety nets (cash assistance, livelihood training), mental health support, and parental engagement amplifies impact on retention, learning, and resilience.

3. COMPARISON OF EUTF SYRIA SUPPORT, CONTEXT AND FEATURES BETWEEN THREE PARTNER COUNTRIES

3.1 Common features for Türkiye, Lebanon and Jordan

The following chapter focuses on common features for the three partner countries, in particular, inclusion and learning outcomes of hosting community and refugees.

In order to provide an overall picture, the following chapter makes comparison of EUTF Syria support in Türkiye, Lebanon and Jordan to the extent possible. It should be pointed out that when interviewing IPs and stakeholders, including national authorities on comparing three countries and EUTF Syria support, the interviewees were reluctant to compare and pointed out to the specificities of the countries and that the refugee situation in each country, including EUTF Syria support, is incomparable. Nevertheless, there are some common points and features that can be emphasised and to some extent considered as common to the three partner countries. These are listed below, with the particular focus on inclusion and learning outcomes, as specifically requested by the client during the verification debriefing.

All three partner countries stress that EUTF Syria/ donor-funded interventions are aligned with the respective ministries (MoNE in Türkiye, MEHE in Lebanon, and MoE in Jordan). A top-down policy structure means decisions on curricula, teacher training, and education services remain centralised. Donors are strongly encouraged to coordinate closely with these ministries to ensure ownership and buy-in from local partners and positive sustainability prospects.

Across all three countries, EUTF Syria-funded projects are coordinated with national education authorities (MoNE in Türkiye, MEHE in Lebanon, and MoE in Jordan). This ensures that refugee students can access formal or recognised NFE channels rather than creating parallel, temporary structures. The consistent approach is to expand existing national systems - e.g., second shifts in Lebanon, double-shift or camp-based schools in Jordan, and integration into Turkish schools - to handle increased enrolment of Syrian refugee students.

EUTF Syria investment in new schools and renovations helps absorb large numbers of refugee students, such as building or refurbishing schools in refugee camps (Jordan) and constructing energy-efficient public schools (Türkiye). Support in infrastructure addresses overcrowding and school safety, though school maintenance (budgeting and regularity) remains a concern in all three countries.

EUTF Syria often subsidises school registration fees, transportation, and school supplies to overcome economic barriers. In Lebanon, fees for second-shift schools and partial cash support were introduced, while in Jordan, EUTF Syria-funded projects cover exam fees, transport, and school uniforms. Similar measures exist in Türkiye for formal and NFE participants. Such direct support to families is critical in contexts of widespread poverty, reducing dropout caused by transportation or material costs.

With regard to NFE pathways, each country uses bridging or catch-up programmes to re-integrate out-of-school refugee youth. EUTF Syria support common targets accelerated learning, remedial courses, or language support. Pathways from these NFE programmes to formal schooling remain uneven. While

Türkiye's public education centres and Lebanon's BLN can help some transition, age limits and documentation issues can still block formal enrolment.

With regard to teacher support, all three contexts emphasise capacity-building for teachers to handle multi-lingual or trauma-affected learners. Jordan's use of Syrian Assistant Teachers (SATs) to address early-grade literacy is mirrored by paraprofessional programmes in Lebanon. All three countries have introduced psychosocial and language training. This fosters better classroom management, inclusive pedagogy, and targeted psychosocial support (PSS) for refugees.

From Makani centres in Jordan to PSS in Lebanon's second-shift schools, EUTF Syria-funded interventions typically embed child-protection measures. Türkiye likewise emphasises psychosocial counselling in public education centres. Such interventions address trauma and reduce dropouts, acknowledging refugees' disrupted schooling and mental health needs.

With regard to inclusion, each government has policies guaranteeing free primary education for Syrian and other refugees. The challenge lies more in implementation details (infrastructure shortfalls, teacher shortages) than in the legal acceptance of refugee enrolment. Efforts include progressive focus on children with disabilities (Lebanon's inclusive schools, Jordan's attempts to identify and accommodate special needs, Türkiye's mainstream schools with adapted spaces).

Since refugees often have limited proficiency in the host country's language, EUTF Syria projects often incorporate language courses (Arabic for Turkish schools, French/ English bridging in Lebanon, remedial Arabic in Jordan). This bridging is key for older children who missed years of school and must catch up on both content and host-language skills.

Vulnerability is visible for Syrian refugee children in all three countries. Gender-based vulnerabilities (early marriage risks for girls), child labour among boys, and culturally marginalised communities (Dom in Jordan, Roma in parts of Türkiye, or refugee Palestinian-Syrians in Lebanon) are consistently highlighted. EUTF Syria strategies typically involve specialised outreach, community sensitisation, or direct stipends/ cash to offset economic pressures that otherwise limit attendance.

Recognising that severe poverty fuels dropout, EUTF Syria-funded programming often includes or aligns with child-protection services, conditional cash transfers, or vocational training for older youth. By bridging educational initiatives with social welfare or vocational programmes, families are more motivated to keep children in school.

With regard to common features on learning results for refugees and host communities, in all three countries, pre-existing challenges around classroom overcrowding and limited teacher capacity have been compounded by the refugee influx. Assessments point to lower outcomes for refugee learners across core subjects (reading, math) and high dropout rates, especially in secondary grades, due to economic or cultural barriers. EUTF Syria support typically includes remedial sessions to address large learning deficits (e.g., Jordan's Makani literacy programmes, Lebanon's BLN, Türkiye's catch-up classes through public education centres). These remedial programmes are crucial for bridging the learning gap caused by conflict, displacement, or missed schooling.

With regard to ECA, EUTF Syria programming frequently includes sports, arts, reading clubs, or STEM labs. Such activities improve attendance and engagement for both refugees and host-community learners. This approach also helps reduce tensions, fosters psychosocial well-being, and can enhance learning motivation and has been visible praised in all three countries.

Still, in all three countries, despite emphasis on quality, consistent data on formal exam pass rates or recognised certificates for refugees remains patchy. Türkiye's e-Okul, Lebanon's online compiler, and

Jordan's EMIS all face limitations. Projects typically measure enrolment and retention more reliably than formal test scores or comparative achievements. Nonetheless, anecdotal evidence suggests that where remedial and psychosocial support is strong, refugee learners do narrow the gap.

Across the region, economic necessity, distance to school, or early marriage remain prime dropout drivers. Even with improved lower-primary enrolment, dropouts surge among adolescents in secondary education. Existing bridging solutions (ALP in Lebanon, NFE, some VET and catch-up in Jordan, open education or vocational programmes in Türkiye) help some return but are not universally accessible.

Finally, challenges in all three countries include economic barriers (transportation, fees, and child labour), limited teacher capacity for large, diverse classes, inconsistent data on learning outcomes or transitions, language/ cultural hurdles for older students and infrastructure constraints and insufficient maintenance funds.

3.2 Common features on lessons learned for three partner countries

Based on the lessons learned across all three countries, the following can be emphasised. Türkiye, Lebanon, and Jordan share education-support features under EUTF Syria projects. At policy level, there is emphasis on centralised coordination, inclusive education frameworks, and forging synergy with national ministries. At strategic level, infrastructure planning, multi-year programming, local ownership, and integrated data management have been emphasised, while on operational level, building capacity on the ground (maintenance, teacher training, and parental outreach), linking non-formal and formal pathways, and monitoring transitions or dropouts.

More specifically, at policy level, donor or EU assistance is fully in line with each ministry's national or local priorities, ensuring top-down endorsement and synergy with policy objectives. There is an overarching push to update curricula or regulations to reach marginalised groups and address learning gaps. Government policy frameworks highlight the ambition to maintain, scale, and integrate donor investments into permanent structures.

At strategic level, there is need for better visibility of strategies that combine cost-benefit analysis of new construction, capacity building (e.g., local vocational schools providing repair skills), and robust maintenance planning. It can be seen in all three countries that large, well-structured projects that clarify roles, ensure consistent communication, and function across multiple years produce more sustainable outcomes. In this context, enduring donor presence shapes both capacity-building (teacher training, data systems) and fosters strategic partnership on future reforms.

At operational level, common features include the notion that on-the-ground success depends on localised capacity-building, whether for facility upkeep, teacher skill sets, or parental outreach. Interventions that directly respond to local constraints (language barriers, gaps in teacher training, overcrowding, or family needs) see higher acceptance and more immediate operational success. In all three countries it is evident that operational success is enhanced by early-warning or referral systems, real-time data, and local synergy to catch dropouts or new OOSC.

4. ANNEXES

4.1 Annex 1: Terms of Reference

EUTF Regional Education Study

Terms of Reference

1. Background Information

Partner Countries

Jordan, Lebanon and Türkiye.

Contracting Authority

The EU Regional Trust Fund (EUTF) HQ in response to the Syrian Crisis.

• 1.1. GENERAL BACKGROUND

The Syrian conflict has since its emergence in March 2011 had a devastating and lasting impact on Syria, the neighbouring countries and across the region. This situation has led to the EU to mobilise significant additional efforts and financial means to alleviate the plight of Syrian refugees. One of the vehicles to translate this decision is the EUTF in response to the Syrian Crises. Furthermore, experience shows that a return of refugees is often a long process even after a crisis ends; long-term sustainable solutions are needed where also the EUTF has been considered to play a role.

With the additional cost to the governments in the countries neighbouring Syria due to the hosting of an increasing number of refugees from Syria and internally displaced persons (IDPs), deficits and public debt have increased. The EUTF target region has been facing, and will probably continue to face, the reverberating aftershocks of multiple humanitarian crises, unstable social protection financing, rising prices of basic commodities, high unemployment rates, increased civil unrest, and threats of climate change and water scarcity. The global COVID-19 pandemic has further exacerbated the situation and added to the negative socio-economic conditions in the region. Already vulnerable groups such as children, women, persons with disabilities, informal workers, refugees, asylum-seekers and IDPs are disproportionately affected.

