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**External Monitoring and Evaluation  
for the EU Regional Trust Fund in Response to the Syrian  
Crisis**

**Evaluation of EUTF-funded Programmes/Projects on  
Basic Education**

**Final Evaluation Report  
December 2019**

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# 1. Glossary of Acronyms

AAI	Accelerated Access Initiative
AD	Action Document
AFD	Agence Française de Développement
ALP	Accelerated Learning Programme
ASAM	Association for Solidarity with Asylum Seekers and Migrants
BE	Basic Education
BLN	Basic Literacy and Numeracy Programme
BTF	Back to the Future
CAC	Country Advisory Committee
ÇATOM	Multi-Purpose Community Centres
CBO	Community-Based Organisation
CCTE	Conditional Cash Transfers for Education
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CP	Child Protection
CRC	Committee on the Rights of the Child
CRF	Croix-Rouge Française
DCU	Donor Coordination Unit of the Ministry of Education (Jordan)
DEVCO	Directorate-General for International Cooperation and Development
DISK	Confederation of Progressive Trade Unions of Turkey
DoS	Department of Statistics (Jordan)
ECE	Early Childhood Education
ECED	Early Childhood Education and Development
ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
EIDHR	European Instrument for Democracy and Human Rights
EiE	Education in Emergencies
EMIS	Education Management Information System
ERfKE	Education Reform for Knowledge Economy
ESP	Education Strategic Plan
ESWG	Education Sector Working Group
EU	European Union
EUD	EU Delegation
EUTF	EU Regional Trust Fund in Response to the Syrian crisis
FE	Formal Education

FGD	Focus Group Discussion
FM	Facility Management
FRIT	EU Facility for Refugees in Turkey
GAP	South Eastern Project
GDP	Gross Domestic Product
GDSA	General Directorate of Social Assistance (Turkey)
GoJ	Government of Jordan
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HDI	Human Development Index
HE	Higher Education
ICT	Information and Communication Technology
IFE	Informal Education
ILO	International Labour Organization
INGO	International Non-Governmental Organisation
IP	Implementing Partner
IPA	Instrument for Pre-Accession Assistance
IRCS	Iraq Red Crescent Society
JOD	Jordanian Dinar
JRF	Jordan River Foundation
JRP	Jordan Response Plan
KSI	Key Stakeholder Interview
LSS	Learning Support Services
MEHE	Ministry of Education and Higher Education (Lebanon)
MoE	Ministry of Education (Jordan)
MoFLSS	Ministry of Family, Labour and Social Services (Turkey)
MoHESR	Ministry of Higher Education and Scientific Research (Jordan)
MoNE	Ministry of National Education (Turkey)
MoPIC	Ministry of Planning and International Cooperation (Jordan)
MoPWH	Ministry of Public Works and Housing (Jordan)
MoSD	Ministry of Social Development (Jordan)
MoYS	Ministry of Youth and Sports (Turkey)
NEAR	Directorate-General for Neighbourhood and Enlargement Negotiations
NFE	Non-Formal Education
NGO	Non-Governmental Organisation
NHRD	National Human Resources Development
OOSC	Out-of-School Children

PEC	Public Education Centre
PICTES	Promoting Integration of Syrian Children into Turkish Education System
PforR	Education Reform Support Program-for-Results
PMU	Project Management Unit
PRS	Palestinian Refugees from Syria
PRL	Palestinian Refugees in Lebanon
PSS	Psycho-Social Support
PTA	Parents-Teachers Association
QIN	Quarterly Information Note
RACE	Reaching All Children with Education
RC	Remedial Classes
RET	Refugee Education Trust
RF	Results Framework
ROM	Results-Oriented Monitoring
SO	Strategic Objective
SVT	Syrian Volunteer Teachers
TdH	Terre des hommes
TEC	Temporary Education Centre
TP	Temporary Protection
TUIK	Turkish Statistics Institute
TVET	Technical and Vocational Education and Training
UNCRC	UN Convention on the Rights of the Child
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugees
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
USD	US Dollar
VAT	Value Added Tax
WASH	Water, Sanitation and Hygiene
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### 3. Executive Summary

This evaluation was commissioned by DG/NEAR to PARTICIP with the overall objective to assess the performance of the current generation of EUTF Basic Education (BE) support. The evaluation was aimed at improving the effectiveness and impact of the EUTF BE projects, strengthening stakeholder involvement, ensuring successful communication and reinforcing the EUTF capacity to bring change in the cooperation area in full respect of its natural environment.

The assignment covered nine projects<sup>1</sup> either fully addressing BE or with BE components built in. The geographical scope covered Jordan, Lebanon, Turkey and Iraq. Field visits were undertaken to all countries except Iraq due to the fact that only a minor component of one of the projects is being implemented there. The evaluation focused on formal and non-formal education activities.

In addition to interviews with EU representatives, donors, INGOs, EUTF BE implementing partners and an extensive desk review, focus groups with children (in and out-of-school), group interviews with parents, teachers and volunteers, and school visits were undertaken during the field visits.

The report provides a macro lens to look into how the interaction of various funding instruments, projects and implementing agents produce the results as perceived by students and stakeholders and how strategies and modalities can be adjusted to support relevance, effectiveness, efficiency and coherence of the EUTF BE portfolio and its degree of complementarity and coordination with other EU funding instruments.

#### Relevance

Overall, the EUTF BE projects provide increased opportunities to access basic education for children refugees from Syria and vulnerable children from the host communities. All of the projects are in line with the government policies in the countries of implementation, with the EU thematic priorities on access to basic education, and with relevant action plans and commitments concerning education in each country<sup>2</sup>. However, several barriers to Syrian children's access to BE, despite having been

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<sup>1</sup> T04.15 – GIZ (Qudra)  
T04.17 – WVi (Youth Resolve)  
T04.21 – UNRWA (Strengthening Resilience of Palestinian Refugees from Syria in Jordan and Lebanon)  
T04.22 – AVSI (Back to the Future)  
T04.25 – KfW (Education for All in Times of Crisis)  
T04.50 – AFD (Resilience and Social Cohesion)  
T04.66 – Jordan Budget Support  
T04.78 – UNICEF (Support for Every Child of Syria)  
T04.112 – KfW (EU Support to construct 10 schools in Jordan)

<sup>2</sup> Inter alia, the EU-Turkey Joint Action Plan; the Regional Refugee and Resilience Plan (3RP); the Lebanon Crisis Response 2017-2020; the National Reaching All Children with Education 2017-2021 (RACE II – Lebanon); and the Jordan Compact Commitment to Education.

identified by EUTF implementing partners, could not be fully addressed either because they are outside the BE scope (for example, poverty and concomitant lack of employment opportunities), or because the EUTF BE projects are 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). Disability, whether physical or mental, is not addressed by the large majority of EUTF BE implementing partners despite being an important barrier to accessing BE. The number of out-of-school children remains worrying in all countries. Barriers which have been adequately addressed and embedded into EUTF BE projects include transportation, with most EUTF implementing partner taking this into account, and community ownership and involvement in school rehabilitation, underperformance, language, PSS, and social cohesion, all of which are addressed by at least one implementing partner. As such, EUTF support for BE is and remains highly relevant and critical to providing basic education to Syrian refugee children.

## Effectiveness

Despite many delays in the start-up of their implementation, the projects under review have proven effective in delivering the planned outputs and, in most cases, planned outcomes as defined in project documentation. In some cases, targets or activities had to be modified to adapt to requests from either the relevant ministries or the EUDs. Internal and external monitoring systems have enabled implementing partners to adjust the projects and adapt to the evolving contexts when possible. The lengthy procedures in terms of registration and approvals from various government authorities have delayed, sometimes substantially, the start of implementation, but once the relevant approvals have been obtained, activities have been undertaken without major hurdles. Several of the projects requested a cost-free extension to deal with the delays, which were accordingly granted.

The quality of the outputs overall has been high in all countries, as reflected during the FGDs with children and interviews with the different stakeholders, including teachers, head teachers, parents, and education sector actors (donors, EUD representatives, authorities) and in ROM reports. During the focus group discussions with parents and children enrolled in both, NFE and FE, quality was perceived by children and parents more positively in the NFE / IFE<sup>3</sup> initiatives provided by EUTF BE implementing

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<sup>3</sup> Definitions:

**Formal education:** Education that is institutionalised, intentional and planned through public organizations and recognised private bodies and -in their totality- constitute the formal education system of a country. (UNESCO UIS 2011, Global)

**Non-formal education:** The defining characteristic of non-formal education is that it is an addition, alternative and/or a complement to formal education within the process of the lifelong learning of individuals. Non-formal education mostly leads to qualifications that are not recognized as formal qualifications by the relevant national educational authorities or to no qualifications at all. (UNESCO UIS 2013, Global)

**Informal education:** Unstructured education/training that takes place outside the formal education/training system. (ILO, 2006, Global)

partners than in formal education in terms of providing children with a safe learning space, protection from violence and PSS<sup>4</sup>. Quality and violence issues remain a problem in FE and need to be addressed through further strengthening of quality and inclusive education in the formal system. Overall, EUTF BE projects can be said to effectively provide increased access to quality BE, with EUTF supported NFE and IFE initiatives being more effective in ensuring a protective learning environment for children. Education in public schools is the same for all children, be they refugee or host community children (i.e. it is not worse for Syrian refugee children). The various issues in the public school system, notably violence in schools, affects all children, but has a higher negative impact on refugees children and vulnerable host community children due to their specific vulnerabilities.

## Efficiency

EUTF BE implementing partners have been able to implement their activities and achieve the target outputs within the set budgets. While comparison of efficiency across projects is difficult due to both, a lack of standardised budget formats and financial reporting mechanisms, the fact that some projects focus on BE alone while others are multi-sectoral, and the diversity of the projects in terms of scope, an analysis of the budgets shows that larger projects tend to be able to achieve economies of scale in terms of personnel costs and overheads. Smaller projects, and the majority of projects implemented by INGOs, tend to have an important component of capacity-strengthening targeting local NGOs. As such, the share of personnel costs tends to be higher.

## Coherence

Overall, there is no case of duplication between EUTF projects and other EU projects. Complementarity and coherence have been reached but are more the result of ad hoc coordination between different EU instruments and not a result of a comprehensive EU approach to BE. Coordination mechanisms have worked unevenly in the countries targeted. In Turkey and Lebanon, the level of coordination has been adequate, but increased coherence between the different instruments is needed. In Jordan, coordination, internal and external, has suffered and hampered the added value that EUTF could have brought in terms of complementarity and building bridges between the different EUTF implementing partners (BE and other sectors). EUTF started out as an instrument respond to an crisis situation and has now started to transition to a development approach, supporting the relevant ministries in national

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Detailed definitions are provided below, under the Introduction section.

<sup>4</sup> During the focus group discussions with children and group interviews with parents, a large majority of respondents stated that they preferred the services and learning environment in the NFE centres rather than schools. All of the children stated that they would rather be in the NFE centres than at school, mostly because of violence issues.

BE system reform. Within this perspective, the coherence between EUTF and other EU instruments (ENI, DCI, EIDHR) need to continue, so that the positive results so far, and especially concerning the support to the broader national education systems, can yield the impact expected.

## **Sustainability**

The evaluators found that, in some instances, internal and external coordination mechanisms have contributed to maximising the sustainability of BE interventions. The transition between a crisis response to a development approach has also increased the sustainability of EUTF initiatives, with enhanced support to the national education systems of the host countries and support to government-led programmes. Such an approach provides for enhanced quality basic education for all children and increased resilience in case of crisis. In all target countries, steps have been taken to reinforce dialogue with the authorities and the relevant ministries to ensure that EUTF interventions are integrated and in line with national plans, especially in view of transitioning from a crisis response to a development approach.

## **EU Added Value and Visibility**

All stakeholders interviewed agreed that the EU has had a high impact in raising awareness and advocating for strengthened support for Syrian refugees in the region overall (i.e. not limited to the education sector), in particular through the regional advocacy and awareness raising activities (regional conferences). However, there is no evidence that implementing partners were able to raise additional funds for BE activities and, at the regional level and overall, less than 50% of the pledges made during the Brussels conference have been met (2018 data). In Jordan, only TdH Italy (T04.22) mentioned that EUTF support had helped them secure further funding and Qudra's (T04.15) achievements were used by GoJ to meet the indicator (improved physical environment) under the 200 million USD loan from the World Bank. No further declared or actual impact of EUTF funding on fundraising efforts in the area of BE was identified by IPs in all four countries of intervention.

An added value of the EUTF BE projects is the support that is being provided to increase access to quality BE and to strengthening national education systems. In both cases, Syrian refugee and vulnerable host community children are targeted. Communication and advocacy should be strengthened to highlight the fact that EUTF is contributing to a resilience approach with short-term and long-term benefits for Syrian refugees and local communities.

## **Gender, Protection and Special Needs**

There is a gap in the support provided by the EUTF BE implementing partners in the area of child protection in schools. As mentioned above, whilst this is not a problem and is ensured in NFE and IFE

centres, inside schools and especially schools for boys, the problem remains overwhelming for both Syrian and host community children. EUTF guidelines (and funding channelled through other instruments) should ensure that child protection elements are embedded in BE activities, including in the support to the relevant ministries and schools to enable them to cope with the increase in the numbers of students enrolled and a system that is over capacity. Whilst this has been done in some cases, notably the UNICEF programme in Lebanon, a number of issues impacting the quality of the learning environment remain (including corporal punishment). Gender-specific issues are not sufficiently addressed and disability is by and large neglected throughout the EUTF BE interventions.

### **Summary of recommendations:**

#### **Policy level**

1. Continue to support national education system reform in close coordination with relevant ministries and define ways to transition from EUTF to other instruments, as required.
2. Dialogue should continue with host countries with regards to the timeframe and sustainability of support for Syrian children, and the next steps agreed upon jointly.
3. In Lebanon, the structural bottlenecks that is the passing of exams from ALP to school should be urgently addressed.

#### **Strategic level**

4. EUTF financial support in the field of BE should be at least maintained at the current levels and transition from EUTF to other instruments for continued support to BE defined.
5. More innovative projects to integrate children who are more difficult to reach should be encouraged.

#### **Operational level**

6. Access to formal BE for children with disabilities should be strengthened in all countries.
7. Child protection elements and gender-specific activities should be strengthened throughout EUTF BE projects and especially through locally designed interventions.
8. In Turkey, EUTF and other instruments should strengthen the support for Syrian teachers as “volunteer counsellors / teachers” in Turkish schools.
9. Projects specifically aimed at out-of-school children and the specific needs and challenges they face according to their ages should be developed.
10. EUTF and its partners should agree on indicators for effectiveness and criteria, especially for formal BE, beyond enrolment rates.
11. EUTF and its partners should agree upon how efficiency is measured.



## **4. Main Report**

### ***4.1. Introduction***

This evaluation was commissioned by DG/NEAR to PARTICIP with the overall objective to assess the performance of the current generation of EUTF Basic Education (BE) support. The evaluation was aimed at improving the effectiveness and impact of the EUTF, strengthening stakeholders' involvement, ensuring a successful communication and reinforcing the EUTF capacity to bring a change in the cooperation area in full respect of its natural environment.

The geographical scope of the assignment covered Jordan, Lebanon, Turkey and Iraq. Field visits were undertaken to Jordan, Lebanon and Turkey. For Iraq, the component of the EUTF BE project currently being implemented there was analysed through a desk review and Skype meetings with the Iraqi implementing partner.

Noting that the majority of the projects are multisector, covering sectors outside BE, the evaluation focused only on the formal and non-formal education activities of the EUTF BE implementing partners. When time allowed, other education actors were interviewed, particularly DG ECHO (all countries) and the Facility (for Turkey).

In terms of target groups, the evaluation focused on refugees from Syria, including Palestinian Refugees from Syria (PRS) and host communities.

The evaluation analysed past achievements to inform different options for future EC funded interventions in BE in the four target countries, taking into account decisions already made by the European Commission, notably in Turkey where EUTF support to BE was phased out in favour of Facility financing for the education sector; and in Lebanon where the new action document already provides for future support for basic education.

The main body of the report provides a regional and cross-country analysis of the EUTF BE projects. When relevant, lessons learned and best practices from one country have been highlighted as models which can be transferred to the other target countries. Individual country responses to the evaluation questions are provided in the annexes (Annex 4 for Jordan, Annex 5 for Lebanon and Annex 6 for Jordan). There is no specific country assessment for Iraq due to the limited EUTF BE projects in the country and the fact that no field visits were possible to collect data.

The main terms used during the assignment are defined as follows:

**Basic education (BE):** Whole range of educational activities, taking place in various settings, that aim to meet basic learning needs as defined in the *World Declaration on Education for All* (Jomtien, Thailand, 1990). According to ISCED standards, basic education comprises primary education (first stage of basic education) and lower secondary education (second stage). It also covers a wide variety of non-formal and informal public and private activities intended to meet the basic learning needs of people of all ages (World Conference on EFA: Meeting Basic Learning Needs, Jomtien, Thailand, 1990).

“A basic education is the foundation for lifelong learning and human development and encompasses both formal and non-formal education programmes. Every person – child, youth and adult – should be able to benefit from educational opportunities designed to meet their basic learning needs. These needs comprise both the essential learning tools (such as literacy, oral expression, numeracy and problem-solving) and the basic learning content (such as knowledge, skills, values and attitudes) required by human beings to be able to survive, develop their full capacities to live, make informed decisions and continue learning. The scope of basic learning needs and how they should be met varies with individual countries and cultures, and inevitably changes with the passage of time.”<sup>5</sup>

**Formal education:** Education that is institutionalised, intentional and planned through public organizations and recognised private bodies and -in their totality- constitute the formal education system of a country. Formal education programmes are thus recognised as such by the relevant national education authorities or equivalent authorities, e.g. any other institution in cooperation with the national or sub-national education authorities. Formal education consists mostly of initial education. Vocational education, special needs education and some parts of adult education are often recognised as being part of the formal education system. (UNESCO UIS 2011, Global)

“A formal education programme is a set plan of action to develop a certain level of educational attainment that leads to a recognised certificate. It generally refers to state or national education programmes developed by ministries of education, run through a structured system of state or registered private schools, using a national curriculum or other approved curricula, taught by teachers trained in national teacher training institutions (or private institutions approved by the state), and benefiting from consultation with ministry advisors and inspectors. However, in many emergency situations, formal education, such as for refugee or internally displaced populations, may be set up in a refugee camp and run by implementing partners in conjunction with camp committees, or it may occur

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<sup>5</sup> INEE, Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction, 2004.

in community or religious schools, with the humanitarian community supporting with educational materials and supplies, teacher training and school construction or rehabilitation.”<sup>6</sup>

**Non-formal education (NFE):** Education that is institutionalized, intentional and planned by an education provider. The defining characteristic of non-formal education is that it is an addition, alternative and/or a complement to formal education within the process of the lifelong learning of individuals. It is often provided to guarantee the right of access to education for all. It caters for people of all ages but does not necessarily apply a continuous pathway-structure; it may be short in duration and/or low intensity, and it is typically provided in the form of short courses, workshops or seminars. Non-formal education mostly leads to qualifications that are not recognized as formal qualifications by the relevant national educational authorities or to no qualifications at all. Non-formal education can cover programmes contributing to adult and youth literacy and education for out-of-school children, as well as programmes on life skills, work skills, and social or cultural development (ISCED 2011).

“Non-formal programmes are typically run outside the formal, structured school system and do not necessarily lead to certification or accreditation. However, they may in some cases be attached to schools or included under ministry of education supervision, and learners may use non-formal education programmes as a springboard for late entry into formal education programmes. Such programmes have a plan of action that outlines learning objectives, learning content and instructional materials and are characterised by their variety, flexibility, relevance to specific groups of learners and ability to respond quickly to new educational needs of children or adults. Their curricula range from derivatives of ministry curricula, sometimes delivered in accelerated courses, to entirely new curricula and new approaches to learning.”<sup>7</sup>

In Jordan, NFE allows children to obtain a certificate, recognised by the Ministry of Education, that is equivalent to 10<sup>th</sup> grade.

**Informal learning / informal education (IFE):** Unstructured education/training that takes place outside the formal education/training system. (ILO, 2006). Learning resulting from daily activities related to work, family or leisure. It is not organised or structured in terms of objectives, time or learning support. Informal learning is in most cases unintentional from the learner’s perspective. (CEDEFOP, 2008, Europe).

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<sup>6</sup> Idem

<sup>7</sup> Idem

Note that IFE in Jordan is understood as one cycle of NFE focusing on personal development, Arabic, English and Math, which enables children to enrol in NFE. It targets all children, even those who are in school.

The evaluation focused on BE, including NFE and, in the case of Jordan, IFE, as defined above. It did not include informal education in other countries. More precisely, for each country, basic education comprises primary and lower secondary, as shown in the table below. The evaluation was limited to activities targeting children within these age brackets / grades, and excluded upper secondary education, although the link between lower secondary completion and upper secondary enrolment was analysed.

Table 1 – Primary and secondary education grades and age brackets in the target countries

Country	Primary	Lower secondary	Upper secondary
<b>Jordan</b> Compulsory for age 6-16, grades 1-10	Age bracket: 6-16 Grades: 1-10		Age bracket: 16-18 Grades: 11-12
<b>Lebanon</b> Compulsory: grades 1-9	Elementary Age bracket: 6-11 Grades 1-3 and 4-6	Intermediate: Age bracket: 12-14 Grades 7-9 Need to pass the Brevet d'Etudes to entre upper secondary.	Grades 10-12
<b>Turkey</b> Compulsory: grades 1-12	4+4 years Age bracket: 6-14		Grades 9-12
<b>Iraq</b> Compulsory: grades 1-6 (Iraq) Grades 1-9 (Kurdistan)	Primary: 6 years  After grade 6, students must pass the national examination to obtain a primary school certificate to attend intermediate school.	Intermediate: 3 years  National intermediate baccalaureate examination at completion of grade 9 to continue to secondary or vocational.	3 years

The scope and methodology of the assignment were based on the Terms of Reference (Annex A1) and more precise information provided during the kick-off meeting in Brussels, as reflected in the Inception Report (Annex A2).

The evaluation of the EUTF BE projects was based on the following criteria: relevance, effectiveness, efficiency, coherence and complementarity, sustainability, and EU added value and visibility. Child protection and gender were both, mainstreamed throughout the evaluation matrix and addressed through separate evaluation questions. The cut-off date of the evaluation was July 2019, with some data gathered in August and September for Jordan due to delays organising the field missions and obtaining the relevant documents.

## Stakeholder consultations

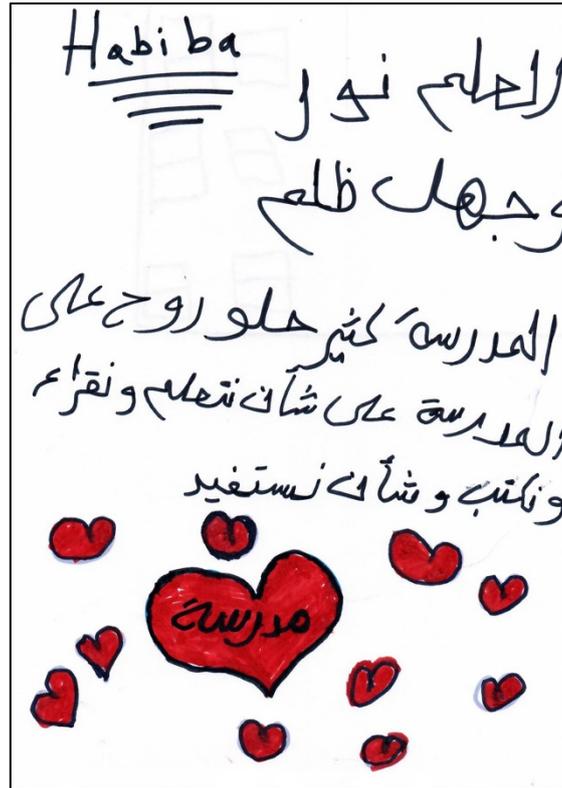
Telephone and face-to-face interviews were conducted with a range of stakeholders. Table 2 below shows the number of interviews, focus groups and visits undertaken during the evaluation field phase in Jordan, Lebanon and Turkey.

Table 2 – Overview of stakeholder interviews, focus groups and visits carried out

Stakeholder group	Jordan	Lebanon	Turkey	Iraq
EUTF implementing partners (including local partners)	8	3	8	2
EUDs	2	1	1	-
DG ECHO	1	0	1	-
Other donors, Member States, UN agencies, INGOs	3	4	0	-
National government representatives	1	4	4	-
<b>Total</b>	<b>15</b>	<b>11</b>	<b>14</b>	<b>2</b>
Parents (group interviews)	30	33	21	-
Children (focus groups)	93	70	17	-
Teachers (group interviews)	7	27	22	-
EUTF project staff (trainers, volunteers, PSS workers)	10	10	7	-
<b>Total</b>	<b>150</b>	<b>140</b>	<b>67</b>	<b>0</b>
Schools visited	4	4	1	-
NFE / IFE centres visited	3	3	3	-
<b>Total</b>	<b>7</b>	<b>7</b>	<b>4</b>	<b>0</b>

To collect data on the views of children, the evaluation conducted focus groups with in and out of school children, both Syrian and from the host communities. In addition to the questions asked, children were also asked to express their views on their education through drawings. The aim was to collect information on what education means to them and how they perceive the support being provided by the EUTF implementing partners (if they were target beneficiaries of such support). Some of the drawings are included in the report. All children and parents signed consent forms, agreeing to participate in the focus groups. Permission was granted to the evaluators to use the responses as well as the pictures and drawings of children used in the report.

Group interviews were held with parents, teachers and project staff. In addition, a total of 18 schools and NFE/IFE centres were visited in three countries. The evaluation methodology is detailed in Annex A2. The questionnaires used during the school visits and classroom observations are included in Annex A9.



**Fig. 1** – Drawing by a Syrian child attending school in Jordan:  
What does school mean to you? “Education is light, ignorance is darkness”.

## 4.2. Response to Evaluation Questions

### 4.2.1. Relevance

*The team evaluated the relevance of the EUTF BE interventions in terms of the extent to which the EUTF BE projects provided increased opportunities to access basic education for children refugees from Syria (EQ1).*

Overall, the EUTF BE projects provide increased opportunities to access basic education for children refugees from Syria and vulnerable children from the host communities. All of the projects are in line with the government policies in the countries of implementation, with the EU thematic priorities on access to basic education, and with relevant action plans and commitments concerning education in each country<sup>8</sup>. However, several barriers to Syrian children's access to BE, despite having been identified by EUTF implementing partners, could not be fully addressed either because they are outside the BE scope (for example, poverty), or because the EUTF BE projects are too small in scope to cover them. Pilots on an integrated approach could be considered, though funding constraints mean they would have limited targeting. Disability, whether physical or mental, is not addressed by the large majority of EUTF BE implementing partners despite being an important barrier to accessing BE.

#### Government response

The response of the governments to inflow of refugees from Syria and, more specifically, to providing the access to BE for Syrian refugee children in Jordan, Lebanon, Turkey and Iraq has been impressive overall and over time. As of the beginning of the crisis in 2011, all four countries welcomed Syrian refugees and demonstrated both, flexibility and a humanitarian approach that enabled Syrians to cross the border and to access basic services, including education. However, with the protraction of the conflict, the burden that these countries are facing has not only grown in terms of numbers (see Table 3 below), but different factors, including international and regional geopolitical dynamics, the domestic economic and security contexts, the changing economic profiles of refugees, the rising tensions within host communities, and the lack of viable return or resettlement perspectives, have resulted in changing policies and refugee governance patterns, both legally and institutionally. Some of these have been positive whilst others have strained the already vulnerable status of refugees from Syria in the host countries and, in certain cases, caused additional strains for the host communities.

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<sup>8</sup> Inter alia, the EU-Turkey Joint Action Plan; the Regional Refugee and Resilience Plan (3RP); the Lebanon Crisis Response 2017-2020; the National Reaching All Children with Education 2017-2021 (RACE II – Lebanon); and the Jordan Compact Commitment to Education.

Table 3 – Refugee inflow figures all four countries 2012-2019

Country	2012	2013	2014	2015	2016	2017	2018	2019
Turkey	148,441	560,428	1,622,839	2,503,549	2,814,631	3,424,237	3,622,366	3,666,059
Lebanon	129,106	804,848	1,145,711	1,069,111	1,011,366	997,552	948,849	924,161
Jordan	117,321	576,354	622,865	633,466	648,836	655,624	671,350	657,445
Iraq	-	-	232,317	243,215	226,774	245,793	252,526	228,573

For years 2012-2018, data as of end of December of a given year. For 2019, data as of September.

Source: UNHCR, Syria Regional Refugee Response, available at <https://data2.unhcr.org/en/situations/syria> [accessed 30 September 2019].

In terms of education, this has meant that Jordan, Lebanon, Turkey and Iraq have had to accommodate a substantial and increasing number of children in their school systems from 2012 to 2019. Governments have been proactive as of the onset of the crisis to minimise many of the barriers hindering the access of refugee children from Syria, particularly in terms of documentation and, often with donor support, the provision of more spaces to accommodate the children in the public school system (double shift schools, construction of additional schools and classrooms, rehabilitation of schools, etc), and the provision of language classes in Turkey and in Lebanon. Turkey has started to phase out the parallel school system which provided BE in Arabic language to Syrian children, opting for a full integration of the children in the Turkish system.