The EUTF was established under Article 187 of the Financial Regulation (EU, Euratom No 966/2012) as an emergency and potentially a post-emergency tool in response to the Syrian Crisis. Its underlying

guiding principles are laid out in the “Constitutive Agreement” and in the “Strategic Orientation Document” of December 2014. Its main objective is to support the self-reliance of refugees, helping them thrive, not just survive, by bridging the funding gap and humanitarian-development nexus. At the same time, the EUTF assists the countries and communities hosting the refugees in coping with the additional economic and social burden of the crisis.

To date, the EUTF has mobilised a total of EUR 2.38 billion, including voluntary contributions from 21 Member States, Türkiye and the United Kingdom. All of this funding has been adopted as Action Documents and already contracted. In its efforts to mitigate the impact of the Syrian crisis, the EUTF has reached so far more than 8.4 million people including refugee, IDP and host communities who benefitted from social and economic support services and other measures.

At the end of December 2021, seven years after its establishment, the mandate of EUTF finally expired. The remaining term until the end of 2025 only serves to conclude the implementation period. With the EUTF mandate coming to an end, the further EU Syria Crisis Response has been programmed under the new EC financial instrument, namely the Neighbourhood, Development and International Cooperation Instrument (NDICI), set up in the context of the 2021-2027 Multi-Annual Financial Framework.

It is thus clear that the EUTF M&E system should also work during the remaining lifetime towards closer integration with the new processes of programming particularly foreseen under NDICI. This situation has been noted and with a view to transferring and sharing the existing expertise of the EUTF, all accumulated and existing M&E experience, including feedback from evaluation.

The present study activity to be carried out within the framework of this overall M&E activity also serves the further purpose of supporting the future programming of measures within the framework of the EU response to the Syrian crisis.

• 1.2. SITUATION IN THE PARTNER COUNTRIES

Overall Regional Situation

Overall, the humanitarian situation in Syria’s neighbouring host countries remains still critical, with Türkiye hosting the largest refugee population in the world of over 3.9 million Syrians. Meanwhile, Lebanon and Jordan are among the countries with the highest number of refugees per capita globally. Millions of vulnerable Syrian women, men and children reside in refugee camps, informal settlements and host communities in the region with limited access to any long-term solutions.

The top five host countries are currently hosting more than 1.9 million school-aged Syrian refugee children, 41% of whom were neither enrolled in formal nor non-formal education in 2022, up from 36% in 2019. This also means that Syrian children impacted by this crisis continue to be at risk of missing out on their education, and having limited access to essential child protection, mental health and psychosocial support services with effects that can last a lifetime and impact children’s ability to grow into healthy, productive adults. These risks are particularly significant for the youngest children – it is estimated that 43% of children under age 5 in low and middle-income countries are at risk of

not reaching their developmental potential. The continued exposure to poverty, adversity, and malnutrition that refugee and displaced children in these countries often face can yield detrimental effects to a child's healthy development.

Jordan

The Government of Jordan's commitment to protecting Syrian refugee children's right to education and integrating them in the public formal sector has put severe strains on the country's fiscal balance and ability to deliver public services. In 2020 there were 145,000 Syrian refugees in Jordan schools.

Significant funding has been allocated to strengthen the ability of the public education system to absorb large numbers of students, as well as system-wide support in the form of direct financial assistance, teacher training, infrastructure support, and provision of teaching and learning supplies. Yet, gaps remain and there are several barriers to reaching equitable and quality education affecting both Jordanian and Syrian learners. Where possible, special attention is being given to those children who are marginalised and most vulnerable, including young children, girls, teenage boys, children with disability, and those at risk of dropping out.

According to the Jordanian Ministry of Education (MoE), most severe education-related vulnerabilities are still found in those governorates with the highest concentration of Syrian refugees such as Amman, Irbid, Mafrqa, and Zarqa. Overall Syrian refugee students, particularly those living in camps, are performing well below the national average. Syrian refugees have specific challenges related to access to formal education, which is often linked to the lack of recognition of prior learning and financial vulnerabilities that might lead to child labour and child marriage. Furthermore, distance from school, poor learning environments, insufficient and underqualified teachers, inadequate teacher training, limited disability access, and outdated curriculum and pedagogy also contribute to the risk of drop-out.

High costs of transportation have become a significant barrier especially for older children who are rarely able to walk to secondary school and require public or private transportation to reach the classroom. A lack of digital tools for remote schooling was also a primary challenge for Syrian refugee children during the 2020–2021 school year when remote learning was adopted due to the COVID-19 pandemic. As a result, many Syrian refugee students missed out on their education requiring additional learning to catch up in subsequent years.

Lebanon

The protracted nature of the Syrian crisis has also overstretched the capacity of the education system to address critical education needs in Lebanon. Thousands of vulnerable school-aged children are in need of education assistance. Moreover, the multiple crises Lebanon faced over the recent years, have contributed to increased social tensions, noting that competition for jobs and access to services remain among the primary drivers of tension at the local level.

The Lebanese Ministry of Education and Higher Education (MEHE) has responded by consistently scaling up access to formal education for all vulnerable children in each school year since the onset of the crisis. Following the implementation of the Reaching All Children with Education (RACE I) strategy (2014-2016), MEHE developed, in collaboration with the international community, a five-year plan entitled RACE II (2017-2021). This plan aimed to further the equitable right to a quality and relevant education for all children and youth between 3-18 years of age in Lebanon, by addressing policy, systems, quality service-delivery, and address bottlenecks at the national, subnational, and community levels.

Donor support to the education sector has allowed MEHE to waive fees for all Lebanese and non-Lebanese children enrolled in basic education in public schools. Furthermore, MEHE joined efforts with donors for the launch of the Back to School campaign for the 2017-2018 school year.

Access to, and quality of, a range of complementary educational services, including non-formal education, has improved. The Centre for Educational Research and Development has developed and approved content for several regulated non-formal education programmes that seek to help vulnerable children back into mainstream learning and training. This includes the Accelerated Learning Programme, Early Childhood Education programmes, and Literacy and Numeracy packages for Youth.

Despite these successes, there are still unmet needs and challenges to be tackled. Concerning access to education there is still scope for increasing enrolment, strengthen demand, and improve infrastructure in the education sector. A considerable percentage of school-aged children (3-18) are still out of school, many of whom do not have prior education or have had their education interrupted for a long time. A majority of these children live in hard-to-reach areas, and their re-integration into formal education remains challenging. Children and families in these areas face several educational challenges that require systemic interventions to improve absorption capacity, to accommodate for refugees' demands, and to overcome economic barriers and language difficulties.

Many public schools are still in need of rehabilitation. School maintenance following rehabilitation also remains a major gap that requires resource mobilisation and support from donors and partners. The geographic distribution of public schools is also not in line with the distribution of displaced Syrians in Lebanon. Children with disabilities continue to face considerable barriers accessing education opportunities.

Barriers to learning faced by refugee children include the family's inability to afford transport, limited spaces in public schools, lack of civil documentation and limited pathways to transition to formal education. According to UNHCR 30% of school aged Syrian refugee children in Lebanon have never been to school.

The main reasons for not attending school for children aged 3 to 17 are the cost of transportation (31%), the cost of educational materials (27%), due to work (22%), school or curriculum difficulties (7%) and marriage (6%). These learning delays and difficulties will inevitably have lasting repercussions on vulnerable Lebanese and Syrian refugee children's education and overall development

Türkiye

Also in Türkiye a significant proportion of Syrian school-aged children and adolescents under temporary protection remain out of school. Many adolescents and youth require access to language classes, relevant technical and vocational skills training and higher education, including training that supports access to formal employment opportunities. Despite major efforts in the past, action is still required to ensure that Syrian children and youth do not become a lost generation. Overall, there is a need to scale-up relevant, accredited programmes that provide a wider range of important pathways to learning that support access and bridge to formal education, vocational training and life skills development for those who have missed several years of education.

The education response is led and coordinated by the Turkish Ministry of National Education (MoNE), with the 3RP response complementing the strategies of MoNE for the provision of quality education to Syrian children under temporary protection. MoNE has continued to implement its strategy of gradually mainstreaming Syrian children into Turkish public schools.

In 2021, the 3RP partners supported the MoNE in promoting the inclusion of Syrians under temporary protection and children under international protection in the national education system, with more than 760,000 Syrian children of school age enrolled in formal education and over 37,000 students attending tertiary education.

However, increased enrolments, crowded classrooms and limited resources at school level, is still straining the educational infrastructure. Activities supporting children to learn Turkish language are also still needed to ensure retention and academic achievement, while still maintaining their mother tongue ability. Teachers also require assistance in adapting materials and methods to address needs of students with disabilities, those who are not proficient in Turkish, and those who need additional academic or psycho-social support.

Socio-economic factors and poor Turkish language proficiency negatively affect the educational participation of children, youth and adults. The extension of the national Conditional Cash Transfer for Education Programme to Syrian children under temporary protection aims at addressing some economic barriers and helps promote enrolment and retention. Increased Turkish language learning opportunities are also central to promoting social cohesion and access to services and the labour market, and to enable parents to support their children's education.

Like in other host countries in the region, out-of-school children are one of the most vulnerable groups in Türkiye, and face multiple child protection risks, including psychosocial distress, child labour, child marriage and other forms of neglect, exploitation and abuse. Amongst children enrolled in school, only 33% reported having access to online education systems. The negative impact of COVID-19 on face-to-face teaching and interaction with peers resulted in a loss of learning for vulnerable children, including host community members and refugees, which ultimately harms educational gains made over the past years.