However, whilst BE enrolment rates have improved in all countries over the years, there is still a worrying number of out-of-school children (OOSC) who are not being reached, especially in Jordan and Lebanon. Overall, in the five host countries (Jordan, Lebanon, Turkey, Iraq and Egypt), the number of OOSC remains worrying and is estimated to be 700,000 (a reduction from 41% in 2016 to 36% for 2017)<sup>9</sup>. With the protraction of the conflict, and the continued barriers to access employment in all countries, even if at different levels and for different reasons, and therefore of sustainable income opportunities for Syrian refugee families, it seems unlikely that the economic situation of Syrian refugees will substantially improve in the future. As such, and without continued support, commitment and actual delivery on the pledges made by the international community, some of the barriers to access BE may surge or be exacerbated, leading to an increase in the number of children dropping out of the school system. It may also lead to families opting to return to Syria, even if conditions are still highly unfavourable, exposing them to increased insecurity and violence. In such a context, EUTF support for BE in all four countries is and remains highly relevant.

The choice of families to return to Syria or to send their children back to Syria due to, *inter alia*, lack of education opportunities for their children, has been reported in Lebanon. Despite government policy

<sup>9</sup> UNICEF, *UNICEF's Response to the Syrian Crisis*, 2018.

and the many efforts being made to cater for the education needs of Syrian refugees, enrolment rates are still low, with an important number of out-of-school children. It should be noted that the MEHE in Lebanon did not repeat the successful 2017 “Back to school” campaign, during which NGOs and UN agencies had encouraged Syrian and vulnerable Lebanese families to enrol their children. According to a Human Rights Watch report, “the ministry said the campaign had been inefficient and that a new campaign risked enrolling children whom there were no funds to teach. But nongovernmental education providers said that the lack of a campaign contributed to poor re-enrolment this fall among children who had formerly been in school.”<sup>10</sup>

During the group interviews, parents in Jordan also reported that they have at times opted to send their children back to Syria after the *tawjih*<sup>11</sup> so that they may access to higher education opportunities as fees to enter Jordanian universities are prohibitive and scholarships by and large are unavailable. Again, parents stated that the lack of sustained education pathway is a deterrent which undermines the high value that they and their children heretofore placed on education. In the Zaatari camp in Jordan, the problem is compounded by parents’ perception of an overall low quality of education their children are getting.

Table 4 – Number of Syrian children enrolled in target countries per school year

Country	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
<b>Turkey</b> (% of eligible children)				756,000 (30%)	834,842 (37%)	833,039 (59%)	976,200 (62,52%)	1,047,536 (61,39%)
<b>Lebanon</b>	27,000 (public schools) <sup>12 13</sup>	52,000 (public schools)	103,000 (public schools) <sup>14</sup> <sup>15</sup>	106,000 (public schools)	150,947 (public schools).	195,000 (public schools) <sup>16</sup>	288,357 (220,842 in public school; 67, 512 in private schools) <sup>17</sup>	273,000 (210,000 in public schools, 63,000 in private schools) <sup>18</sup>
<b>Jordan</b>	n/a	n/a	125,214	130,487	113,139	126,127	130,382	134,121

Source: MoE, MEHE, MoNE.

### Response from implementing partners

The needs and barriers recognised in the initial project documents have been adequately identified at the onset of the projects and regularly revised. The services provided by the EUTF BE projects do, by

<sup>10</sup> Human Rights Watch, *Lebanon: Stalled Effort to Get Syrian Children in School*, 13 December 2018, available at: <https://www.hrw.org/news/2018/12/13/lebanon-stalled-effort-get-syrian-children-school> [accessed 8 August 2019].

<sup>11</sup> General Secondary Education Certificate Examination in Jordan

<sup>12</sup> Figure relates to all non-Lebanese enrolled in public education.

<sup>13</sup> Government of Lebanon & UN, *Lebanon Crisis Response Plan 2017-2020*, available at: <https://reliefweb.int/sites/reliefweb.int/files/resources/67780.pdf> [accessed on 4 September 2019].

<sup>14</sup> Ibid.

<sup>15</sup> Figure relates to all non-Lebanese enrolled in public education.

<sup>16</sup> UNHCR, *Lebanon. Education*, available at: <https://www.unhcr.org/lb/education> [accessed on 29 September 2019]. Figure relates to public school enrolment.

<sup>17</sup> Government of Jordan, EU, UN, *Lebanon partnership paper, conference document*, April 2018, available at: <https://www.consilium.europa.eu/media/34145/lebanon-partnership-paper.pdf> [accessed on 29 September 2019].

<sup>18</sup> Human Rights Watch, *Lebanon: Stalled Effort...*

and large and with the notable exception of disability, take into account the particular vulnerabilities of children refugees from Syria and vulnerable host communities and their families. EUTF BE projects beneficiaries across the three countries (Lebanon, Turkey, Jordan) stated that the support they were receiving was adequate and helped them to enrol and/or integrate the formal education system or an alternative education pathway. However, overall current support in the area of BE, including and very importantly contribution from other donors, as well as the efficiency of some of the actions are, for the moment, insufficient to adequately address all of the identified barriers and vulnerabilities to access BE, with some vulnerabilities, particularly disability, not sufficiently taken into account, if at all.

Throughout the four countries, economic factors were identified by all stakeholders and beneficiaries as the main obstacles to accessing education. In Jordan, Lebanon, and Turkey corporal punishment and verbal or physical abuse, or the fear of it, in or on the way to school were also identified as important factors affecting drop-out and attendance rates. All parents and children interviewed reported a high incidence of verbal and physical abuse in schools, especially for boys; and fear of violence on the way to school, especially for girls. Yet, only half of the EUTF BE projects identified violence issues as an important issue (see Table 6 below).

Overcrowding and lack of space were also identified by all stakeholders (parents, children, implementing partners, other BE actors) as an important barrier to accessing quality education. Only two (KfW, T04.25 and T04.112) out of the nine EUTF BE projects under review is directly addressing the issue of overcrowding, with the construction of additional schools. Even in in this case, however, the extent to which the new schools will alleviate overcrowding in the neighbouring schools is not specified<sup>19</sup>.

Several projects (T04.15, T04.22) include the rehabilitation of schools but rehabilitation activities are not directly linked to providing more spaces and none of the EUTF BE interim reports state whether or not class sizes have decreased following their interventions.

The creation of additional spaces by EUTF BE projects (and in general) is proving insufficient for the moment, with an important number of out-of-school children and overcrowding continuing to be a problem in all countries, due to *inter alia*, lack of resources for the education sector in general. Overcrowded classes are having an impact of the quality of the teaching / learning. During the FGDs, over half of the children participating stated that they were more than 35 per class, two children reported that they were about 50. The class size for the other children was of between 23-25 children. This corroborates information and data in several reports which also identify overcrowding of classes

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<sup>19</sup> Note that the KfW project is not completed as yet.

as an important barrier to access education and as a factor negatively affecting the performance of children in the public education systems in all countries<sup>20</sup>. A better repartition could help to lessen the burden of in some schools, and there have been reported intentions, in Lebanon, to open up space in the first shift to accommodate more children. However, again in Lebanon, overcrowding may be further exacerbated by an expected increased demand for public education by Lebanese children due to the economic crisis.

**Table 5 – Comparison of enrolment data host communities and Syrian refugees - Lebanon**

Jordan (2015 data)	Lebanon (2016 data) <sup>21</sup>	Turkey (2017 & 2018 data)	Iraq (various years)
<p>Currently, enrolment ratios and access rates are high for Jordanian students but approximately 16,000 students drop out before grade 10.<sup>22</sup></p> <p>Refer to Figure 2 below for enrolment rates of Jordanian and other nationalities.</p> <p>The % of out-of-school Syrian refugee children are reported to be between 30-40% according to different sources.</p>	<p>For Lebanese children, primary school completion rates are 97.0%, whereas for Non-Lebanese only 82.6% of the children reach grade 6 of primary school.</p> <p>An estimated 48.8% (180,000 Syrian refugee children) in primary school age (6-14 years) remain out of school. For Lebanese children, 6.3% remain out of school.</p> <p>While 75.6% of Lebanese children 3-5 years attend pre-school, this figure drops to 21.7% for Syrian refugees.</p> <p>93.8% of Lebanese children attend primary school, whereas only 56.1% of the Non-Lebanese population attends primary school.</p>	<p>For Turkish children, school enrolment between the ages of 6 and 13 is over 98% in Turkey<sup>23</sup> (2017) and 87% for secondary school<sup>24</sup> (2018).</p> <p>For Syrian children benefitting from TP, schooling rates are 96.3% for elementary school, 58.1% for middle school, and 26.4% for high school.</p> <p>UNICEF estimates as many as 400,000 children out of school.</p>	<p>The national net enrolment ratio of primary education was of 90.4% in 2011. The enrolment in lower secondary school amounting to 79.1% in 2013 (UNICEF 2010, 2014a)<sup>25</sup>.</p> <p>In 2017, UNICEF estimated that 27,712 Syrian children (30% of school-age population)<sup>26</sup> have no access to any form of education</p>

<sup>20</sup> Jordan INGO Forum, *Walk the Talk for the Jordan Compact*, October 2019, available at: [http://jordaningoforum.org/testsite/wp-content/uploads/Walk-The-Talk-Oct2019\\_FinalVersion.pdf](http://jordaningoforum.org/testsite/wp-content/uploads/Walk-The-Talk-Oct2019_FinalVersion.pdf) [accessed 15 October 2019]; UNICEF, *We Made a Promise – Ensuring Learning Pathways and Protection for Syrian Children*, Brussels Conference, April 2018, available at: [http://wos-education.org/uploads/brussels\\_report\\_2018/180412\\_Brussels\\_conference\\_report\\_Web\\_\(hi-res\).pdf](http://wos-education.org/uploads/brussels_report_2018/180412_Brussels_conference_report_Web_(hi-res).pdf) [accessed 6 October 2019]; A.I. Butt, *Changing Norms and Behaviours to End Physical Violence Against Children in Jordan 2019-2021*, March 2018; Australian Aid, *Removing Barriers, the Path Towards Inclusive Access, Disability Assessment among Syrian Refugees in Lebanon and Jordan*, Lebanon Report, 2018.

<sup>21</sup> UNICEF, *Lebanon Country Office – Education Strategy note*, available at: [http://files.unicef.org/transparency/documents/Lebanon\\_Education\\_StrategyNote\\_3MAY2016.pdf](http://files.unicef.org/transparency/documents/Lebanon_Education_StrategyNote_3MAY2016.pdf) [accessed 6 October 2019].

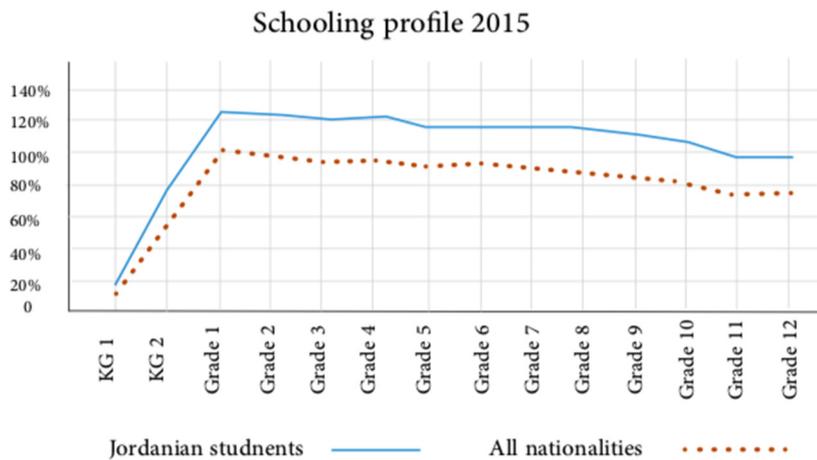
<sup>22</sup> Ministry of Education (Jordan), *Education Strategic Plan, 2018-2022*, 2018.

<sup>23</sup> UNICEF, *Turkey Country Programme of Cooperation 2016-2020*, available at: <https://www.unicef.org/turkey/media/6636/file/UNICEF%20TURKEY%20ANNUAL%20REPORT%202018.pdf> [accessed 6 October 2019].

<sup>24</sup> World Bank, *Secondary School enrolment rate Turkey*, available at: <https://data.worldbank.org/indicator/SE.SEC.NENR?locations=TR> [accessed 6 October 2019].

<sup>25</sup> UNICEF, *The Cost and Benefits of Education in Iraq: An Analysis of the Education Sector Strategies to Maximise the Benefits of Education*, available at: <https://www.unicef.org/iraq/media/251/file/Cost%20of%20Education%20.pdf> [accessed 7 October 2019].

<sup>26</sup> Ibid.



**Fig. 2** – Comparison of enrolment data host communities and other nationalities - Jordan.  
Source: Ministry of Education, Jordan, *Education Strategy Plan 2018-2022*.

In Turkey, language was identified as an additional barrier affecting enrolment, attendance, academic achievement and social cohesion. With the integration of Syrian refugee children into the Turkish education system (transitioning away from a double shift system where education was provided in Arabic for Syrian children) where schooling is in Turkish language and the provision of intensive Turkish language courses, language may become less of an issue in the future. However, this will be a major issue in a return scenario, if and when Syrian families choose or are forced to return to Syria. The recent political developments in Turkey point to the likely return of a certain number of refugees<sup>27</sup>. In addition to other crucial humanitarian and legal considerations, Syrian children who have been enrolled in the Turkish system are likely to face important problems integrating an Arabic-language education when they return to Syria. In Turkey and Lebanon, Syrian children above 10 years old who have not learned respectively Turkish or French/English are *de facto* excluded from the formal education system. They are the lost generation. This is also evidenced by the dramatic drop in enrolment rates for older children.

Disability and the lack of access to adequate access to health services for children with disabilities, mental of physical, were identified by only one implementing partner as a barrier to access education (KfW, T04.25), and only one implementing partner has directly targeted children with disabilities (AVSI,

<sup>27</sup> On the 9 October 2019, Turkey launched an offensive in north-eastern Syria. An estimated 450,000 people live within 5km of the Syria-Turkey border and are at risk if all sides do not exercise maximum restraint and prioritise the protection of civilians. The population includes more than 90,000 internally displaced people, who have already been forced to flee their homes at least once in Syria's unrelenting war. According to UN OCHA, there are at least 1,650,000 people in need of humanitarian assistance in north-east Syria. Last month, Turkish President Recep Tayyip Erdoğan announced plans to return up to 2 million Syrian refugees currently living in Turkey to so-called "safe zones" in conquered territory in Syria.

T04.22). Yet, for Jordan and Lebanon, there is strong evidence pointing to the fact that Syrian refugee children with disabilities are more likely never to enrol in or to drop out of school. Boys with disabilities, in particular, are most likely to never enrol in school and least likely to attend education regularly. This was confirmed during discussions with parents (refer to section 4.2.7. below)<sup>28</sup>.