- **1.3. PREVIOUS RELATED EVALUATION ACTIVITIES OF THE EUTF**

Portfolio Evaluation of Basic Education programmes and projects

Regarding basic education, the corresponding EUTF portfolio evaluation was completed at the end of 2019. The report confirmed that projects provide increased opportunities to access basic education for children refugees from Syria and vulnerable children from the host communities. However, several barriers to Syrian children's access to education, despite having been identified by implementing partners, could not be fully addressed either because they were outside the project scope (for example, poverty and concomitant lack of employment opportunities), or because the projects were too small in scope to fully cover them (violence or the threat of violence in and on the way to school and in schools, and overcrowding). Also, the number of out-of-school children remained worrying in all countries. Barriers which had been adequately addressed and embedded into basic education projects included transportation, community ownership and involvement in school rehabilitation, underperformance, language, PSS, and social cohesion.

EUTF Outcome Evaluation

The EUTF 2023 outcome evaluation found, among other things, that despite challenges related to infrastructure and administrative bottlenecks, schools and other local education providers have

increased their capacity and changed their practices to provide refugees and host communities with better access to education through a) building new schools and/ or improving school infrastructure, b) hiring additional pedagogical staff and c) improving teacher training. Teacher training has proven to be relevant and conducive to improving the quality of education in classrooms in partner countries. EUTF support for improving the infrastructure of public schools by equipping and renovating existing buildings and constructing new schools in the partner countries was also seen as effective despite delays.

No unexpected outcomes were found, but new needs have emerged. For example, the construction of new schools in Jordan remains extremely urgent because, apart from the demographic pressure exerted on schools by the refugee communities, around 250,000 students (local Jordanians) have switched from private to public schools in 2022 due to the economic crisis, which has led to a drastic overcrowding of school buildings. The allocation of budget funds for the maintenance of schools continued to be a challenge.

- **1.4. NEED FOR AN EUTF REGIONAL EDUCATION STUDY**

The EU was the first donor to provide access to quality education for refugee children in Lebanon, Jordan and Türkiye affected by the conflict in Syria, mainly through the EUTF. As the Trust Fund expires in 2025, there is an opportunity to take advantage of the education programmes implemented by UN agencies and NGOs with EU support. These education programmes implemented differ in type, scope, focus, duration and implementation models. Therefore, the different programmes also had different impacts on the main beneficiaries - children and their families - as well as on education systems, teachers and schools.

To contribute to future programming, specific analytical work is needed to assess and, where possible, compare the EUTF education programmes implemented in Jordan, Lebanon and Türkiye for refugee children affected by the Syrian crisis. Future programming of education initiatives as part of the EU response to the Syrian crisis will depend on identifying the added value of individual interventions, best practices, strengths and weaknesses.

Such a study should also make it possible to subject the EUTF educational support - which in most cases has been provided over several years and without significant interruption - to an in-depth and, where possible, comparative analysis; especially at the end of the Trust Fund, in order to be able to take a closer look at any similarities and differences for future programming, even if the individual partner countries often differ in their respective political, social and contextual characteristics, which also applies to the education sector in these countries as such.

2. Overall and Specific Objectives

- **2.1. OVERALL OBJECTIVE**

- a) In line with the EC political agenda of “a stronger Europe in the world”, contribute to the continued relevance and impact of the EU’s response to the Syria crisis in the Southern Neighbourhood region.

- b) Contribute to institutional learning, in particular by providing experience of the work of EU Trust Funds, using EUTF Syria as an example.

● 2.1. SPECIFIC OBJECTIVES

- a) Provide an overview of selected aspects of educational interventions for refugees and disadvantaged members of the home communities in the context of the overall EU response to the Syrian refugee crisis, taking into account country-specific characteristics and commonalities (in particular Jordan, Lebanon and Türkiye).
In particular compare, to the extent possible, models put in place between those three countries for access to formal and non-formal education for refugees (funding model, characteristics of education shifts, sectors of intervention, efficiency, governance..) and its relations with education for host communities.
- b) Identify lessons learnt, experiences, potential gaps and synergies that can be used to further support the education response to the Syrian refugee crisis. Where appropriate, entry points for further, more specific study aspects of EU action in the Syrian crisis education sector should also be identified.

Concerning Specific Objective a), the desired aspects for investigation are formulated below. The focus of this regional study is on the educational activities of the EUTF. Other EU interventions and/or measures on the part of the partner country as well as other relevant donors should be included if the resources and information situation allow. Where country comparisons appear to be possible and to deepen knowledge, these should be endeavoured as appropriate.

Concerning Specific Objective b), the knowledge extracted will specifically serve as programming input for future education interventions as part of the Syrian crisis response, particularly as regards programming for Special Measures under NDICI (Jordan, Lebanon) but also under the Facility for Refugees in Türkiye (Türkiye).

3. Assumptions & Risks

● 3.1. ASSUMPTIONS

Risks and assumptions cannot be listed exhaustively. It is assumed that services within the EUTF and the implementing authorities/ partner institutions accept the study as an integral part of the project management cycle and are committed to provide the necessary information, and will subsequently act on findings and conclusions, as well as provide the follow-up information to the EUTF. The following are additional relevant assumptions for the above project:

- Quantitative and qualitative data is available on time and provide sufficient and adequate information;
- Access to requested documentation and information on the programmes is ensured by the EU services, implementing partners and partner country authorities;
- Access to key informants, stakeholders and beneficiaries is ensured allowing to set up a representative sample considering the proposed timeframe and resources available;
- All staff of EUTF and EUD services, beneficiaries and IPs are regularly informed on objectives and methods of this assignment, to ensure their full cooperation.

The study team should immediately inform the Contracting Authority and the Contractor in the event one or several of the above assumptions prove to be untrue. The experts will also report any limitations to the assignment due to insufficient collaboration from key stakeholders.

- **3.2. RISKS**

There is the risk of political or social instability which hampers access to countries, stakeholders and universities. In such context stakeholders may also not provide detailed information on their operations as requested. This risk is particularly present in Lebanon, which is currently marked by various crises including at the economic level, that can quickly spiral out of control.

Furthermore, due to the phasing out of the EUTF, the EUTF officers available and consultable for the study might decrease tendentially. Early identification of staff, possibly including former staff, should be considered. The availability of IP and partner country interlocutors is also likely to become increasingly difficult, as more and more EUTF projects have either already been completed or are coming to an end.

4. Scope of the Work

- **4.1. DESCRIPTION OF THE ASSIGNMENT**

The intended study will essentially aim at selected aspects of primary and secondary education as well as non-formal education where this has been supported by the EUTF. Tertiary education (university, technical and vocational training, etc.) is not included in the scope of this study.

The study should focus on those technical aspects for which information can be provided at reasonable cost. Country comparisons can be made where appropriate and harmonised data is available.

The study will draw heavily on the documentation built up over the years, in particular the existing portfolio evaluations and monitoring reports.

Selection will focus on a limited number of sample EUTF projects. The related implementing partners (IPs) will subsequently function as key informants and supporters in some parts of the data collection.

In particular, an online survey with IPs would be appropriate. This should be implemented at an early stage, i.e. during the beginning of the information collection and analysis phase, as it might require a great deal of time and effort to achieve an appropriate response rate.

Key informant interviews with targeted IPs, will also be conducted to capture the evolution of the implementation in the sector.

National/ local authorities will add to the list of key informants where this is deemed relevant contextually and economically. EUTF OMs in HQ/ EUD will be involved throughout the process and should also be considered as key sources, where possible. Furthermore, they might facilitate the information collection phase in each of the three partner countries and could also inform on possible synergies with other sector-relevant EU funded activities.

The work is to be conducted primarily as a desk study, with data collection via online survey and interviews primarily conducted remotely. A limited number of field visits are planned to support data analysis and verification.

Documentation Needs (non-exhaustive)

- EUTF Evaluations (sector/ portfolio evaluations, outcome evaluation);
- EUTF Results Reports, Factsheets and Country Updates;
- EUTF ROM Reports;
- Other (to be defined and provided; e.g. statistics from Ministries of Education, UNICEF, NGOs).

Lesson Learned as Key Study Outcome

The results of the study will be used to identify conclusions and lessons learned for ongoing and further EU support to education, in particular under future Special Measures such as under the NDICI. They will highlight potential incoherence and formulate corrective actions on problematic issues.

Lessons learned should be classified at least according to three groups:

- Policy lessons, primarily addressed to partner governments/ authorities of the (individual) EUTF partner countries; where justified also to the EU for future consideration; etc.
- Strategic lessons, related to the design of future EU programming of the Syrian Crisis Response; etc.
- Operational lessons that address important implementation or performance issues observed in programmes/ projects or implementing partners in the individual EUTF partner countries, etc.

The formulation of lessons should be sufficiently specific at the time to allow its further dissemination including to other EC financial instruments, in particular the NDICI. The identified lesson can be sector, country, target group, context specific, etc., as long as it adds value to knowledge. General principles of project development and implementation are to be considered common knowledge and thus should be avoided as much as possible when developing lessons.

• 4.2. KEY ACTIVITIES OF THE STUDY TEAM

The following key activities per study phase are envisioned for achieving a successful study:

Study phase	Key Activities
Inception phase	Kick-off meeting in Brussels/ hybrid, Collection and analysis of relevant documentation, Detailed outline of study approach and methodology, Lists of contacts and sources for later phases, Outline of a possible online survey, Workplan,

Study phase	Key Activities
	Inception Note (draft and final).
Information collection and analysis phase	Development and implementation of a structured (online) survey, Interviews with a limited number of key informants (remote), Analysis of existing secondary data, Collection and generation of primary data.
Verification and reporting phase	Further data collection and analysis by means of a limited number of field visits, Debriefing of initial key findings (remote), Development of the detailed study report, including findings, conclusions, and lessons learned (draft and final).

The study reporting should also include a preliminary description of the overall education context (sectoral analysis) in each country in order to assess the EUTF measures in relation to the actual situation in the country, both in terms of the host community and access for refugees.