Table 6 – List of barriers and vulnerabilities identified by EUTF BE implementing partners

Main barriers	T04.15 GIZ	T04.17 WVi	T04.21 UNRWA	T04.22 AVSI	T04.25 KfW	T04.50a AFD (JOR)	T04.50b AFD (LEB)	T04.66 Budget Support	T04.78 UNICEF	T04.112 KfW
Transport (cost / availability / safety)										
Attitude towards public space / community ownership										
Discrimination / physical and verbal violence / bullying										
Overcrowding / lack of space in schools										
Limited availability of (quality) teachers										
Early marriage										
Cost / Financial resources / child labour										
Underperformance / Difficulty for children										
Lack of perspectives (further education / employment)										
Out of school for too long										
System (downgraded facilities)										
Lack of reliable information										
Language										
Risk of marginalisation / radicalisation										
Risk of exploitation and exposure										
Fear / Psychological distress										
Low / insufficient quality of education										
Documentation / Legal issues										
Health / Disability										
Certification / Recognition of learning achievement										

\* T04.50a – TdH project in Lebanon and Jordan; T04.50b – CRF project in Iraq

### Lack of reliable data

There is a lack of consistency in the methods used and level of detail provided concerning needs and barriers. Implementing partners have tended to rely on secondary sources of data and participatory

<sup>28</sup> Australian Aid, Humanity & Inclusion, IMMAP, *Removing Barriers: the Path Towards Inclusive Access – Disability Assessment Among Syrian Refugees in Jordan and Lebanon, Jordan report*, July 2018; Australian Aid, Humanity & Inclusion, IMMAP, *Removing Barriers: the Path Towards Inclusive Access – Disability Assessment Among Syrian Refugees in Jordan and Lebanon, Lebanon report*, July 2018.

approaches involving children and communities do not seem to have been used systematically by all partners, especially at the onset of the projects. BTF (T04.22) and CRF (AFD partner in Iraq, T04.50) are exceptions in this regard. The lack of participatory primary data gathering is partly explained by the need to respond to a crisis situation and therefore to submit proposals fast, with little time to conduct more in-depth needs assessments. Some implementing partners have taken steps more recently to collect primary data in order to design the next phases of their projects. This is the case with Qudra (T04.15) and BTF (T04.22).

The issue of data is compounded by an overall lack of available and reliable data, especially in Lebanon and Jordan. Indeed, a majority of donors, implementing partners and organisations working in the sector interviewed in these two countries stated that there is a problem with reliable and systematically updated data, albeit for different reasons, allowing to determine, *inter alia*, the numbers of out-of-school children in these countries and the reasons why they are not accessing BE. In Jordan for example, the evaluators obtained different numbers, ranging from 30 to 40% of Syrian refugee children out of school, with one expert stating that there was actually no evidence of out-of-school Syrian children. UNICEF is currently finalising a study in Jordan on the number of OOSC, but the study was not yet available at the time of writing. In Lebanon, the number of school age children (3-18) is estimated at between 490,000-650,000<sup>29</sup>, with over half not attending formal education. The lack of reliability of data is not only limited to Syrian refugees.

In Lebanon, the unavailability of timely and reliable data, structured data collection systems, and systems-capacity to analyse data that could inform policy decisions or programmatic interventions is not limited to the education sector. Data is often perceived as politically sensitive and thus often incomplete, unreliable, or not shared when existing and national data systems— both centrally and at the school level – are dated, making data-driven decisions difficult. In addition, RACE 2 is at the same time the main beneficiary of EUTF funds and the main source of consolidated, albeit still imperfect, information. There are currently multiple data collection mechanisms working in parallel, in addition to long delays in the ability for MEHE or CERD to collect and use school-level data for decision-making. The current situation does not allow data to shed light to possible programmatic blind spots of RACE 2, since this programme only provides data on the issues it tackles. As a result, data collection is still mostly paper based; making timely data collection, analysis, and dissemination difficult. Consequently, national education data is neither reliable nor relevantly analysed for meaningful programming or policy interventions. It is worth mentioning that, as a first attempt to ensure better collection and analysis of

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<sup>29</sup> Human Rights Watch, *Lebanon: Stalled Effort...*; UNHCR, *Lebanon. Education...*

a wide array of quality data, the EU provided support to the School Information Management System deployed in all public schools under ENI funds.

In Jordan, the MoE with support from UNESCO and funding from the EU (outside EUTF) developed an Open Education Management Information System (OpenEMIS). OpenEMIS is a global initiative with the aim of providing support to countries in the area of education system planning and management through the availability of timely, accurate, and quality sub-national data for evidence-based decision-making, leading to better education outcomes. While the establishment of the system has been a welcome initiative, it has not yet reached the point where it can be used to its full potential for evidence-based policy making by the MoE. While the core MoE staff can manage some components of OpenEMIS independently, it does not, for the moment, have the capacity to autonomously sustain the use of the system. In particular, the core MoE EMIS team is not yet self-sufficient in fully exploiting the system's various reporting functionalities<sup>30</sup>. It should be noted that the OpenEMIS initiative was launched to respond to the needs of the growing population of Syrian refugees in Jordanian schools, although the need for reliable data to inform BE policy was a need prior to the Syrian refugee crisis (refer to section 4.2.4. below).

### **Gender specific vulnerabilities**

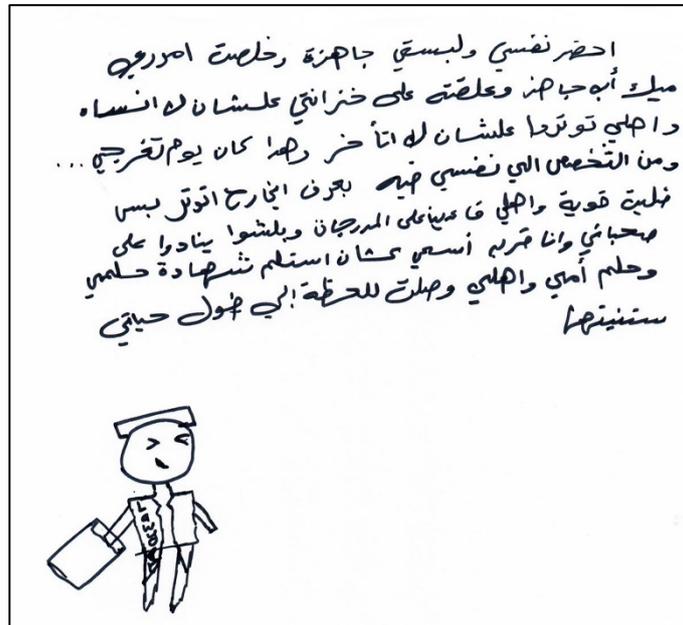
The specific consideration of age and gender-based needs (and adapting activities accordingly) varied according to partner. Overall, all projects target an equal number of females and males. However, no activities have been planned or implemented to address their specific vulnerabilities. Considering the various gender-based vulnerabilities, the evaluators consider that, across all countries, these are insufficiently targeted and especially so at sub-national levels (i.e. at provincial and district levels, where age and gender needs are different and also dependent on where the Syrian families come from). Thus, for example, in Mafraq and in Irbid, all of the boys participating in the FGDs stated that corporal punishment and beating were common in their schools. Corporal punishment seems to affect a larger proportion of boys than girls and is more prevalent in areas outside Amman, while violence or harassment, or fear of it, on the way to schools seems to affect girls more than boys. In the same way, child labour affects more boys than girls and early marriage affects more girls than boys. This has been documented by the EUTF BE implementing partners but not particularly targeted in BE activities.

In addition, the proportion of female single-headed households where mothers are themselves illiterate and/or did not finish schools tends to be higher in poorer areas and is also dependent on the areas of origin of the families. This may have an impact on the support that children are receiving at home as

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<sup>30</sup> UNESCO, *End-of-Project Evaluation of the European Union Funded Project "Technical Assistance to Enhance Accessibility and Use of the Jordanian MoE EMIS for Evidenced-Based Policy Formulation" Final Report*, December 2017.

well as on the reliance of the families on their children for income for the household. The evaluators found no evidence that single-headed households with specific vulnerabilities were either analysed, research or that they are being targeted by the EUTF BE projects.

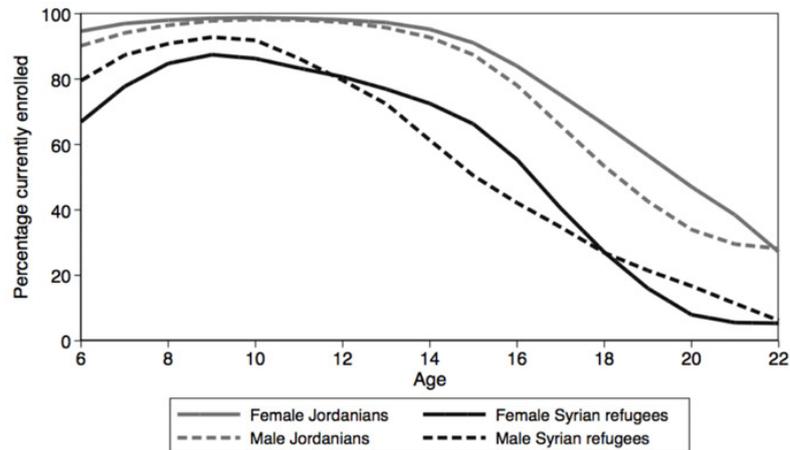


**Fig. 3** – Drawing by a Syrian child attending school in Jordan: What does school mean to you? “I wish to become a lawyer in the future to advocate and protect people’s rights, to support the oppressed”.

### A severed education pathway

If most barriers for enrolment and access at primary education level seem to be adequately addressed by the implementing partners and governments, the barriers hindering children’s ability to stay in school through to the end and/or providing them with viable alternatives after lower secondary education and, even more so, for and after upper secondary, are not sufficiently addressed across the target countries. In all countries, enrolment rates seriously decline as of lower secondary, with a further decline for upper secondary. Thus, for example, in Lebanon the World Bank estimates that only 10% of Syrian refugee children are enrolled in secondary education; with UNHCR and HRW reporting the rate to stand at 5%<sup>31</sup>. The graph below shows the decline in enrolment rates in Jordan as children get older, for both refugee children from Syrian and Jordanian children.

<sup>31</sup> O. Karaspan, S. Shah, *Syrian refugees and the schooling challenge*, 23 October 2018, available at: <https://www.brookings.edu/blog/future-development/2018/10/23/syrian-refugees-and-the-schooling-challenge/> [accessed 29 September 2019]; Human Rights Watch, *Education for Syrian Refugee Children. What Donors and Host Countries Should Do*, available at: [https://www.nolostgeneration.org/sites/default/files/webform/contribute\\_a\\_resource\\_to\\_nlg/315/hrw---education-for-syrian-refugee-children\\_eng-\(2016\).pdf](https://www.nolostgeneration.org/sites/default/files/webform/contribute_a_resource_to_nlg/315/hrw---education-for-syrian-refugee-children_eng-(2016).pdf) [accessed 25 September 2019].



**Fig. 4 –** Current enrolment in school (percentage enrolled), by sex and age, Jordanians and Syrian refugees aged 6-22, 2016.

Source: C. Krafft et al, Syrian Refugees in Jordan: Demographics, Livelihoods, Education, and Health, Working Paper No. 1184, April 2018, <https://erf.org.eg/publications/syrian-refugees-in-jordan-demographics-livelihoods-education-and-health/> [accessed 25 September 2019].

This implies that the education pathway is severed, that there are no sustained education opportunities and that the perspectives for children and their families seriously decline as the children get older. As stated above, for Turkey and Lebanon, children above 10 years old who do not speak Turkish or French/English are not able to integrate the formal education system. None of the EUTF BE implementing partners are targeting these children specifically. Without support and activities adapted to their specific needs, they are the lost generation.

Moreover, with few opportunities for accessing tertiary education and/or the labour market, the value of education and the concomitant investment made by families (even when there is donor or government support) to send their children to school, is heavily eroded. This may have an impact on how children and families view education as a whole in the longer run. This was highlighted by parents in all target countries. They stated that whilst they all valued education, the lack of perspectives for their children was having a negative impact on their own and their children’s motivation to stay in school.

### **Violence in school – a predominant barrier insufficiently addressed**

Another significant barrier that is insufficiently addressed and that affects access, attendance and drop-out for both refugees from Syria and host community children (although the latter seemingly to a less extent) is violence in or on the way to school or fear of it. The issue of violence in schools and the widespread use of corporal punishment in Jordan, Lebanon and Turkey is widely documented. During the FGDs conducted in Jordan with host community and Syrian refugee children, teachers resorting to

physical or verbal violence and violence amongst peers were highlighted by all of the boys. They mentioned that they had either suffered directly from it or that they had witnessed it. During the FGDs with out-of-school children, most mentioned that this was one of the reasons they had dropped out and were not planning to return to school. As stated above, according to the FGDs, this seems to affect more boys than girls. In both Lebanon and Turkey, violence and bullying in and out of school were also mentioned by children and parents as one of the main reasons for not sending their children to school. The responses from the children and parents interviewed during the evaluation corroborate secondary data showing a high prevalence of violence and widespread use of corporal punishment in schools and at home. There is no evidence that violence against children is more or less prevalent for Syrian children than in the host communities. It is a widespread problem in all of the countries for host community and refugee children alike (refer to section 4.2.7. below).

The evaluators found that if and when the issue of violence against children is addressed by EUTF BE implementing partners, they tend to focus on helping children cope with violence through psychosocial support for example, but rarely on more systemic level such as providing teachers who are facing additional burdens due to the increased number of students in classes with training on, *inter alia*, alternatives to corporal punishment or measures to ensure that the relevant laws and regulations banning corporal punishment in schools are upheld.

### Relationship between refugees and host communities

Growing tensions between host communities and refugees from Syria are also having a negative impact on access to education. Nine years into the conflict, tensions are increasingly being felt at local and national levels. In schools, these tensions are translated in several ways. Whilst the MEHE in Lebanon and the MoE in Jordan had established policies that enable Syrian refugee children to enrol without documentation, evidence suggests that some school officials arbitrarily required such documents and that they refused enrolment when the documents are not available. In other cases, school officials refused to enrol the children or told them to leave after a few days<sup>32</sup>. In Jordan, similar cases have been reported by UNICEF (2017). **It should be noted that the GoJ did not renew its decree which used to allow Syrian children to attend school regardless of their document status. Therefore, for the year 2019-2020, Syrian children without documentation will not be accepted in school**<sup>33</sup>. This is therefore a barrier which had been waived and which has been re-introduced and should be taken into account in future EUTF BE programming. A number of EUTF BE implementing partners have addressed these tensions by integrating social cohesion activities within their projects. However, when included, they tend to be

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<sup>32</sup> Ibid.

<sup>33</sup> Jordan INGO Forum, *Walk the Talk for the Jordan Compact...*

addressed as separate components to the BE activities and not necessarily implemented in the same areas or targeting the same groups.