• 4.3 PROPOSED STUDY QUESTIONS

The analysis will be focused on the following Study Questions:

Study Question	Comment	Key Information Sources
1. To what extent have EUTF-funded educational activities in the three partner countries actually supported <u>access to education</u> for Syrian refugees and vulnerable host community members?	<i>Points to consider:</i> <ul style="list-style-type: none"> • <i>Access to education of beneficiaries based on available national categories;</i> • <i>Education grades (primary education, secondary education);</i> • <i>Education policies and education pathways, governance models.</i> 	Documentation Online survey Key informant interviews
2. To what extent have EUTF-funded activities in the three partner countries for <u>non-formal education</u> enabled a transfer to formal education?	<i>Points to consider:</i> <ul style="list-style-type: none"> ➤ <i>Non-formal education pathways and transition rates per age grades;</i> ➤ <i>Referral to other essential services.</i> 	Documentation Online survey Key informant interviews
3. To what extent have EUTF-funded education projects contributed to <u>inclusive education</u> in the three partner countries?	<i>Points to consider:</i> <ul style="list-style-type: none"> - <i>Integration/ segregation models between refugee children and host communities children (one shift/ two-shift system, etc.);</i> - <i>Curriculum applied, languages of teaching, teaching modalities and time and subjects of instruction (similarities or differences between education for refugees and education for host community children);</i> - <i>Access to recreational and extra-curricular activities, psychosocial support child protection, engagement with caregivers etc;</i> • <i>Access to education for children with learning difficulties and disabilities.</i> 	Documentation Online survey Key informant interviews

Study Question	Comment	Key Information Sources
4. Have EUTF-funded projects for <u>school support</u> , including infrastructure, led to an improvement in the framework conditions for education in the three partner countries?	<p><i>Points to consider:</i></p> <ul style="list-style-type: none"> • <i>System level support (capacity building, technical assistance, digitalisation, decentralisation, public financial management, quality, etc.);</i> • <i>Support to teaching and teachers (training, educational material, digitalisation, allowances, etc.);</i> • <i>Support to schools (assessment, operational costs, construction, rehabilitation, solarisation, greening, etc.);</i> 	<p>Documentation Online survey Key informant interviews</p>
5. How can <u>cost effectiveness</u> and <u>cost efficiency</u> of EUTF-financed education measures be perceived for the three partner countries (formal/ non-formal/ higher education)?	<p><i>Points to consider:</i></p> <ul style="list-style-type: none"> • <i>Economy of models of intervention (unit cost per students, bottom-up needs-based support, global cost...) and financial cost of programmes per beneficiaries;</i> • <i>Applied financial models, domestic resource mobilisation and dependency from external support;</i> • <i>Deployed engagement modalities (budget support, grants, contribution agreements, services), duration and implementing partners, localisation of aid.</i> 	<p>Documentation Online survey Key informant interviews</p>
6. How have <u>political dialogue</u> and <u>partnership</u> developed and proven themselves in EUTF-funded education projects in the three partner countries?	<p><i>Points to consider:</i></p> <ul style="list-style-type: none"> • <i>Partnership and strategic dialogue with national authorities, notably on education reforms.</i> 	<p>Documentation Online survey Key informant interviews</p>
7. Can findings be drawn from the existing information base about <u>learning outcomes</u> and strategy for learning recovery for the three partner countries, and if so, what are these?	<p><i>Points to consider:</i></p> <ul style="list-style-type: none"> • <i>Appearance of existing learning outcomes and their possible characterisation.</i> 	<p>Documentation Online survey Key informant interviews</p>
Conclusions and entry points for future consideration		

Study Question	Comment	Key Information Sources
8. What <u>conclusions</u> can be drawn from the given findings, especially with regard to similarities or differences in the three partner countries?	<i>Conclusions based on the questions answered above.</i>	-
9. Which <u>entry points for possible later in-depth analyses</u> of educational support in the three partner countries can be identified?	<i>Conclusions based on the questions answered above.</i>	-
Lessons		
10. What are the <u>lessons learned</u> about EUTF education support provided in the three partner countries?	<i>Lessons based on the questions answered above.</i>	-

The study questions and the detailed methodology for this assignment may need to be further elaborated by the experts in the inception note. The experts may suggest additional questions. The final version of the study questions will be agreed at the end of the inception phase.

- **4.4. GEOGRAPHICAL AREA TO BE COVERED BY THE STUDY**

Jordan, Lebanon and Türkiye.

- **4.5. MANAGEMENT**

Responsible Body

The EUTF HQ based in Brussels.

Management Structure

The study is directly managed by the Project Manager of DG NEAR.B.1. EUTF operational section. Implementation responsibility is entrusted to the Contractor.

5. Location, Timing and Resource Allocation

- **5.1. LOCATION**

The assignment will take place primarily from home base. Kick-off/ should take in Brussels at EUTF HQ or remote if there are logistical difficulties (such as visa requirements). The basic partner countries are Jordan, Lebanon and Türkiye. Due to limited resources, only a rather short field phase is possible (only in Jordan and Türkiye). Given the ongoing military conflict in Lebanon, a remote/online approach for the verification phase is envisaged for this particular partner country. Where logistically feasible (depending on the residence of the experts), limited personal interviews could also be sought during earlier study phases, for example with authorities in the respective capital.

- **5.2. TIMELINE AND RESOURCE ALLOCATION**

The intended start date is May 2024 and the period of implementation will be approximately 8 months from this date. A final calendar for the implementation and reporting will be agreed during the inception phase. The planning by the end of the inception phase should indicate the tentative dates and duration of the work, and for the remaining milestones of the assignment.

A suggested outline together with an allocation of workdays per expert is presented below:

	SNKE 1 (Study Leader and Jordan)	SNKE 2 (Lebanon)	SNKE 3 (Türkiye)	JNKE	Estimated timing
Kick off meeting in Brussels EUTF HQ/ remote	3	3	3	-	End of May 2024
Draft Inception Note	5	2	2	2	June 2024
Final Inception Note	2	1	1	1	
Data collection and analysis incl. survey	20	10	10	3	July - October 2024
Further data collection. Field missions to Türkiye and Jordan, including preparation and analytical work; remote/ online data collection for Lebanon	10	6	6	1	Mid November – December 2024
Verification phase with debriefing	1	1	1	-	December 2024
Draft study report	12	7	7	2	January 2025
Final study report	3	2	2	1	January/ February 2025
WDs total	56	32	32	10	

The detailed planning of the study will be re-confirmed/ agreed during the inception period.

The EUTF will submit all available relevant documentation to the study team prior to the kick-off meeting.

6. Requirements

6.1. EXPERT PROFILES

The study team will comprise three senior and one junior experts. The required profiles of the experts are as follows:

Expert 1 Senior Non-Key Expert - Study Leader and Jordan

Expert 1 will be responsible for overall management and coordination, development and implementation of the evaluation/ study methodology, report production, presentation, etc. Expert 1 will ensure that the study report provides an objective presentation of the actual situation based on analytical methods and an appropriate mix of data collection tools, and that conclusions and lessons are unbiased, realistic and implementable.

Qualifications and skills

- Master's degree; degree or diploma in education, teaching, psychology or another relevant field with equivalent years of professional experience;
- Good command of written and spoken English;
- Excellent writing and reporting skills in English.

General professional experience

- Minimum of 8 years first-hand experience with programmes/ projects funded by EU and/ or other international institutions/ donors and/ or the education/ protection sector.

Specific professional experience

- Experience in implementing monitoring, evaluation and research projects, also in the role as Team Leader/ Research Coordinator;
- Experience with evaluation/ study methods and techniques in general and preparation/ implementation/evaluation in the field of external relations and technical cooperation in particular;
- Demonstrated work experience with the EUTF and the EUTF partner countries.

Expert 2 Senior Non-Key Expert - Lebanon

Expert 2 will support Expert 1 in all relevant matters concerning the planning and implementation of the study, including analytical work and reporting. Necessary technical expertise is also to be provided in order to serve as a safeguard for the statements and assessments of the study report.

Qualifications and skills

- Master's degree; degree or diploma in education, teaching, psychology or another relevant field with equivalent years of professional experience;
- Good command of written and spoken English;
- Excellent writing and reporting skills in English.

General professional experience

- Minimum of 8 years first-hand experience with programmes/ projects funded by EU and/ or other international institutions/ donors and/ or the education/ protection sector.

Specific professional experience

- Experience with evaluation/ study methods and techniques in general and preparation/ implementation/evaluation in the field of external relations and technical cooperation in particular;
- Demonstrated work experience with the EUTF and/ or the EUTF partner countries is an asset.

Expert 3 Senior Non- Key Expert - Türkiye

Expert 3 will support Expert 1 in all relevant matters concerning the planning and implementation of the study, including field work and reporting. Necessary technical and country-specific expertise is also to be provided in order to serve as a safeguard for the statements and assessments of the study report.

Qualifications and skills

- Master's degree; degree or diploma in education, teaching, psychology or another relevant field with equivalent years of professional experience;
- Good command of written and spoken English;
- Excellent writing and reporting skills in English.

General professional experience

- Minimum of 8 years first-hand experience with programmes/ projects funded by EU and/ or other international institutions/ donors and/ or the education/ protection sector.

Specific professional experience

- Experience with evaluation/ study methods and techniques in general and preparation/ implementation/ evaluation in the field of external relations and technical cooperation in particular;
- Demonstrated work experience with the EUTF and/ or the EUTF partner region is an asset.

Expert 4 Junior Non-Key Expert – Support Function

Expert 4 will support the three senior experts in all aspects of preparation, planning, implementation and reporting. This includes, among other things, survey/ interview/ visit planning, support during verification/ field visits, analysis and preparation of data, participation in the preparation of reports, etc.

Qualifications and skills

- Bachelor's degree in a relevant field or equivalent years of professional experience;
- Fluency in spoken and written English;
- Good writing and reporting skills in English.