Reactions of Jordanian parents and children to the September 2019 teacher strikes are telling of these growing tensions. Due to the different recruitment and payment policies for first and second shift teachers, the latter, who teach Syrian children in double shift schools, continued to work throughout the strike period which has lasted over two weeks. As such, Syrian children continued to go to school whilst Jordanian children stayed at home. During one of the school visits, the head teacher stated that she had received numerous complaints from Jordanian parents asking why teachers were still teaching Syrian children while their own children were not going to school. In addition, Jordanian parents and CBO volunteers interviewed stated that the quality of education for Jordanian children had decreased due to overcrowding of classes and the reduction in the number of hours allocated for the first shifts (for Jordanian children), causing further unease within the host communities.

Additional anecdotal evidence suggests that there is a growing sentiment that major efforts are being made by the international community to address quality education for Syrian refugee children with insufficient attention being paid to host community children, whose needs and vulnerabilities are in various aspects very similar and in countries where the national education systems would have needed further support.

During the FGDs with Jordanian children aged 12-18, all of them stated that they had Syrian friends; all children spoke of a common culture, and many mentioned with affection having discovered dishes that were better prepared by Syrian families. However, all of the children stated that the rehabilitation of schools were only carried out because of and for Syrian refugees; and that prices and rents had increased while job opportunities had decreased for Jordanians due to the presence of Syrian refugees. Some mentioned that before the arrival of Syrian refugees, when they forgot things at school, they would find them again the next days. Since the arrival of Syrian children, anything that is forgotten at school disappears. Finally, the Jordanian children stated that their rights had decreased because they “had to share them with Syrian refugee children”. Whilst the number of Jordanian children participating in the FGDs is small, it is indicative of a wider sentiment amongst host communities that their lives have been adversely affected by the presence of Syrian refugees, and that the donor community and international effort have focused on Syrian refugees at the expense of Jordanians. These tensions have also been reported during the interviews by implementing partners and other stakeholders. In view of the above, actions which include social cohesion as well as those which show a continuity in support to the BE sector prior to the Syrian crisis help to mitigate the negative consequences of a complex relationship between Syrian refugees and host communities (refer to section 4.2.4. below).

### **Geographical relevance**

In terms of geographical scope, all EUTF BE implementing partners are targeting areas where there are large numbers of Syrian refugees. Locations for the construction or rehabilitation of schools in all countries have been jointly decided with the national ministries of education and with the provincial directorates. Aside from the numbers of refugees however and with few exceptions, there does not seem to have been more in-depth needs analyses undertaken either by the implementing partners or the ministries. In some cases, especially in Turkey, the availability of land has been a decisive factor in the choice of some of the locations for the construction of new schools.

NFE activities have also been undertaken in areas with a high concentration of Syrian refugees. However, more in-depth analyses of areas where there may be more or rising tensions amongst refugees and host communities (not necessarily linked to the actual number of refugees present but more so with the dynamics between the refugee communities and the host communities), areas which face particular burdens in terms of school or NFE systems, presence of other actors, geographical locations where there is a higher prevalence of child labour and/or child marriages, or the movement of refugees within the country, do not seem to have been sufficiently undertaken, in large part because of unavailable data at a more granular level. This is partly offset in the EUTF BE projects which involve CBOs as they tend to have a good knowledge of the local communities and are able to identify those neighbourhoods and areas where more support is needed. The bulk of current EUTF BE programming is based on a one-size fits all approach (funds for a unified fee for all Syrian children in BE, focus only on public schools, one system for transportation costs for all regions, etc.). The relevance of this approach, while having enabled EUTF BE implementing partners to reach their targets (see section 4.2.2. below), has reached its limits. In order to reach out-of-school children and children and families with particular vulnerabilities, there is a need to tailor solutions to specific needs.

### **EUTF support insufficient support to address the scale of challenges**

While many of these barriers have been addressed by EUTF BE implementing partners, the scope of interventions nevertheless remains insufficient. In all countries, the number of out-of-school children remains worrying and host governments cannot cope alone with the number of children who still need to access formal education. The current EUTF BE projects are designed and implemented within a political framework where the EU is expected to “share the burden” of Syrian refugees, as long as they are present in the host countries. There is a clear sense of entitlement by host countries. The capacity and appetite of host governments to provide the current access to BE to Syrian children without EU funding is a political and budgetary one. At a technical level, the EUTF BE implementing partners and

their local partners have sufficient expertise to be able to provide the support needed, taking into account the evolution of the situation in the target countries.

Concerning NFE and IFE, learning support services, psychosocial support activities, and social cohesion, the projects implemented by the EUTF BE implementing partners and their local NGO and CBO partners are crucial. Very few mechanisms and instruments are in place to provide direct support to local structures or smaller scale project, even if implemented by a lead INGO (refer to sections 4.2.4. and 4.2.5.).

## 4.2.2. Effectiveness

*The team analysed the extent to which the EUTF BE projects provide inclusive quality basic education, taking into account specific gender aspects for children refugees from Syria, the perspectives of children and families and the number of children attending schools over the past 3 years (EQ2) and the extent to which the EUTF BE projects have been able to achieve their set objectives and results in each country of operation (EQ3).*

Despite many delays in the start-up of their implementation, the projects under review have proven effective in delivering the planned outputs and, in most cases, planned outcomes as defined in project documentation. In some cases, targets or activities had to be modified to adapt to requests from either the relevant ministries or the EUDs. Internal and external monitoring systems have enabled implementing partners to adjust the projects and adapt to the evolving contexts when possible. The lengthy procedures in terms of registration and approvals from various government authorities have delayed, sometimes substantially, the start of implementation, but once the relevant approvals have been obtained, activities have been undertaken without major hurdles. Several of the projects requested a cost-free extension to deal with the delays, which were accordingly granted.

The quality of the outputs overall has been high in all countries, as reflected during the FGDs with children and interviews with the different stakeholders, including teachers, head teachers, parents, and education sector actors (donors, EUD representatives, authorities) and in ROM reports. Quality is perceived by children and parents more positively in the NFE / IFE initiatives provided by EUTF BE implementing partners than in formal education. This may have an adverse effect on demand for formal education and needs to be addressed through further strengthening of quality and inclusive education in the formal system, as indicated by the responses of parents and children during the FGDs and group interviews, the majority of whom stated that the quality of education provided in EUTF supported NFE / IFE centres was better than in schools and that they preferred going to the NFE/IFE centres rather than to school. Overall, EUTF BE projects can be said to effectively provide increased access to quality BE, with EUTF supported NFE and IFE initiatives being more effective in ensuring a protective learning environment for children. Education in public schools is the same for all children, be they refugee or host community children (i.e. it is not worse for Syrian refugee children). However, the various issues with the public school system, notably violence in schools, affects all children, but has a higher negative impact on refugees children and vulnerable host community children due to their specific vulnerabilities.

This section provides a global overview of the effectiveness of the EUTF BE projects as well as a project-by-project synopsis when additional information was deemed relevant.

### Overall assessment at portfolio level

All of the projects are efficient in terms of outputs, notably increasing access to education for Syrian refugee children and in line with the EUTF BE objective. In most cases, all set output targets are being achieved in a timely manner. However, only 2 out of the 9 projects are directly supporting the enrolment of Syrian children and vulnerable host community children in the formal public education system (UNICEF (T04.78) in Turkey and Lebanon and the Budget Support project (T04.66) in Jordan). The majority of EUTF BE projects do not impact the quality of formal education as such, with the exception of the Budget Support project, which is limited to camp schools in Jordan, and the BTF project in Lebanon (T04.22), the UNICEF project in Lebanon and, to some extent, the Qudra project (T04.15).

In all other cases, increased access to BE concerns mainly remedial / homework support, NFE and IFE. In Lebanon, UNICEF used to provide retention support with funding from other donors. This was complementary to support provided by EUTF and went into the same pool fund within the framework of RACE II.

Despite the above, and throughout the four countries, EUTF support in terms of increasing access to formal public education is rarely reported as such in the project documents, even when it may have been an effect of, for example, NFE initiatives. Again, the only exception is the BTF project (T04.22) which has been able to develop and implement a more comprehensive BE programme (in Lebanon), and provides outcome indicators which enable to measure the impact of its NFE, rehabilitation and homework / remedial support and child protection activities on retention rates in schools.

Since some of the projects evaluated are multi-sectoral (e.g. T04.15, T04.17, T04.21, T04.50), encompassing also WASH, social cohesion, livelihoods, support to local administration, etc., it is not always possible to capture the direct impact of BE activities and its achievements on the originally envisioned overall objectives (outcome level). In two cases, T04.17 and T04.50, even the specific objectives under which BE activities take place, have a vague or non-existent reference to education (T04.17: *SO1: Youth are empowered to utilize knowledge and opportunities to confidently participate in economic and social life.* T04.50: *SO2: To develop and strengthen the access to basic social infrastructures and services for the most vulnerable people in the main areas affected by the influx of the Syrian refugees*). When the projects focused on education, be it formal or non-formal, output-level indicators were better adapted to reflect the overall or specific objectives (e.g. T04.22, T04.25, T04.66, T04.112), but even then, the outcome-level indicators have not been adequately developed.

Table 7 below shows the cumulative progress across EUTF BE projects in terms of numbers per activity covered as at June 2019. The table has been compiled on the basis of outputs relating to BE only. It acts

as an indicator for achievements so far and as a basis for comparison with the needs of Syrian refugee and vulnerable host community children. However, it does not take into account important activities undertaken by EUTF BE implementing partners which may also have a positive effect on access to BE (for example, income generating, social cohesion and PSS activities) as they are, by and large, not reported as such. It is therefore not possible to measure their impact on enrolment or retention.

Table 7 – Cumulative outputs per activity directly linked to BE (cut-off date June 2019)

Activity	Jordan	Lebanon	Turkey	Iraq
New schools constructed	0	0	10	0
Schools rehabilitated	49	92	15	10
Remedial / homework support	7,216	13,344	0	0
NFE activities	0	11,720	1,401	0
IFE / ECA / recreational activities	3,457	15,812	16,063	0
PSS	4,238	7,109	0*	0
Teachers trained	423	215	15,111	0
Number of teachers employed (budget support Jordan)	1,664	0	0	0
No. of children receiving school supplies	36,012	0	208,500	0
No. of children enrolled in public schools with EUTF funding	34,000	77,631	330,981**	0

\* UNICEF provides a number of 35,864 children in PSS in Turkey in 2018 but doesn't confirm if the entire number was covered by EU.

\*\* The number of children enrolled through UNICEF support overall in Turkey. The exact number of EUTF supported children enrolled was not available.

### NFE, IFE, and homework and remedial support are effective but bridges between these activities and formal education remain problematic

The majority of projects are providing support for access to NFE / IFE and remedial or homework support. Projects have been effective in providing increased access and strengthened quality in terms of NFE, IFE and homework / remedial support. This has been evidenced in the various ROM reports and confirmed during the interviews with parents and focus groups with children.

While support to NFE could lead to increased access to and retention and transition in the formal education system, the context proves that this has been challenging in Lebanon and Jordan, and, with the exception of the BTF project (T04.22) and, to some extent, the UNICEF project (T04.78), none of the other BE implementing partners are measuring outcomes linked to access, retention and improved passing rates.

In Lebanon, BTF (T04.22) is the main project that allows children to transition from NFE to formal education. As of December 2018, around 58% of the BTF beneficiary children and adolescents were reported to have been referred to formal education, including the Accelerated Learning Programme (ALP). BTF (T04.22) focused on schools that have a 30% or higher failure rate for Syrian children, in adherence with MEHE's SOPs for selecting schools. This is a good example of how NGO projects can usefully complement sector wide approaches.

However, since EUTF does not fund the ALP-to-school exams (although some Member States, as donors, do), it does not tackle the significant hurdles for out-of-school children, even when they have completed the ALP. MEHE argues that the unpredictability of ALP-to-school exams is due to shortage of funding. The effectiveness of the project is therefore constrained by current hurdles and bottlenecks affecting the ALP system, which are not under its control.

The dysfunctional ALP system is an unaddressed barrier to the entry of Syrian children into formal education. The long waiting lists for the ALP and the time gap between the Basic Literacy and Numeracy Programme (BLN)<sup>34</sup> is a recurrent challenge. It is coupled with the limited number of schools offering ALP, which are not able to meet the demand. Around 60% of children supported by AVSI in BLN enrol in schools. For the entire BTF Consortium, the percentage decreases to 30%. The registration into ALP is done by UNICEF and MEHE. Children are distributed almost randomly between UNICEF partners and children who followed BLN with AVSI were not necessarily in the list of children AVSI was tasked to follow up for ALP.

Furthermore, the negative aspects of ALP are that it is unpredictable and not aligned with school year calendar or with BLN. Children finish BLN and have to wait for ALP for several months. It entails a big attrition risk. In reality, children lose momentum and interest. In last two years, ALP was organised only three times (Feb 2018, and Jan and summer 2019). In May 2019, MEHE decided that ALP sessions will be held exclusively to children who failed previous ALP sessions which concurrently makes things worse and keeps children out of school. The problems with ALP are beyond the scope of the BTF project. However, it undermines the effectiveness of the assistance as many of the children who are completing NFE are not able to enter the formal education system due to the dysfunctions of the ALP system.

In Jordan, a number of BE experts interviewed stated that NFE is not a priority for the MoE due to lack of capacity. While there is an accepted NFE curriculum allowing out of-school children to obtain certification (equal to 10<sup>th</sup> grade level), bridges between NFE and formal education are insufficient and data not available, either at national level or from EUTF implementing partners to ascertain how many

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<sup>34</sup> The Basic Literacy and Numeracy Programme (BLN) and the Accelerated Learning Programme (ALP) are the entry point to formal education for out-of-school children in Lebanon. BLN precedes ALP and it has three levels. When students finish BLN, they can join public schools at grade 4. Certified BLN programmes cover 400 hours each, which accumulates into 1200 hours. This is equal to one scholastic year. According to MEHE SOPs, BLN is intended to children between 10-14 years old. It serves as a bridge from out-of-school phase into formal schooling phase. There is no BLN official curriculum. A draft is awaiting the approval of MEHE in this regard. It is worth mentioning that teachers are already trained on the new curriculum. Therefore, the implementation should be easier, once it is formally approved. The length of ALP programme is of four months. ALP expands over three cycles (each cycle is 6 weeks long). It starts with a placement test and ends with another placement test to determine at which level a child can join school. The average attrition rate for ALP is 60%. ALP is run only by MEHE and is designed to last 3 to 4 rounds a year in theory. Approximately, 10.000 children enrol in ALP per round.

children, supported by EUTF funding or not, are able to transition from NFE to formal education. Thus, while the quality of NFE and homework/remedial support activities is high for all EUTF projects involved in such initiatives, as evidenced in the ROM reports and confirmed by parents and children, the outcomes in terms of re-integration in the formal education system and/or retention is not possible to measure.