General professional experience

- First-hand contact with programmes/ projects funded by EU and/ or other international institutions/ donors.

Specific professional experience

- Experience in data collecting, data processing, data analysing and reporting;
- Knowledge of the EUTF partner countries is an asset.

The team should comprise at least one expert with good command of Arabic and one of Turkish.

All experts must be independent and free from conflicts of interest in the responsibilities they take on.

• 6.2. OFFICE ACCOMMODATION

The experts will carry out their duties related to desk work and reporting mainly at their home base. A limited number of field visits in the partner countries are considered necessary.

- **6.3. FACILITIES TO BE PROVIDED BY THE CONTRACTOR**

The Contractor shall ensure that the study team is adequately supported and equipped. It must ensure that there is sufficient administrative provision to enable experts to concentrate on their primary responsibilities.

7. Reports

- **7.1. REPORTING REQUIREMENTS**

The Contractor will submit to the Contracting Authority the following reports in English:

- **Inception Note in draft and final version** of around 10 pages without annexes. It will have to cover the detailed methodology for the subsequent study phases; the proposed outline of online survey and study report and the timetable for implementation of the assignment.
- **Study Report in draft and final version.** This shall include an executive summary of 5 pages and should in total be of maximum 50 pages (main text, excluding annexes). This report should also contain the requested analysis after completion of the previous study phases. The report should contain country-specific statements and comparisons as far as the analysis allows.

The final study report will require six hard copies as well as an electronic version.

- **7.2. QUALITY CONTROL**

The Contractor will ensure an internal quality control during the implementing and reporting phase of the study. The quality control should ensure that the draft reports comply with the above requirements and meet adequate quality standards before sending them to the EUTF Project Manager for distribution to stakeholders for comments. The quality control should ensure consistency and coherence between findings, conclusions and lessons. It should also ensure that findings reported are duly substantiated and that conclusions are supported by relevant findings.

The study team is expected to fully cooperate with the nominated Quality Control Expert in all aspects related to the implementing and reporting phase of the evaluation. The M&E Team Leader will provide overall steering of the work of the study team.

- **7.3. SUBMISSION AND APPROVAL OF REPORTS**

The reports referred to above must be submitted to the EUTF Project Manager. The Project Manager is responsible for approving the reports. Submission is expected as follows:

- The **draft Inception Note** is to be submitted to the EUTF 21 calendar days after the kick-off meeting.

- The **final Inception Note** should be submitted not later than 7 calendar days after submission of the consolidated comments by the EUTF HQ in Brussels and the involved EU Delegations.
- The **draft Study Report** shall be submitted not later than 21 days after the end of the verification phase (debriefing).
- The **final Study Report** shall be provided not later than 14 days after submission of the consolidated comments by the EUTF HQ in Brussels and the involved EU Delegations.

ANNEXES

ANNEX 1 – List of proposed implementing partners and related sample projects

Implementing Partner	Project Number	Project Title	Country	Implementation Status
AVSI	T04.198	Back to the Future II: a protective and nurturing environment to increase access to school, inclusion and retention for children impacted by the Syrian crisis and vulnerable Lebanese children	LEBANON* AND JORDAN	closed 09.2022
MINISTRY OF EDUCATION	T04.261	VTE4all: Vocational and Technical Education for All in Lebanon	JORDAN**	closed 12.2023
GIZ	T04.200	Strengthening Resilience of refugee hosting countries in the Syrian Crisis (education component)	JORDAN*	closed 11.2023
KFW	T04.112	EU Support to construct 10 schools in Jordan	JORDAN*	ongoing until 06.2025
KFW	T04.25	School construction to increase the number of primary and secondary schools for Syrian refugee children	TÜRKIYE*	ongoing until 06.2025
KFW	T04.82	Clean energy and Energy Efficiency Measures for refugee affected host communities in Türkiye	TÜRKIYE* (SUMAF)	ongoing until 06.2024
SAVE THE CHILDREN	T04.302	Supporting the right to quality education for vulnerable Syrian and host community children and youth	LEBANON*	ongoing until 03.2024
SPARK	T04.168	Increasing access to inclusive quality primary, secondary and higher education opportunities for Turkish and Syrian children, youth and students (Human Resources Development)	TÜRKIYE*	closed 09.2023
UNICEF	T04.245	EUTF Support to Equitable and Quality Education for Syrian Refugees in Refugee Camps in Jordan	JORDAN	closed 12.2022
UNICEF	T04.172	EUTF support for inclusive, equitable and quality education for Syrian refugees and vulnerable children in host communities in Jordan	JORDAN*	closed 12.2022
UNICEF	T04.143	EUTF support to public education in Lebanon in the context of the EU response to the Syria crisis	LEBANON*	ongoing until 04.2024
UNICEF	T04.257	EUTF support to public education in Lebanon in the context of the EU response to the Syria crisis	LEBANON**	ongoing until 06.2025

UNHCR	T04.116	Increased access to the labour market for youth and adult Syrians under Temporary Protection in Türkiye	TÜRKİYE*	closed 12.2022
UNRWA	T04.212	Strengthening the resilience of Palestine refugees from Syria in Jordan and Lebanon - Phase III	LEBANON*	closed 06.2022

*) already ROMed

**) ROM planned/ conducted in 2024

4.2 Annex 2: Description of methodology (extract from Inception Report)

Our approach to conducting the assignment is based on the following principles:

- Participatory approaches and methods throughout the implementation to ensure the ownership of all stakeholders and to increase the chance of producing outputs that can be used effectively in future interventions.
- Constructive dialogue for building trust among the study team and the stakeholders through open communication.
- Flexibility to adapt to changing environments through continuous management and mitigation of risks.
- Close cooperation with the Contracting Authority and main Implementing Partners.
- A communication style to ensure effective dissemination of the results to partners and stakeholders in an accessible and informative way.
- Constant and due care for the general health of the project team, environmental issues including natural factors as well as social factors specific to the field of the research.
- Ensuring the quality of overall implementation and meeting the beneficiaries' data protection obligations.

TYPE OF STUDY – outcome-based approach with a focus on opinions and experiences

The approach chosen for this study is an outcome-based approach, focused on opinions and experiences of IPs, European Commission (EC) services and beneficiaries of the education sector.

The outcome is an observable and significant change performed and experienced by a stakeholder or a social actor, which has been influenced by an intervention. Outcome-based study is focusing on changes in behaviour and experience of both implementers and beneficiaries.

In 2021, the EUTF Syria developed and adopted a dedicated EUTF Strategic Outcome Framework in addition to a Results Framework 2017. The Outcome Framework reflects the EUTF programming at the sector and country-level and provides an overview of the outcomes expected from the EUTF Syria.

The Outcome Framework is built around three types of stakeholders or social actors and the respective levels of change: 1. Behavioural changes of refugees or host community members towards specific services that are provided to them; 2. Changes in intervention strategies of local organisations, providing services related to specific sectors, and 3. Changes in national strategy, policy or regulation, promoted by national institutions.

The approach of this study is in line with the Outcome Framework for Basic Education (More Syrian, IDP and host communities access Basic Education of good quality), including the relevant outcome statements, by social actors:

- Individuals, Refugees, IDPs, host communities: Self-report of behavioural changes, Change their behaviour seeking services, Make institutions accountable;
- National institutions, sector ministries: Promote new regulatory frameworks towards sector reform, Establish/ Apply new policy instruments; and
- Local institutions - Schools, universities, CSOs or private organisations, training providers, public institutions: Report improved performance, Change/ Improve their intervention strategies.

The outcome-based approach in this study will focus on the contribution of interactions between actors to all changes, intended and unintended. It will also focus on the reported behaviour of actors and apparent changes in attitude and practices. It will recognise that interactions between social actors evolve over time and that change in relationships, opinions, experiences and practices is seen as an outcome. Thus, the focus of the study is on the changes that have actually taken place, as well as on the EUTF Syria-supported projects, and on the education sector as a whole. Looking first for evidence of what has changed ("results") the study will determine whether and how the interventions contributed to these changes among the main social actors.

Specific attention will be given to the type, scope, focus, duration and implementation models and how these have influenced impact on the final beneficiaries (children and their families) and education systems, teachers and schools.

STUDY QUESTIONS

The ToRs do not define study criteria, such as the DAC criteria traditionally used in the field of monitoring and evaluation. Instead, the ToRs propose a total of 10 Study Questions (SQs) that will guide the study exercise and around which the study report will be structured.

SPECIFICATION OF STUDY QUESTIONS. SUBQUESTIONS

In order to answer the SQs, a set of sub-questions is developed (Annex 3) and may be further adjusted in the desk phase.

DATA COLLECTION AND ANALYSIS

The study team will collect data from both primary and secondary sources, using a variety of data collection techniques. A triangulation method for the collection and analysis of primary and secondary data will be used in order to optimally respond to the study questions.

The main **primary source** for this study will be portfolio individuals representing the stakeholders involved in the implementation of the EUTF Syria interventions in the education sector. The main stakeholders to be consulted are listed below:

- EU services (EUTF Staff; EUD staff),
- Staff of implementing partners (IPs) delivering EUTF Syria interventions,
- Representative of national authorities (Ministries),
- Management of local institutions (municipalities) and service providers, beneficiary and non-beneficiary of EUTF intervention,
- Donors and international organisations (if not IPs) active in each of the sectors (member of working group).

The key informants will be selected using the partner mapping and will be guided by the main study questions and relevant sub-questions. Key informant interviews will be used to obtain information from the key actors among the donors, IPs, central government and local actors.

More specifically, partner mapping covering the locations of the EUTF projects will be performed and, where possible, other similar interventions, as well as central and local stakeholders for each project to identify the interlocutors. Our approach to produce this output is to conduct a stakeholder analysis, to identify which individuals and organisations are actively involved in the process, or whose interests may be positively or negatively affected as a result of the intervention.