The high quality of the IFE and NFE support may also be having an unforeseen adverse effect on integration or re-integration to formal education. The large majority of children and parents interviewed stated that they preferred the NFE / IFE centres, which provide not only quality education, but also sports / arts activities, PSS, and an environment where children feel safe. They stated that all of these elements are not available in the public school system. While the sample size of parents and children interviewed during the evaluation is not sufficient to establish the extent to which this is a more worrying adverse effect, efforts should be made to ensure coherence between the EUTF support to the formal system, so that the NFE/IFE centres do not constitute pull factors away from the formal education systems. In one instance in the Zaatari camp, the parents interviewed stated that they did not understand the logic of the provision of remedial / homework support outside the school setting and that they would rather these activities be integrated within the schools.

In all target countries, the work undertaken by local NGOs and CBO partners has been crucial in terms of outreach, integration of the NFE / IFE activities within the communities and contributes to the technical sustainability of the projects. The role of these local organisation has been reported by parents, children and volunteers as essential. It also fits in with the Grand Bargain commitments made by the EU and the need for a greater localisation of aid<sup>35</sup>.

### **Formal education – a gap not sufficiently covered**

As stated above, overall support in the area of BE, including EUTF BE support, is currently insufficient to ensure that all Syrian refugee students are enrolled or that gross or net enrolment rates are at least equivalent to national levels, with a worrying number of out-of-school children amongst the Syrian refugee community (see above under section 4.2.1.). In most cases, this is not due to a lack of

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<sup>35</sup> The Grand Bargain is a proposal made by the UN Secretary General's High-Level Panel (HLP) on Humanitarian Financing in its report "Too Important to Fail: addressing the humanitarian financing gap". The EU supports the entirety of the core commitments put forward by the United Nations and has proposed 100 individual commitments to action, aiming to build and reinforce a global partnership to work together to better serve people in need. Investing in resilience, ensuring more efficient and effective financing, promoting respect of International Humanitarian Law and bridging the gap between humanitarian and development work are among the key priorities advanced by the EU. The Grand Bargain also recognises the increasing role and responsibility of local actors, and that local organisations are often best placed to respond quickly to disasters and in a culturally sensitive, context-specific and sustainable manner. As such, one of the core commitments is to step up cooperation with local partners.

effectiveness of the projects per se, as all set targets were reached, but rather to the fact that the number and scope of the projects and overall funding are, to-date, insufficient, to cater for the total number of Syrian refugee children who need to access BE or facing important constraints, notably severed bridges between NFE and formal education.

While enrolment rates are greater at national level (refer to Table 4 above), for Syrian children who are enrolled in public schools, the situation in terms of quality, inclusiveness and child protection is no different to host community children, with the exceptions outlined above. They face the same problems. As such, **EUTF BE projects can be said to effectively provide increased access to BE, especially NFE and IFE. When it comes to formal education, target beneficiaries are afforded education of the same quality as host community children.** In view of this, the particular situation of Syrian refugee children and of disadvantaged host community children does mean that they are more likely to drop-out or underachieve due to the reasons detailed above (section 4.2.1.), in addition to having less choices and alternatives to access quality education due to their socio-economic situation.

In Lebanon notably, it is estimated that about 70% of Lebanese children of primary school age are enrolled in private primary schools (54% of children for both primary and secondary<sup>36</sup> - 2012 figures). This compares to a previous share of 49% for private schools, hence indicating an expanding role of the private sector in education. Only about 29% of total students are enrolled in public schools. They are followed by a 13% proportion of students, who are enrolled in private-free schools (a number of private schools at pre-primary and primary levels are free, i.e. subsidized by the public or private sectors). Furthermore, UNRWA schools accommodate about 4% of total school students in Lebanon. The high costs of tuition in private schools imply that Syrian refugee and poor families currently do not have access to pre-primary or primary education that is both affordable and of a good quality<sup>37</sup>.

Quality has been addressed by some of the EUTF BE implementing partners, but mainly in terms of NFE and remedial / homework support. It has been addressed to a limited extent within the formal education system. The limitations of EUTF as a fund set up to respond to the Syrian refugee crisis and limited to catering for the needs of Syrian refugees and vulnerable host community children means that it is difficult and not within the remit of the EUTF, due to the nature of the fund itself, to address more systemic and policy areas affecting quality of education, including child protection in the formal

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<sup>36</sup> BankMed, Analysis of Lebanon's Education Sector, available at: <https://www.bankmed.com.lb/BOMedia/subservices/categories/News/20150515170635891.pdf> [accessed 6 October 2019].

<sup>37</sup> UNICEF, *Lebanon Country Office – Education Strategy Note*, 3 May 2016, available at: [http://files.unicef.org/transparency/documents/Lebanon\\_Education\\_StrategyNote\\_3MAY2016.pdf](http://files.unicef.org/transparency/documents/Lebanon_Education_StrategyNote_3MAY2016.pdf) [accessed 6 October 2019].

education sector. EUTF BE implementing partners have therefore had to navigate within this complex framework and its complex political dimensions (refer to sections 4.2.4. and 4.2.5. below).

### **Rehabilitation of schools**

Four of EUTF BE projects are addressing school rehabilitation, namely Qudra (T04.15 - Turkey, Lebanon and Jordan), BTF (T04.22 - Lebanon and Jordan), Youth Resolve (T04.17 - Jordan) and AFD (T04.50 - Iraq). All EUTF school rehabilitation activities have been effective in achieving the targeted outputs and the schools rehabilitated meet the minimum standards in terms of hygiene and safety. While some efforts have been made to cater for children with disabilities, these have not been reported on.

The involvement of children, parents and the community at large in the school rehabilitation projects have been reported, by EUTF implementing partners and the parents and children, as yielding better results, and retention rates have been reported by BTF (T04.22) to have increased following the rehabilitation. Schools for boys in Jordan have been reported to be in worse conditions generally and to suffer from degradation rapidly, even when rehabilitated, especially when rehabilitation measures are not accompanied by activities aiming to increase and ensure ownership from the children, families and communities.

### **Synopses per project**

#### **Qudra (GIZ) (T04.15)**

In all three countries where Qudra is implementing BE activities, these have been implemented according to plan and taking into account the revisions and agreed reallocation of funds. Activities in Lebanon suffered from major delays and it is unlikely all targets will be reached by project end, although in terms of the BE activities per se (physical infrastructure at schools, rehabilitation of school facilities and training of sports teachers, coaches, social workers and volunteers), targets have effectively been reached (see tables below). The major constraints in terms of obtaining the relevant approvals from the ministries, and the political tensions, particularly in Lebanon (general elections in 2016) and in Turkey (coup attempt also in 2016), had serious consequences at the beginning of the project, casting doubts as to the achievements of many of the outputs. However, most of the hurdles have been overcome, agreements with the relevant line ministries and local partners reached and targets in terms of BE activities in have been achieved.

The quality of the interventions in terms of BE have been good, as indicated in the various ROM reports, and during the school visits and interviews with parents and children. The schools rehabilitated meet the minimum standards in terms of hygiene and safety, with efforts also being made to cater for children with disabilities. In addition, activities to promote ownership of the school space have been

very much welcome by the children and provided them with a sense of pride with regards to their learning environment. Thus, for example, in Sahab-Amman School (Jordan), all of the children participating in the FGDs stated that one of their best days at school had been a joint activity to paint one of the playground walls which depicts the story of integration between Syrian refugees and the host community. In addition, the extracurricular activities, especially in terms of sports, have had a very positive impact and contrast with the numerous comments received by children during FGDs in CBOs (other EUTF projects) who stated that public schools in general did not offer any ECAs and that they could only access sports and arts in centres outside schools.

In all countries, social cohesion remains an essential element that has a high impact on BE. As such, while not within the scope of this evaluation, the social cohesion activities undertaken within the framework of the Qudra project are worth mentioning in that they do provide for an added value. In terms of extracurricular activities, due to the double shift system in Jordan, it has been difficult to organise joint activities and there is reportedly no intention to do away with this separation. As such, if the social cohesion activities taking place outside schools also target the areas where GIZ is supporting BE activities, this would serve to bridge the gap.

In Jordan, the Qudra project has adapted two of its components, namely Facilities Management (FM) and school transportation, to strengthen their outcome and impact. The FM was initially foreseen as a capacity strengthening activity whereby 80 staff in 40 schools would be trained in this area. While this has taken place, GIZ also initiated discussions to broaden the capacity strengthening to a more in-depth systemic approach. It developed a model based on both international and regional practices and, in cooperation with MoE, initiated FM working group bringing together donor community working on the topic. As part of its efforts, GIZ suggested to outsource cleaning services to external contractors to improve efficiency of the process (instead of current practice of the janitors being employed by MoE, de facto rendering their control by the school headmasters impossible), advocated for maintenance of the schools to be taken up on the municipal level (as part of the decentralisation efforts) and tried to involve other ministries and private sector in the discussion about FM more generally in order to facilitate change in the education FM. To date, no tangible outcomes of the FM advocacy efforts are available.

Concerning school transportation, GIZ conducted a study to explore options and provide solutions to the school transport issue, in cooperation with MoE and Ministry of Transport (MoT). The first round of consultations resulted in a decision to regulate the hitherto informal transport services, formally approved by the GoJ in November 2018. Additionally, GIZ proposed to introduce minimal safety standards for school transportation (annual checks, proper sitting arrangements, limited number of

passengers, training in first aid and safe driving for the drivers, licencing etc.) and developed a business model for bus owners, allowing them to run sustainable and high-quality services. These, however, were not as of yet approved by GoJ, with the MoT introducing its own requirements. In cooperation with Careem/Uber and the GoJ, GIZ is also piloting a project to increase efficiency in organising routes for school buses. It also engaged the wider donor community to push the GoJ to reform the school transportation system.

Both efforts to move beyond an activity-based perspective to a longer terms support to the GoJ are in line with the recommendation to integrate current efforts targeting Syrian refugees in a more comprehensive framework of development support for Jordan. School transportation remains an important and insufficiently addressed issue for Jordanian and Syrian children alike; and the development of a broader FM policy provides for a potential higher and more sustainable impact on the quality of the school infrastructures and the learning environment for all children.

Table 8 – Outputs achieved Qudra project (cut-off date: April 2019)

	# of personnel, incl. teachers volunteers & administrative staff trained		# of schools & other educational facilities upgraded in standards		# of cases referred for specialised services		# of refugees and host community members receiving PSS		# of individuals trained in child support and GBV		# of children benefitting from NFE and learning support programmes	
	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual
<b>Jordan</b>	90	320	25-40 schools	26 public schools (34,000 students)								
<b>Lebanon</b>	80	264	30 schools	30-40 public schools (22,000 students)	300	115 cases	6,500	2,861	90	17		
<b>Turkey</b>	780	614 MoNE staff trained	15	15 public schools (18,500 students)							1,500	1,401

	# of Syrian refugee and host community benefiting from peer info, outreach activities & ECA		# community centres and other facilities providing social cohesion activities	
	Target	Actual	Target	Actual
<b>Jordan</b>	Not defined	15384 students	8 SDCs	10 SDCs / 5 mobile units
<b>Lebanon</b>	Not defined	394 students		
<b>Turkey</b>	20800	23115	10	26

### Youth Resolve (WV) (T04.17)

In all countries, outputs are on track and are likely to be met by project end (see table 4) although there were significant delays at the beginning in Jordan and Iraq, mainly due to administrative constraints. It

took 8 months to receive the approval from the MoPIC in Jordan and 3 additional months to sign the MoU with the MoSD for the IFE activities.

There is a reported high level of satisfaction from the target groups with regards to the services provided. The responses from parents and children during the evaluation corroborate the WV interim report findings. All children, boys and girls, stated that they had more confidence and self-esteem, that they were able to better express themselves, that they enjoyed the atmosphere and learning methods in the centre and that they could seek support when they had problems. All of the parents interviewed stated that they witnessed very positive changes in their children.

Table 9 – Outputs achieved under Youth Resolve (cut-off date June 2019)

	# teachers trained		# educational facilities constructed, renovated, rehabilitated		# children receiving school supplies		# children enrolled in remedial classes		# children enrolled in IFE	
	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual
<b>Jordan</b>	45	45	14	17	4,650	4,028	3,000	2,643	1,650	1,385
<b>Lebanon</b>	48	79								

There are no outcome indicators relating directly to BE as such (for example, the percentage of children benefitting from IFE who return to the FE system, or the level of improvement of children benefitting from remedial classes). It is therefore difficult to measure how effective the WV actions have been at that level and what happens to the children once they complete an IFE cycle. This would be important to measure systematically as the responses from both children and their parents regarding the school environment was, in general, rather negative. Children associated school with violence and parents all stated that they would rather find alternatives to schools (for example vocational training). This was partly due to a cost they felt was too high with little opportunities for employment and, again, to the violence to which their children are confronted in schools. The majority of the out-of-school children participating in the FGDs stated that they did not want to return to school. Additionally, all stated that they preferred the learning methods, the atmosphere and the support they were given, including PSS, in the centres when compared to schools. Equally, parents stated that they preferred sending their children to the centres rather than public schools. Thus, while the increased sense of self-esteem, resilience and empowerment do align with the specific and general objectives of the project, the action is not necessarily conducive to ensuring that the children do return to the public-school system if and when they drop-out.

The PSS provided within the framework of the project is also achieving desired outcomes, with children and parents responding very favourably. Again, the comparison with the school environment where such support is not available was made by children and parents, both Jordanian and Syrian. The educators and social workers interviewed did, however, state that in certain cases, and due to the

traumas that some children have faced, a 4-month cycle of support is not insufficient. There does not seem to be any relay support (complementary support through referral systems for example) or linkages with other projects (EUTF or non-EUTF) to complement or take over such services in cases when they are really needed.

### Back to the Future (AVSI) (T04.22)

Despite delays in starting the implementation of activities, the BTF project has been effective in realising its objectives and outputs through a comprehensive set of activities that can be used as a model for future interventions in BE. Through the establishment of steering committees in both countries (Jordan and Lebanon) and regular dialogue with relevant authorities, the project was able to integrate its activities within the formal education systems. In Lebanon in particular, AVSI, together with UNICEF, has taken a lead in guiding formal and non-formal education processes in close collaboration with MEHE. The project has not only focused on enrolment rates but also, and very importantly, on retention, with specific outcome indicators to measure this, and on quality education with the integration of PSS and child protection activities in schools, and by ensuring increased ownership of the school space from the communities. Table 10 below show targets and achievements for the defined outcome indicators.