Stakeholder analysis is conducted in the following steps: (a) Identifying the stakeholders and their roles and responsibilities; (b) assessing the level of interest of each stakeholder; (c) assessing the level of influence of each stakeholder and to identify and understand the needs and expectations of major

interests inside and outside the project environment. The analysis will be finalised based on the findings of the Introductory Survey.

Introductory survey will be used to initiate the study and to inform the IPs about the scope and purposes of the study, and that it will give due consideration to their experience and expectations on key themes of the study. This will ensure their active participation in the later stages of the work on the study and provide an opportunity of forward-looking reflection on their experience.

After the introductory survey, an in-depth semi-structured individual interview will be conducted and will be the main method of collecting data from primary sources. These semi-structured key informant interviews will be prepared using a format, information for participants section setting out ethical rights and requirements.

The **secondary sources** are the documentation that the study team will use as part of the data analysis. The main secondary sources are listed below:

- Strategic country documents: national policies/ plan on Syrian crisis response,
- EUTF Syria Action Documents and subsequent programming documents,
- EUTF Syria Quarterly Information Notes,
- Portfolio Evaluations conducted by the EUTF Syria,
- Relevant EUTF Syria ROM reports including those with an outcome harvesting component, guidelines and templates developed for outcome harvesting under ROM,
- HQ monitoring mission reports where relevant,
- EUTF Syria Outcome Evaluation,
- Key Implementing Partners' final project reviews (where available),
- Documentation such as national (government) statistics, international examinations such as PISA, etc.

Possible difficulties and limitations in data collection: For some questions, having access to end beneficiaries is essential. At the same time, finding unbiased answers will be difficult; special effort will be given to understand dynamics of the current situation. For some sub-questions online statistical research will be required followed by validation during the interviews. Some sub-questions may be difficult to answer using reliable and objective data, unless there is access to relevant research studies, such as on discriminatory behaviour or economic analyses. Some sub-questions are specific to different interlocutor groups such as policy makers/ funding organisations, parents/ students/ community, education professionals etc. and will require preparing different interview guidelines for each group.

It is important to note that the EUTF final evaluation is being carried out alongside this Education Study. Coordination efforts between the two teams will be made to streamline the data collection process and maximise findings from both studies that can be used in each

The study phases

The data collection strategy consists of gradually taking into account the different target groups in the study scope, starting with the actors who are directly associated with EUTF Syria, such as the EU OMs and the implementing partners, then gradually considering other types of actors, such as the IPs' partners, and finally the key third party stakeholders, such as the local actors and the service providers as well as the national institutions. While some of these actors may have been supported by EUTF Syria, they also bring knowledge of current practices and policies in force. Finally, if the time permits, focus groups can be organised to receive direct feedback from the final beneficiaries (parents and students). The data collection and analysis method will occur in an iterative process that unfolds in two phases: the desk phase and the verification phase.

- **The desk phase**

During this phase, a mix of several data collection activities will be carried out, mainly around the first circle of actors, those who are directly linked to the EUTF Syria.

➤ Step one: the IPs introductory online survey

This survey will be the starting point for data collection. An introductory questionnaire based on main study questions will be designed and finalised in the first two weeks of the Desk phase taking into account the comments and validation of the management structure of the study and then sent out to the IPs (Annex 3).

Selected IPs for the survey corresponds to those who have been identified in the ToRs as key informants.

➤ Step two: Consultations with the EU OM and the EUDs. Finalisation of the documentation collection and confirmation of the final list by the EUTF DG NEAR OM.

The consultation aims to obtain more detailed information on the stakeholders and social actors, to shed light on the main outcomes in the sector and to better understand how project supervision, outcome monitoring, and approaches towards sustainability were based on the consideration of the context. Specific attention will be given to the national governments feedback. A first contact list including information on IPs has been drawn up and appears in the Annex 3. It will be finalised following discussions with the EU DGNEAR/ EUD OM, in preparedness for Step four.

➤ Step three: documentation review

In parallel with the launch of the online questionnaire, a documentation review will be carried out. The study team will examine all the available programming, contractual, and reporting documents listed above as secondary sources. A comprehensive list of documents is in Annex 5. The list concerns documentation for the projects to be covered by this study, as well as documentation related to other projects that are not going to be covered by this study but will be used for contextual purpose. The list of documents focus on the three EUTF Syria priority countries selected for the study: Lebanon, Jordan and Türkiye. The documentation review will consist of extracting outcome-related findings and relevant outputs to answer the study questions.

The secondary data collection will comprise of documentation provided by EUTF but also on-line research to provide quantitative and comparative data and research on the education systems as well as the situation of refugee children in the countries covered by the survey.

Accordingly, the desk review will be conducted to gain an in-depth understanding the short- and long-term changes that can be triggered through certain types of interventions as measured by research in the field of primary and secondary education.

➤ Step four: in-depth interviews with the IPs

Based on the analysis of the data collected both from the document review and the online survey, follow-up interviews will be carried out with the IPs to discuss and deepen the preliminary findings. Preliminary list of questions for in-depth interviews is given in Annex 1. The list of Key Informants will be used (Annex 4).

• **The verification phase**

During this phase, the study team will review the findings of the outcomes and select those to verify in order to increase their accuracy and credibility. The team will subsequently substantiate the findings

by collecting data from the rest of the primary sources, beyond the IPs, as listed above. These include stakeholders involved in the implementation of EUTF Syria intervention, such as IP partners, sub-grantees, and national authorities, as well as stakeholders who have a more indirect relation with the EUTF Syria (third party stakeholders) but can give sector-level insights, knowing one or more outcomes. This includes other international donors, national institutions and other service providers.

Field verification visits for 5-days will be carried out to Türkiye, Lebanon and Jordan – the three EUTF Syria priority countries in the study scope. In-depth, semi-structured interviews with key informants will be conducted. Interview protocols will be designed following the development of interview questions in more detail during the desk phase. Interviews with the IPs may be conducted if deemed necessary by the study team.

EU OMs and implementing partners (IPs) will function as key informants and supporters in the data collection. Contact details of the key informants will be requested from them during the Desk Phase.

Data analysis

A mixed-methods approach will be used to analyse the collected data to provide a better understanding of the situation.

Each expert is responsible for the collection and analysis of data for one country. Study experts will triangulate all findings to ensure that they are objectively balanced and methodologically robust. Triangulation of the data collected is important even more in cases of contradictory opinions or in sensitive cases. Triangulation serves as a powerful technique that facilitates validation of data through cross verification from all sources of information to be collected. In practice this means that every key finding should be checked from at least two separate sources and documented accordingly. The robustness of findings will be further strengthened as the main findings will be discussed between the evaluators and the team leader and quality control expert who will provide feedback in all stages of analysis.

The experts will respond to each SQ, per project and provide main data for analyses. Three analyses, for each country will be provided, which may lead to a comparative analysis to the extent possible. This will be completed by the study team and overall analyses by the team leader during the reporting phase.

QUALITY CONTROL

The study team sees internal quality supervision as critical to the success of this study. The Study Team Leader will review the quality of each report before passing it on to the nominated Quality Control Expert who will ensure final quality control before it is sent to M&E Team Leader for submission to the Contracting Authority for approval. Overall quality assessment will consist of a thorough review of the report focusing on the following criteria.

- Completeness of report: meet information needs including appropriate design
- Quality of report: language and clarity
- Adequacy and reliability of data
- Soundness of data analysis and coherence of findings and conclusions.

The quality assessment will ensure that the study report complies with the requirements of the Terms of Reference and meets adequate quality standards before sending it to the EUTF. The team will use

internal quality control to check and validate data sources and analysis. This is to ensure that findings reported are duly substantiated and fact-based, and that conclusions are supported by relevant judgement criteria. All limitations in the data sources and in the data analysis will be reported.

4.3 Annex 3: Main information about the projects in the sample

Türkiye

The projects in the study sample for Türkiye consists of three projects, two of which aimed at infrastructure improvements and one implemented to facilitate transition to formal education.

1. T04.25 – Education for All in Times of Crisis

Implemented by KfW Development Bank across multiple provinces in Türkiye, this long-term project (December 2016–June 2025) aims to meet the education needs of both Turkish students and Syrians under Temporary Protection by constructing and equipping new schools. Despite facing delays due to the COVID-19 pandemic and devastating earthquakes in 2023, the project successfully built and refurbished schools using state-of-the-art methods. Local stakeholders express satisfaction with the modern facilities, furniture, and equipment; only a few schools sustained minor damage from the earthquakes. In areas heavily affected, the new schools served as shelters or temporary public service units. However, there are concerns about higher long-term maintenance costs, given the superior quality of construction materials. Overall, the project has strengthened the Ministry of National Education's capacity to undertake large-scale construction and management of educational infrastructure.

2. T04.82 – Clean Energy and Energy Efficiency Measures

Under KfW Development Bank's leadership, this initiative (March 2018–June 2024) seeks to bolster resilience in refugee-affected regions by promoting renewable energy generation and implementing energy-efficiency upgrades in public educational facilities. While plans for ground-based solar farms were cancelled due to tender complications—shifting funds to build temporary, light-steel schools in earthquake-hit areas—the project did install rooftop solar panels in various schools. Because the Ministry of National Education covers electricity bills centrally, school administrations themselves have limited visibility on actual energy savings, and they lack capacity for ongoing panel maintenance. In contrast, energy-efficiency retrofits (e.g., insulation, smart meters, motion-sensitive faucets, improved heating and cooling, and efficient lighting) are widely praised for creating tangible improvements in comfort and school infrastructure, boosting the motivation of students, teachers, and parents alike.