Table 10 – Outputs BTF project (cut-off date June 2019)

Lebanon			Jordan		
Description	Achieved	Target	Description	Achieved	Target
# children & adolescents enrolled in NFE (LCRP indicator)	11,720	10,915	# children benefitting from learning support program incl. remedial and homework support	2,845	2,700
% children completed NFE programme ready to access in the formal system	83%	80%	% children participating in the retention programme still enrolled in school in following academic year	80%	60%
# children & adolescents referred to formal education incl. ALP (LCRP indicator)	6,412	10,000	Promotion rate of children participating in the programme enrolled in public schools	80%	80%
% children participating in retention programme still enrolled in school in the following academic year	76%	60%			
# children participating in the programme enrolled in public schools at the end of the project	2,500-4,000	Min: 2,500; Max: 7,000			
Promotion rate of children participating in the programme enrolled in public schools	76%	At least 80%			
% the children completing BLN cycle shows an improvement in language, logic and life and arithmetic skills	82%	70%			

<b>% children completing ECE cycle shows development in social, emotional, physical and learning skills</b>	80%	70%			
<b>% children in remedial language education who remain in education (LCRP indicator)</b>	89%	80%			
<b>% children benefitting from the Language courses improve their skills</b>	78%	60%			
<b># job opportunities created</b>	703	666			

Despite the achievements and the essential role of the project in providing bridges between NFE and formal education in Lebanon, there are major constraints which affect the overall effectiveness of the project, which are due mainly to external factors and the problems with ALP as described above.

A psychosocial advisor conducts training for the team members of the consortium. Students in BLN attend daily psychosocial sessions. Of about 600 students enrolled in the consortium (AVSI, WCH and TdH), only 35% make it to the formal education. The rest 65% are lost at the referral phase or disappear.

AVSI advocacy efforts have somewhat mitigated the important current bottleneck that exists in the transition from NFE (namely ALP) and formal education and should be used as a model in the future. There is a crucial point of articulation which must be made between BLN, ALP and formal education. Concerning NFE, the BTF supported centres in Lebanon offer a very well framed situation to provide support for special needs such as eyeglasses and specific devices for the disabled. This is one of the only projects covering specific needs of children with disabilities.

In Jordan, the added value of working with NGOs, and especially the relations that AVSI and its partners have been able to build between the local communities and the refugees, was highlighted by all of the persons interviewed, including the parents and children. The rapid degradation of schools, in particular schools for boys, was mentioned by all interlocutors interviewed (implementing partners, parents, teachers, etc.). As has been mentioned above, this is due to several factors, including issues with regards to the broader FM system, but also to lack of ownership from communities and children. The most effective scenario is to work in the same location for the hard and soft components of the project as different locations do not enable to maximise the advantage of the various components of the project. The BTF project has been successful in combining rehabilitation with activities to increase the sense of ownership of local communities and refugees with regards to their schools. While not all rehabilitated schools have witnessed an immediate increase in enrolment rates, most of the BE experts interviewed stated that rehabilitation is a key factor in this regard even if hard data was not made available to back this claim.

### AFD (T04.50)

AFD and its partners are either on the way to achieve or have already exceeded all target outputs in terms of BE related activities (see table below). The TdH project has been effective in providing vulnerable children in both Jordan and Lebanon with access to PSS, life skills, and informal education. It has also been able to provide local CBO partners with capacity strengthening and support to ensure that the centres are child-friendly spaces. The CRF project has focused on improving school environments through physical rehabilitation as well as creation and strengthening of the Parents and Teachers Associations (PTAs). It is also in the process of strengthening the capacity of educational teams in the area of PSS as well as enhancing the links between schools and local communities through joint micro-projects.

Table 11 – AFD outputs achieved (cut-off date: June 2019)

Lebanon (TdH)			Jordan (TdH)			Iraq (CRF)		
Description	Achieved	Target	Description	Achieved	Target	Description	Achieved	Target
# of vulnerable children having access to PSS	1,681	780	Child-friendly spaces established for implementation of child-friendly activities	0	2	# of schools rehabilitated or provided with furniture or material	10	10
# cases referred to specialized services	1,200	550	# vulnerable children having access to PSS support and life skills, incl through referral services	2,568	3,800	# of vulnerable children benefiting from improved education services	c. 6,000	8,000
# of children having access to informal education, remedial classes or vocational training	412	120				# PTAs implemented in order to improve educational environment for the pupils	10	10
						# of micro-projects funded and implemented in schools or communities by IRCS volunteers or PTAs	4	10
						# of educational team members empowered to prevent, identify and refer children with psychosocial needs	92	150

### TdH (T04.50)

The link between the outputs of the project and access to formal education, however, remains weak. There is no tracking system in place and, during the evaluation, the partners stated that it was indeed difficult to know what the children are doing after they complete a cycle of support, in part because the families move between governorates (Jordan), and because the bridges between IFE, NFE and formal education are insufficient (both countries). Thus, whilst the project does contribute to providing adequate, protective and safe learning spaces and facilities for vulnerable children, there would be a need to establish a stronger monitoring mechanism that enables to measure the extent to which the

children are going back to formal education and the longer-term outcomes benefiting them and their families.

The feedback received from parents and CBO volunteers during the evaluation was that, whilst they valued the support provided by the CBOs, they felt that certified education programmes would be more beneficial for the children, especially for the children who have never been to school. In one instance, one of the parents stated that this would ensure that her child would be better protected at work as his employer would regard him differently if he has a school certificate.

Having said this, the quality of the services provided, and the engagement of the communities is strong. Staff of the CBO partners is very involved and committed. TdH has been able to establish and maintain a very positive relationship with its partners on the ground. Nevertheless, the time span of the project and the lack of exit strategies are important hurdles for the local organisations which, to-date, do not have the sufficient capacity to continue the activities without external support. CBO volunteers all stated that they had no visibility with regards to the future of the support being provided to the local and refugee communities. This may lead to a gap in the provision of certain services, in particular PSS, which is not regarded as a priority by the MoE (Jordan), but also in terms of remedial classes. For the moment, there is no unified curriculum or leadership from the MoE for remedial classes. The work being undertaken by local organisations is therefore crucial to support families in particularly vulnerable situations whose children would otherwise either drop-out or not be able to attain the required levels to continue in the formal education system. In one area visited during the evaluation, interviews were held with a majority of female single-headed households, who were either widows or whose husbands had been deported back to Syria. Most of the women were illiterate and placed a very high value on the education of their children. They stated that, without the support of the centre, their children would be receiving no education whatsoever, formal or informal.

#### **CRF (T04.50)**

When the project was initially designed and pre-selected for funding by AFD (2015), CRF was active in Jordan and Iraq and, as such, project activities were supposed to be implemented in both countries. By the time the EUTF funding was allocated, CRF left Jordan, leading to the scope and action plan of the project being updated. This has allowed CRF to undertake in-depth assessments to better understand the humanitarian needs in schools and their surrounding communities (e.g. Initial Assessment, in November and December 2017; School Assessment, in April 2018; Community Rapid Assessment, in June 2018; Community Diagnosis, in June-July 2018) in a changed context. Among others, it was decided to modify the original number of schools targeted by the action from 21 to 10, and to extend

intervention in the selected schools to two years in order to strengthen the results and relevance of the project and oversee the processes of consolidation of PTAs. The decision was also aimed at capitalizing on the trust CRF built within local communities in the Dohuk Governorate, through their cooperation with Iraqi Red Crescent Society (IRCS).

While CRF has been successful in setting up PTAs in all schools, it has also reported insufficient communication between teachers and parents and the lack of mutual understanding of their needs and challenges. There are also some difficulties to mainstreaming the concept of the child-wellbeing with the parents and with the educational staff. Likewise, implementation of the micro-projects was not possible with all the PTAs (only 4 out of 10) due to either their capacity and/or lack of motivation. Considering the hitherto efforts made by CRF to train the educational staff as well as to raise awareness among local communities (19 sessions conducted by IRCS volunteers to date) about the importance of their involvement in children’s education and of understanding of the challenges their children are facing in schools, the effectiveness of CRF intervention in this respect is so far not fully evident. Seen from this perspective, the decision to limit the geographical scope and extend the duration of activities could prove beneficial to the final evaluation of the project. To this end, CRF is planning an impact assessment of the project and its cooperation with local IRCS to see how the intervention could continue in a modified form beyond EUTF funding.

**Budget Support – Jordan (T04.66)**

The budget support addresses specifically the needs of the school system in refugee camps while all other projects support Syrian refugees living among local host communities. It must be noted that the EU, and in particular EUTF, is the only donor supporting the MoE in camps through the budget support. The budget support provides support to up to 34,000 Syrian refugee children in camp environments to re-integrate them into the public education system. According the 12 July 2019 Budget Support progress report, all targets have been reached or are within an acceptable range, and the quality of education in the supported schools has improved (see table 6 below). The overall assessment of the fulfilment of conditions for the disbursement of the third tranche is positive.

**Table 12 – Jordan Budget Support BE - Achievement of targets (cut-off date: June 2019)**

Indicator	Target	Achieved
Availability of teachers and administrators for the camp schools for Syrian students by the MoE	At least 1,937 staff in camps, of which at least 1,695 teachers (of which 1,501 school teachers and 194 KG teachers) and 242 administrators (of which 11 in KGs)	The total of employed teaching staff (1,466) represents a 97.7% achievement of the target; the total of employed non-teaching staff (192) represents a 83.1% achievement of the target.  The total of employed KG teachers (198) represents a 102.1% achievement of the target; the total of employed non-teaching staff (11) represents a 100.0% achievement of the target.

	Combined Pupil-Teacher Ratio in all camp schools (primary and secondary) 26:1	The total number of teachers remains slightly below the target, but with a resulting PTR of 21.8:1, representing an achievement of 119.3%.
Quality education provided to Syrian pupils in single and second shift schools in camps comparable to the Jordanian standards and advocated in the country	Percentage of schools performing at least adequate: 70%	70% of the surveyed schools were judged as being adequate or better.
Packages of free school books for Syrian pupils in camp schools, with all books displaying a sticker that the book was funded through EU support	1 package of school books for every pupil, up to 34,000 packages of school books (with – if possible – 10% reused books in the pilot camp schools) (covering school year 2018/19)	Textbooks were distributed to all 31,984 students in the Camps, covering the first and second semester.
Equal access for Syrian pupils to additional services and facilities in camp schools.	12 camp schools are equipped with functioning libraries and computer labs and science education facilities, including staff; and have access to electricity	12 schools were equipped with functioning libraries and computer labs. Only 1 out of 12 schools had access to electricity.

Access to electricity remains an issue. While MoE certainly made progress in construction efforts, final connection of the schools remains uncompleted due to various factors related to approval processes by the Ministry of Public Works and Housing, organisational constraints on the side of the contractor, and difficulties of installing meters on the electric network which is owned by the UNHCR. The connection has not been completed (and cannot be expected to be completed in the near future), leading to a non-achievement of this part of the indicator.

Despite the positive achievements, several issues were raised during the school visits by parents and children. Parents were highly critical of the quality of education their children were receiving in the two schools visited in the Zaatari camp. They stated that teachers tended to inflate the grades of the students to ensure that they would pass, and that grades were often not equivalent to the actual level of the children. All stated that the quality of education is better in schools for girls than in schools for boys. Concerning external homework support provided by Makani centres (or other such structures), all parents stated that they would prefer such support to be provide in the schools rather than having to rely on external organisations: “Schools should be able to provide the quality of education our children need so that we don’t have to send them to other centres”.

Quality seems also the be hampered by the pace at which children are going from one class to the next within the school time allocated. Classes are between 30 to 45 minutes long. Once the bell rings, the teachers have a few minutes to switch to the next class and neither teachers nor students have breaks in between. Such conditions, coupled with overcrowded classes and lack of electricity in the camps render the learning environment particularly trying for the children and teachers.

### UNICEF (T04.78)

In all countries, outputs have been delivered according to plan with, in most cases indicators exceeding target values. UNICEF has been able to establish strong working relations with the national ministries

and to integrate the programmes effectively within the national BE plans. The quality of the outputs has been good, as reported in the various ROM reports and following the interviews with the ministries, EUD (all countries) and local partner organisations (Jordan and Turkey).

In Lebanon, the EUTF funds are channelled through UNICEF to pay for enrolment fees and covering transport costs, both of which have been effective in increasing access to BE. UNICEF's longstanding expertise in the area of child protection make it an essential partner to strengthen effective child protection mechanisms within the formal education system, including referral systems. This is one of UNICEF's added value. UNICEF is working with an existing network of Social Development Centres and a network of NGO partners (either project partners or MoSA partners).

Concerning the Makani centres<sup>38</sup> in Jordan, the quality of services provided by partner organisations is in many cases better than what is being provided in schools. They are in general considered more child-friendly and providing much needed child protection services and life-skills activities that are not being provided in the public school system. The role of the Makani centres is essential in providing the needed support enabling Syrian and vulnerable Jordanian children to enter or re-enter the formal school system. In addition, the EUTF support has been important in targeting an otherwise neglected Dom community. All outputs related to services provided to Dom children have been reached.

The challenge for the local NGO and CBO UNICEF partners is for them to reach the required capacity to be able to continue running the activities with less external support. This is all the more important in view of UNICEF's rationalisation process with regards to the Makani centres whereby it has started closing down a number of centres due partly to funding cuts. For larger national NGOs (for example, the Jordan River Foundation), this may be less of a problem, as they have been able to start developing income generating activities which may help them in continuing the activities. However, in general, the UNICEF project has been effective in building the capacities of its local partners and this is more than likely to have a long-lasting impact. Following the request of the EUD, UNICEF is establishing an exit strategy which will help in providing local partners with strategies to continue providing services to Syrian and host community children.

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<sup>38</sup> Makani centres are UNICEF supported centres that use an integrated approach to expand protection, learning and youth engagement opportunities for vulnerable children. They provide a wide range of education and child protection services, including PSS.

### 4.2.3. Efficiency

*This section analyses the extent to which the current aid modalities to support the provision of BE under the EUTF-Syria or other instruments are effective (EQ4) and how implementing partners have taken into account and integrated efficient measures within their programmes (EQ5).*

EUTF BE implementing partners have been able to implement their activities and achieve the target outputs within the set budgets. While comparison of efficiency across projects is difficult due to both, a lack of standardised budget formats and financial reporting mechanisms, the fact that some projects focus on BE alone while others are multi-sectoral, and the diversity of the projects in terms of scope, an analysis of the budgets shows that larger projects tend to be able to achieve economies of scale in terms of personnel costs and overheads. Smaller projects, and the majority of projects implemented by INGOs, tend to have an important component of capacity-strengthening targeting local NGOs. As such, the share of personnel costs tends to be higher.

#### Impact of delays on costs

In general, and throughout all projects, regular monitoring, internal and external, including ROM, have enabled to pinpoint areas of concern and EUTF BE implementing partners to adjust accordingly. M&E frameworks are by and large coherent with the EUTF Results Framework (with the exception of UNICEF – see below). Many of the delays that were faced by EUTF BE implementing partners were due in large part to lengthy registration and approvals from national authorities. However, in most cases, these delays have not hampered the achievement of targeted outputs nor have they required additional funding. Three no-cost extensions were requested so far, for the Youth Resolve project (T04.17) and TdH project (T04.50), to cover to the time delay due to registration and approvals in Jordan; and for the KfW project in Turkey (T04.25), in view of the delays in the planning, tendering and construction of solid structured schools. In all other cases, activities were re-adjusted to fit within the planned timeframe. The length of time for the relevant ministries to approve EUTF projects should, however, be addressed, to ensure that there are no time gaps for future projects.