3. T04.32 – Yarını Kurmak/ Building Tomorrow

Led by Concern Worldwide from December 2017 to September 2021, this project focused on integrating Syrian families in Gaziantep, Hatay, Kilis, and Şanlıurfa into the education system and labour market. Its design evolved to emphasise the transition and enrolment of Syrian students into formal schooling, as well as providing educational, psychosocial, and material support—ranging from learning materials and transportation services to laptops and stipends for technical and vocational high school students, particularly during COVID-19. Beyond direct aid to approximately 12,200 primary and secondary students, the project equipped TVET workshops with modern tools and technology. Although many beneficiaries have since graduated or moved following the earthquakes, local educators

report that the enhanced facilities and training continue to deliver substantial benefits for the region's education system and future workforce.

Lebanon

The projects in the study sample for Lebanon consists of four projects, two of which are consortiums for NFE and the other two are being implemented with public schools.

T04.302 - Supporting the right to quality education for vulnerable Syrian and host community children and youth

The project was implemented by the Haqqi consortium consisted of four partners: Save the children leading, Norwegian Refugees' Council, NABAD and MAPS. The main objective is providing NFE services for vulnerable children and youth with or without disabilities, to improve NFE pathways and PSS support. The local stakeholders expressed their satisfaction with the programs offered. The activities covered are distribution of learning material, transportation to education centres, and provision of devices for children with disabilities, social emotional learning and PSS activities. CBECE classes, BLN classes, retention support classes were provided in the NFE centres, as well as teachers training, training of parent's on ECE material and finally child protection training for parents and teachers. Haqqi proved to be a blue print of successful consortiums with a few adjustments needed such as harmonisation of tool, length of the cycle and creation of a unified data collection and M&E platform.

T04.257 - Strengthening the public education system in Lebanon to deliver inclusive and quality education for vulnerable school-aged children - including Syrian refugees - ensuring their full access and retention

Implemented by UNICEF, the main objective of the project was to ensure continued access to and retention in public formal schools for Syrian refugees and vulnerable Lebanese. The main activities covered are the payment of registration fees, rehabilitation of public school, cash for education, inclusivity in FE, offering services and devises to children with special needs, providing training to teachers, and principals on inclusive education that was led by CERD, support of distant learning, distribution of learning devices, solarisation of schools and providing connectivity.

T04.198 - Back to the Future II: A protective and nurturing environment to increase Access to School, Inclusion and Retention for Children impacted by the Syrian Crisis in Lebanon and vulnerable Lebanese

Back to the future consortium, The IP are AVSI -TDH- WCH, this consortium was implemented over 6 years the main objective was to provide a protective and nurturing environment to increase access to public schools and retention. The activities held CBECE classes – BLN classes, homework support and language classes as well as remedial classes in public schools. Finally, there was an engagement of caregivers in life skills activities. PSS activities as well as extracurricular activities and sports were added too. There was school rehabilitation and upgrading for school facilities, as well as upgrading of learning centres, Capacity building of teachers, community engagement of care gives on child protection training. The project was providing support to MEHE – PMU. Organisation of the project was a blue print for a successful consortium that built good relations with MEHE over the years.

T04.143 - Supporting Access to Formal Education for Syrian Refugee and Lebanese Girls and Boys in Lebanon's Public Schools

Supporting access to formal education for Syrians and Lebanese girls and boys in public schools, the main objective is to provide registration fees to children in public schools, transportation as well as cash assistance. The project also helped MEHE fund the teachers and principals' salaries and providing needed material for the schools. The project faced some challenges due to political unrest, strikes, COVID-19 pandemic and the devaluation of the Lebanese lira.

Jordan

The projects in the study sample for Jordan consists of five projects, one focusing on improving educational infrastructure, three on sector-wide improvements in access to education for Syrian children and vulnerable Jordanian children and one budget support.

T04.112 – EUTF Support to Construct 10 Schools in Jordan

Launched in November 2018 and now extended until mid-2025, the project supports the Jordanian Ministry of Education (MoE) in addressing the urgent need for additional classrooms in areas hosting large numbers of Syrian refugees. Implemented by KfW Development Bank with a budget of EUR 39.5 million, the project aims to build new public schools (initially planned for ten sites, now seven) in Irbid, Mafrq, and Amman. Each facility is designed to be inclusive, child-friendly, and cost-efficient, featuring “Net-Zero” principles—such as rooftop solar power and energy-saving heating and cooling—to lower operational expenses. Alongside constructing school buildings, the project also delivers capacity development for both the MoE and the Ministry of Public Works and Housing (MoPWH), focusing on effective project management, operation, and maintenance. While the initiative faced delays due to COVID-19, legislative changes, and rising construction costs, it remains a cornerstone of Europe's broader strategy to help Jordan accommodate Syrian refugees and ensure that all children—both refugees and Jordanians—have access to quality education.

T04.172 - Education and Makani ("My Space") Programmes for Vulnerable Syrian and Host Community School-aged Children in Jordan

Implemented by UNICEF from July 2019 to December 2022, the project addressed both educational and WASH needs in Jordan's refugee camps and host communities. At its core, the project helped thousands of children, particularly Syrians and vulnerable Jordanians, gain access to safe learning environments through infrastructure support, operational maintenance, and psychosocial services. Coupled with the “Makani” centres, which offer age-appropriate learning support and life skills training, the initiative also strengthened water and sanitation systems to control the spread of COVID-19. Through these coordinated efforts, the project made education more inclusive and protected public health in contexts often prone to infrastructure shortfalls.

T04.200 - Qudra II – Resilience for refugees, IDPs, returnees and host communities in response to the protracted Syrian and Iraqi crises

Launched in 2019, Qudra II was a multi-partner, multi-country initiative implemented by GIZ in collaboration with AECID, Expertise France, and national institutions. Spanning Jordan, Lebanon, Iraq, and Türkiye, it aims to bolster the resilience of both displaced populations—including Syrian refugees—and host communities through three core objectives: (1) improving education and protection services, (2) enhancing employment and livelihood opportunities, and (3) strengthening local governance capacities. In Jordan, implemented in cooperation with Enabel, Belgium, specifically, Qudra II focused on issues such as safe school transport, better facility management (e.g., maintenance training for teachers and school staff), and extracurricular learning for children and youth. Despite setbacks caused by COVID-19 pandemic disruptions and broader economic challenges, the project supported thousands of students, particularly girls in Jordan, through activities like sports for development, arts, reading campaigns, and enhanced school infrastructure. By partnering closely with the Ministry of Education and other stakeholders, Qudra II's interventions promote safer, more inclusive learning environments and foster social cohesion between Jordanian and refugee populations.

T04.245 – Support for Sustained Quality Education Services for Syrian Refugee Children in Jordan

Implemented from August 2021 to December 2022 by UNICEF, the project worked on ensuring that vulnerable school-aged Syrian refugees in Jordanian camps continued to receive a robust, inclusive education. The action focused on sustaining quality formal education in camp schools by funding operation and maintenance costs, improving safety measures, and investing in teacher capacity. In addition to benefiting tens of thousands of children, about half of them girls, the project created incentive-based volunteering opportunities for Syrians who contributed to a more supportive school environment. Classroom expansions, better WASH facilities, and enhanced teacher training all combined to elevate the learning experience and bolster the resilience of refugee communities in Jordan.

T04.261 – Support to Equitable and Quality Education for Syrian Refugees in Refugee Camps in Jordan

As a budget support effort initiated in December 2021, the project was coordinated with the Jordanian Ministry of Education to strengthen public education for Syrian refugees in camps. By focusing on teacher-pupil ratios, reliable school infrastructure (including libraries, laboratories, and electricity access), and more comprehensive policymaking, the project seeks to make formal schooling accessible and equitable. Ongoing dialogue between Jordanian authorities and donors aims to embed lasting improvements in the national system, so that education in refugee camps is not only available but also meets qualitative standards similar to those found in host communities. This approach underscores Jordan's broader goal of preventing a "lost generation" and equipping youth with the skills needed for future success.

4.4 Annex 4: List of interviewees

This Study follows GDPR compliant practices. In case of distribution of this deliverable to stakeholders outside the EUTF, please notify Particip to update this table to remove personal data.

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4.5 Annex 5: List of main documents consulted

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4.6 Annex 6: Details on cost efficiency and cost effectiveness (extension from SQ5)

Lebanon

T04 302: Amount paid is 5,869,267. According to the data provided by Haqqi on the total reach for year 1 (unique beneficiaries), children from the Syrian community represent 99% of the total beneficiaries (5,982 out of 6,044, including ECE, BLN and RS, as well as TVET).

Based on the finding of the ROM report the Haqqi consortium is operational; however, it has not yet fully developed a combined/ harmonised set of tools, procedures, or identity (branding, communication, etc.) across all implementing partners. As a consequence, the implementation is inconsistent across partners. Whilst the harmonisation process across consortium members has started to yield some results (e.g. common approach to transportation, in which all partners currently organise their own bus transportation; previously cash for transportation was provided by some), there are still some points to be addressed, including:

(a) Teachers' salaries for ECE, BLN, RS across consortium partners is not yet harmonised, and there is not a unique salary grid for Haqqi.

(b) The frequency and length of cycles for ECE, BLN, and RS show some discrepancies. For example, the number of months provided for RS varies between SCI, which covers the whole scholastic year, and NRC, which only covers four months. Similarly, ECE and BLN cycles last between three and four months for NRC, while for SCI, NABAD, and MAPS, they last between four and five months. Furthermore, NRC has budgeted two cycles of ECE/BLN per scholastic year, while SCI has budgeted only one, but is currently exploring the possibility of organising a second one, pending a budget revision to be completed by early June; (c) retention support modalities (RS inside and outside schools). Only Nabad implemented retention support inside public schools, while other Haqqi partners continue to conduct RS in their centres outside schools; (d) the provision of disability assistive items, such as glasses and hearing assistive devices, is another point of divergence. All consortium partners except NRC have allocated a budget for these assistive devices; (e) the provision of snacks during ECE, BLN, and RS is inconsistent. All partners except NRC provide snacks. According to NRC, this is a part of the preparation for the transition to Formal Education (FE), as public schools do not provide snacks to students.

Overall, the contribution of EUR 10,000,000 from the EUTF Syria made available for the project implementation is deemed sufficient to the needs of the intervention as per approved budget. In addition, consortium partners took a budget revision to decide allocation of savings. A no cost extension might be considered until the end of school year in June 2024, and depending on budget availability, may include launching in to new educational cycles. In line with this, the contract foresees ca. 7.2% co-funding (EUR 767,075) distributed among the consortium partners. According to the first interim report, in line with the plan, 57% of the co-funding (EUR 439,196.62) has already been disbursed by consortium partners and allocated to specific budget lines (source of co-funding: SIDA: 20.5%, NRC 62.4%, and BTF 17.2%).

T04 198: The evidence collected and data accessed during the ROM exercise was not deemed sufficient to produce an accurate cost-efficiency analysis; however, there are some elements (both tangible and

intangible) noted during the previous and current review leading to acceptable levels of cost-efficiency of the project:

(1) The use of consortium agency resources (human and institutional, including salary allocation for some core staff) funded from other sources that directly/ indirectly generate added value for the current project.

(2) Some “in-kind” contributions by partner schools and CBOs/ CSOs to enable the implementation of NFE and retention activities (during the in-person education and in connection with school rehabilitation).

(3) The synergies produced by complementarities with other interventions implemented in the same geographical areas and funded by other donors on education, protection and/ or healthcare, in particular through the implementation of the Referral Information Management Systems (RIMS) in referring protection cases and other specialised services to adequate mechanisms and services.

(4) The delivery of NFE through local IPs (CSOs/CBOs) has been found to be more efficient and conducive to enhancing the overall project ownership and sustainability levels in the regions than direct implementation. This is especially relevant when it comes to the design of exit/downsizing strategies of operations.

(5) Enhanced complementarities and synergies within the education sector through the co-production and sharing of online learning tools among organisations since February 2020.

(6) Ongoing contribution to the capacity building of MEHE since 2016, through the co-design and endorsement of educational contents/ curricula, referral protocols from non-formal to formal education and provision of adequate management tools, such as the IMS. This is reported to have consequences for the effectiveness and efficiency of the line-ministry dealing with NFE at the national level.

(7) Some positive economic impact of the intervention in the target localities through job opportunities to 631 staff (beyond expectations, 500 target) as teachers, volunteers, animators, outreach workers and construction workers involved in school rehabilitation. Most of the employed staff are female (79%), and 12% are members of the Syrian and Palestinian refugee communities.

T04 257: The overall number of students enrolled in public primary education g1 – g9 for the year 2020-21 -22 -23- exceeded the target value of 495,161 to 647,865 exceeding the target (130 %). Total cost of project 54,500,500 EUR. Cost per student is 84,122 EUR

Overall, and despite certain setbacks the action demonstrated good efficiency. Resources were efficiently allocated, particularly through Cash-For-Education based on children attendance (not enrolment), teacher top-ups based on worked hours, and reducing transaction costs from around 4% to 1.8% as a consequence of using OMT (a Lebanese money transfer operator with more than 1.200 locations across the country) for the provision of cash-transfers. The support for MEHE in digitalisation and solarisation of schools which will radically lower the cost of fuel for generators and ensure clean, reliable energy; and improvements in data and financial management at school levels to ensure needs-based budgeting, contributed to cost-efficiency.

The ongoing TREF audit, although delayed due to challenges in accessing MEHE data, aims to further enhance resource allocation and provision. In response to the challenges UNICEF supported MEHE with capacity-building for SIMS operators and monitors, improving data delivery and payment frequency to

teachers. Furthermore, the project supported MEHE in taking practical steps to initiate a coordinated reform roadmap which tackled teaching and learning governance, and cost-efficiency.

The implementation mechanisms were effective in achieving the planned outcomes, with the Action benefiting from the established TREF modalities that ensured all education sector initiatives supported the MEHE's Five- Year General Education Plan 2021-2025. Unlike the RACE modalities that separated projects by target groups based on their nationality, TREF created a system-wide approach benefitting both Lebanese and non-Lebanese children based on vulnerability criteria. This fostered partnerships with key stakeholders, including UNICEF's collaboration with UNHCR, and several CSOs for the design and implementation of the Cash for Education programme.

For **T04.143**, the MEHE has prioritised fundraising for non-Lebanese children in the Second Shift, followed by the coverage of fees for non-Lebanese children in the First Shift, and finally Lebanese children. Under both RACE Plans, the MEHE has costed the enrolment of these children. UNICEF used the funding from EUTF Syria to cover the registration fees of the Lebanese and non-Lebanese students. This project cover 54,755 Lebanese students over the scholastic year 2018-2019- and 2019 – 2020 and 60,327 non-Lebanese in spite of school closure due to COVID-19 pandemic and teachers strikes the summer school was able to catch up the lost time for the students.

There are already savings from the joint EU and Germany funding for the scholastic year 2019-20 per RACE unit cost contribution. Since the planning was done in USD and expenses were in Lebanese lira, due to devaluation of lira and after negotiation on the exchange rate, there is an agreement on the equal share of 33M USD between EU and Germany, as calculated by the UNICEF. This saving is currently being negotiated to be used for inter alia School Fund insurance, extra sports activities, heating, school stationary, fees for janitors and ICT staff due to inflation, Parents Council Fund (water, general electricity, cleaning), Summer Catch Up Programme and upgrade of IT equipment and internet infrastructure.

There is also specific savings from the EUTF Syria fund on transportation from scholastic year 2019-20, with the amount of 4,2M USD. This amount was used for the extended period of transportation during the school year.

Jordan

T04.261: The cost per beneficiary, based on a total EU contribution of €19,390,000 and 37,195 children, is approximately €521.31.¹⁵ This calculation reflects the impact of the total cost allocation across all subsidised beneficiaries. This calculation reflects the comprehensive cost allocation across all subsidised beneficiaries, encompassing not only the direct registration fee subsidies but also the broader costs associated with the intervention. These costs include administrative expenses, support for civil society, and public and private alliances as part of the EUTF Syria intervention. Such allocations ensure the sustainability and effectiveness of the programme by addressing both individual and systemic needs in the educational sector.

T04.172: The UNICEF-supported COVID-19 response programme in Jordan, effectively addressed critical needs in education, protection, and WASH services for vulnerable Syrian refugees and host communities. A financial analysis of the programme's cost per beneficiary highlights its efficiency and scale. With a total programme cost of EUR 35,012,082, the education component, benefiting

¹⁵ Akvo RSR Report 27-Aug-2024, T04.172

approximately 33,000 children annually over three years, incurred an estimated cost of EUR 101 per child per year. The Makani programme, which provided integrated services to over 87,000 individuals annually, achieved a cost-efficient delivery at EUR 46 per person per year. Similarly, WASH services, essential for health and sanitation, reached 113,000 individuals annually at a cost of EUR 35 per person per year. When averaged across all components and an estimated 586,000 beneficiaries, the overall cost per beneficiary was EUR 60 per person per year.¹⁶

T04.245: A total of 34,398 children were reached with USD 10,595,456.33¹⁷ (equivalent to approximately EUR 10.22135 based on the December 2022 exchange rate¹⁸). This equates to an average cost per beneficiary of USD 308.03 (297.154)¹⁹. This calculation includes costs for staff and personnel, supplies and commodities, equipment, vehicles and furniture, contractual services, transfers and grants to counterparts, travel, and general operating and other direct costs.

For T04.200, the total investment across all countries amounted to €80 million, as reported in the ROM report. This funding covered a wide range of components, including social cohesion, and reached a total of 200,000 children overall. Estimating the programme's impact is inherently complex due to its multi-country scope and diverse interventions. The Action is enhancing education, protection, and engagement opportunities for children, young people, and other marginalised groups. Under SO1 a significant milestone was achieved as 37,195 children benefited from subsidised registration fees for public formal education. To support these efforts, €4.6 million was allocated specifically to Component 1, which focuses on subsidising education costs. Based on this allocation, the cost per child under Component 1 was approximately €123.67. This calculation highlights the programme's efficient use of resources in addressing the educational needs of marginalised children. Expanding this perspective to the overall programme, which reached 200,000 children across all components, the average cost per child is estimated at €400. This figure provides an overview of the programme's financial efficiency in delivering comprehensive interventions aimed at improving education, protection, and engagement opportunities.²⁰²¹

16 Cost per beneficiary was calculated by dividing the estimated proportional budget allocation for each programme component by the total number of beneficiaries reached during the programme's operational period. Proportional budget allocations were estimated based on approximate percentages derived from the programme's scope and focus areas as described in the report. For the education component, the total beneficiaries (33,000 children annually) were multiplied by three years to determine the cumulative reach (99,000 beneficiaries), and this was divided by an estimated budget allocation of EUR 10 million. Similarly, for the Makani programme, the annual reach of 87,000 individuals over three years (261,000 beneficiaries) was divided by EUR 12 million. The WASH services component, benefiting 113,000 individuals annually for two years (226,000 beneficiaries), was divided by EUR 8 million. The overall cost per beneficiary was derived by dividing the total programme budget (EUR 35,012,082) by the estimated total beneficiaries across all components (586,000), accounting for potential overlaps in beneficiary numbers across different programme areas.

17 The total EC contribution is USD 9,825,328, Final Report, T04.245

18 Conversion done by InfoEuro : https://commission.europa.eu/funding-tenders/procedures-guidelines-tenders/information-contractors-and-beneficiaries/exchange-rate-infoeuro_en

19 Ibid

20 T04.200 ROM Report, 2020

21 Akvo RSR Report 27-Aug-2024, T04.200