The Qudra project in Turkey (T04.15) suffered from particular delays due to the 2016 attempted coup, the lack of coordination and clear implementation mechanisms with the country partners, creating a situation whereby the project was blocked for nearly two years. For the BE components, the delays were related mainly to the lack of timely approvals from the relevant authorities. The last QIN (March 2019) nevertheless shows that all activities have been able to be completed within the project timeframe.

While all projects have established good communication with the EUDs, including with regards to monitoring, UNICEF’s reporting practice remain an area of concern, with the EUDs reportedly not being sufficiently informed across all countries. The last ROM report (October 2018) underlines that “it is debatable to what extent UNICEF can provide access to the EC with regards to monitoring and reporting practice due to its administrative procedures and sensitivity of data. Any change in reporting practice would require new contractual arrangements which would specific this change in more detail.” Interviews carried out with the EUDs confirmed that the issue is still relevant.

Finally, there have been some delays to reach out to the children targeted by certain projects, although these have been mitigated through strengthened outreach activities by the implementing partners. Thus, for example, in Jordan, there were difficulties in reaching Dom youth (older than 12 years) (UNICEF – T04.78). The CBO partner of Youth Resolve (T04.17) stated that they were having a difficult time reaching out to Syrian children and the drop-out rates for the IFE activity were high for Syrian children (see table below).

**Table 13 – Overview of enrolment, retention rate and referrals in the IFE programme (T04.17).**

		Jordanian male	Jordanian female	Syrian male	Syrian female	Total
Enrolled in IFE	Cycle 1	108	131	179	222	640
	Cycle 2	158	174	124	149	605
	Cycle 3	229	233	78	86	626
	<b>Total</b>	<b>495</b>	<b>538</b>	<b>381</b>	<b>457</b>	<b>1871</b>
Completed IFE	Cycle 1	81	104	98	146	429
	Cycle 2	127	150	107	103	487
	Cycle 3	163	216	62	86	527
	<b>Total</b>	<b>371</b>	<b>470</b>	<b>267</b>	<b>335</b>	<b>1443</b>
Retention rate	Cycle 1	75.00%	79.39%	54.75%	65.77%	67.03%
	Cycle 2	80.38%	86.21%	86.29%	69.13%	80.50%
	Cycle 3	71.18%	92.70%	79.49%	100.00%	84.19%
	<b>Total</b>	<b>74.95%</b>	<b>87.36%</b>	<b>70.08%</b>	<b>73.30%</b>	<b>77.12%</b>
Referred to NFE	Total	6	15	5	11	35
Returned to school after IFE	Total	23	16	10	15	65

Source: Author’s own compilation on the basis of data provided by Questscope.

### Cost efficiency

In most cases, costs have been calculated on the basis of past and existing interventions in the target countries. Concerning school construction and rehabilitation works, EUTF BE partners rely by and large on the same contractors as those who work for national education authorities and follow national procurement guidelines. Construction and rehabilitation are undertaken under the purview of the relevant ministries and seem to be cost-efficient in as far as they do not exceed national benchmarks. There is no evidence of an alignment or comparison of costs across EUTF implementing partners or with other actors involved in BE. The procurement procedures followed seem to have enabled implementing partners to have selected contractors offering the best value for money and all of the construction and rehabilitation projects have reached their target, sometimes exceeding them, in terms of the number

of schools constructed or rehabilitated. Currency depreciation is also having an impact on costs. KfW reported that the depreciation of the currency in Turkey might allow for the construction of additional schools, beyond the target. Concerning the rehabilitation of schools, the rapid degradation of some of the schools for boys in Jordan does pose a problem in terms of the sustainability of the investment made.

In terms of support for school enrolment in Lebanon, UNICEF is a key partner through which EUTF funding for enrolment is being channelled. The costs are divided between enrolment fees of 60.000 Syrian children per year, enrolment fees of 55.000 Lebanese children per year and transportation fees. The costing methodology is rather obscure and therefore it is difficult to assess the cost-efficiency of the programme. As this is managed centrally by MEHE, any decision to review the costing should be taken centrally, within the RACE II framework.

Concerning the provision of NFE and other educational support outside schools, the team did not find any evidence of standardised methodology to calculate costs in any of the target countries nor was cost data systematically collected or compared across the different stakeholders involved in BE projects (EUTF and other). All partners achieved – and sometimes exceeded – quantitative targets within the budgets allocated, as mentioned above. Due to the multi-sectoral nature of most of the projects, calculating a cost per child is not possible, as there is no delineation between BE and other activities.

Concerning UNICEF, efficiency has been hampered by serious funding gaps for the education and child protection components, which have led to the closing down of certain Makani centres in Jordan (in October 2018, the number of Makani centres has decreased from 235 to 150. Interviews with UNICEF staff during the evaluation in June 2019 confirmed that there were 150 Makani centres still operating). In September 2018, UNICEF had received only 54% of funding needed to run its programmes for 2018. Although EC funds have been provided on time, not all donors have provided their commitments in 2018 and UNICEF in Jordan is still suffering from serious funding gaps.

### **Measuring cost-efficiency in BE**

The issue of how to measure cost effectiveness or value for money in basic education interventions has been a subject of lengthy debates, including within the EUDs. There is no evidence to-date that the EUTF and EUD teams have the tools enabling them to assess or monitor the cost of efficiency of the BE projects in a systematic way. Efficiency is therefore mainly measured on the basis of whether objectives were achieved on time and whether the proposed activities were implemented within set budgets. This has been reported by EUTF BE implementing partners themselves and by the EUDs.

Nevertheless, a review of the projects' budgets allows for making certain comparisons and for identifying general trends in the use of financial resources by different implementing partners. Importantly, in the case of multisector projects, it is often difficult to identify the percentage of the administrative costs that is actually related to the activities falling within the scope of BE. Therefore, a comparison of global budgets of all projects covered by this evaluation was undertaken in order to identify the ratio of administrative and operational costs. The former category included personnel, excluding technical staff directly involved in activities (for example, teachers, social workers, PSS staff, etc.) and travel costs, administrative costs related to rental of premises as well as indirect costs added by the IPs (overheads); costs related to the activities (including relevant technical staff), equipment and/or supplies as well as other direct costs formed the latter category. The figures presented in the table XX below were extracted from the budgets annexed to relevant action documents and/or submitted at the inception phase of the projects and may differ from the actual expenditure reports.

The share of administrative costs in the overall budgets varies greatly between different projects, from 4,73% (T04.25 – KfW) to as much as 58,64% (T04.50 – CRF/AFD). For one of the projects (T04.66 – budget support to MoE), this share equals zero, however it is not possible to gauge the actual portion of the funds directed towards either administrative or operational costs, as the Ministry of Education has not provided the expenditure report which would link specific amounts disbursed with the different budget lines. This analysis is further hindered by the fact that the MoE operates on costs estimates for individual school years and the EU support stretched over multiple years.

Excluding the projects solely focusing on school construction (KfW), if cost-efficiency is defined by the share of administrative costs in the overall budget, the data would indicate that T04.78 – UNICEF, T04.21 – UNRWA, and T04.22 – AVSI are the three most cost-efficient projects, with a share of 89,47%, 85,82% and 71,37% operational costs respectively. For T04.15 – GIZ, T04.17 – WVi and T04.50 – AFD/CRF, the share of operational costs decreases to 69,82%, 53,59% and 41,36% respectively. Conclusions are nevertheless difficult to draw as projects differ substantially in terms of scope and detailed budgets were not available for all implementing partners. What can be said is that larger projects tend to be able to achieve certain economies of scale with regards to administrative and personnel costs. Nevertheless, smaller projects tend to include capacity-strengthening targeting local partners, which has an impact on personnel costs and therefore on the overall share of administrative costs. As such, cost-efficiency should be taken into account together with effectiveness and sustainability criteria.

Table 14 – Summary of budgets of evaluated projects

	T04.15 GIZ	%	T04.17 WVi	%	T04.21* UNRWA	%
Personnel costs	15.828.970,00 €	21,39%	3.272.946,00 €	24,30%	1.146.212,00 €	7,64%
Travel costs	874.509,80 €	1,18%	97.832,00 €	0,73%	- €	0,00%
Equipment/supplies	15.582.018,03 €	21,06%	440.819,00 €	3,27%	34.015,00 €	0,23%
Activities	33.757.406,56 €	45,62%	7.292.707,00 €	54,14%	12.671.826,00 €	84,48%
Admin costs (rent, services)	791.974,59 €	1,07%	772.496,00 €	5,73%	- €	0,00%
Other direct costs	2.323.999,52 €	3,14%	712.308,00 €	5,29%	166.639,00 €	1,11%
Indirect costs (overhead)	4.841.121,50 €	6,54%	881.238,00 €	6,54%	981.308,00 €	6,54%
Total	74.000.000,00 €		13.470.346,00 €		15.000.000,00 €	
Total administrative	22.336.575,89 €	30,18%	5.024.512,00 €	37,30%	2.127.520,00 €	14,18%
Total operational	51.663.424,11 €	69,82%	7.218.093,00 €	53,59%	12.872.480,00 €	85,82%

	T04.22 AVSI	%	T04.25 KfW	%	T04.50 (TdH)** AFD	%
Personnel costs	2.775.646,00 €	18,32%	- €	0,00%	- €	0,00%
Travel costs	60.900,00 €	0,40%	- €	0,00%	- €	0,00%
Equipment/supplies	303.571,82 €	2,00%	- €	0,00%	- €	0,00%
Activities	10.090.410,00 €	66,58%	60.600.000,00 €	86,36%	- €	0,00%
Admin costs (rent, services)	510.100,00 €	3,37%	- €	0,00%	- €	0,00%
Other direct costs	422.703,10 €	2,79%	6.254.560,00 €	8,91%	- €	0,00%
Indirect costs (overhead)	991.433,16 €	6,54%	3.317.916,00 €	4,73%	- €	0,00%
Total	15.154.764,08 €		70.172.476,00 €		3.112.500,00 €	
Total administrative	4.338.079,16 €	28,63%	3.317.916,00 €	4,73%	- €	0,00%
Total operational	10.816.684,92 €	71,37%	66.854.560,00 €	95,27%	- €	0,00%

	T04.50 (CRF)** AFD	%	T04.66 Budget Support	%	T04.78 UNICEF	%
Personnel costs	944.474,00 €	44,71%	- €	0,00%	3.707.963,00 €	3,52%
Travel costs	- €	0,00%	- €	0,00%	37.968,00 €	0,04%
Equipment/supplies	- €	0,00%	- €	0,00%	1.967.407,00 €	1,87%
Activities	605.640,00 €	28,67%	23.900.000,00 €	100,00%	91.884.287,00 €	87,28%
Admin costs (rent, services)	- €	0,00%	- €	0,00%	453.906,00 €	0,43%
Other direct costs	268.068,00 €	12,69%	- €	0,00%	340.200,00 €	0,32%
Indirect costs (overhead)	294.318,00 €	13,93%	- €	0,00%	6.887.421,00 €	6,54%
Total	2.112.500,00 €		23.900.000,00 €		105.279.152,00 €	
Total administrative	1.238.792,00 €	58,64%	- €	0,00%	11.087.258,00 €	10,53%
Total operational	873.708,00 €	41,36%	23.900.000,00 €	100,00%	94.191.894,00 €	89,47%

\* based on the originally contracted amount

\*\* includes part of the indirect costs added by AFD

\*\*\* detailed budget of the T04.112 (KfW) project was not made available to the evaluation team and is not included in the above compilation.

In Lebanon, the MEHE calculated the cost of enrolling a Syrian child in a second shift public school 600 USD<sup>39</sup>. This amount was calculated following discussions between the MEHE and donors. However, stakeholders are not unanimous with regards to the amount, with the MEHE stating that the cost is actually higher, while some donors claim that it has been overestimated. It is also questionable whether calculations should be made per child or at sectoral level. This would be useful for implementing partners in supporting decision-making and resource allocation, and the EUDs in selecting and monitoring projects, but is currently weakened by the lack of evidence-based consensus on the costing methodology.

While the methodology used by the WB to calculate the unit cost per student could be used across countries, further discussions are needed concerning the best approaches to calculate cost efficiency and what factors should be taken into account. As highlighted by the implementing partners and participating EUD representatives during the lessons learnt event in Brussels (September 2019), essential questions such as how much education is worth, whether unit costs (i.e. cost per child) for enrolment are a good measure of efficiency, what investing in education actual means, and whether to steer from a unit cost to a system approach is a more valid indicator, need to be addressed.

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<sup>39</sup> The World Bank established an efficiency model for providing education services to Syrian refugee children and achieving project outcomes, estimating the unit cost per child through an expenditure review of the education sector in Lebanon and adding the marginal cost approach for expanding education services to Syrian children by computing the additional cost incurred by adding one student into the existing public education system, either in first or second shift. This has been used by the WB itself and all other donors financing the RACE programme and is estimated at 363 USD per student for the first shift and 600 USD for the second shift.

#### 4.2.4. Coherence

*Under coherence, the team analysed to extent to which the EUTF projects ensure a minimum of duplication, focusing on the extent to which complementarity amongst the EU funding mechanisms (ENI, ECHO, Facility) have been integrated in the design of the BE support. The level of effective coordination mechanisms and the extent to which the implementing partners are contributing and exchanging information in view of reducing duplication and ensuring the complementarity of their activities were also measured (EQ6).*

Overall, there is no case of duplication between EUTF projects and other EU projects. Complementarity and coherence have been reached but are more the result of ad hoc coordination between different EU instruments and not a result of a comprehensive EU approach to BE. Coordination mechanisms have worked unevenly in the countries targeted. In Turkey and Lebanon, the level of coordination has been adequate, but increased coherence between the different instruments is needed. In Jordan, coordination, internal and external, has suffered and hampered the added value that EUTF could have brought in terms of complementarity and building bridges between the different EUTF implementing partners (BE and other sectors). EUTF started out as an instrument respond to a crisis situation and has now started to transition to a development approach, supporting the relevant ministries in national BE system reform. Within this perspective, the coherence between EUTF and other EU instruments (ENI, DCI, EIDHR) need to continue, so that the positive results so far, and especially concerning the support to the broader national education systems, can yield the impact expected.

Implementing partners receive funding for BE through several instruments in the different target countries (EUTF, IPA, EU member states' bilateral contributions, ECHO, ENI), in addition to other donors providing support in this sector. With different mandates, reporting and monitoring mechanisms as well as different entities (within or outside the EC) managing the programmes, coordination is essential to avoid duplication and ensure the coherence of BE initiatives.

##### **Internal EUD coordination and with implementing partners**

The Joint Humanitarian and Development frameworks provide a strong basis for such in-country coherence as evidenced in Jordan and Lebanon. Furthermore, in Lebanon, RACE operates as the main coordination mechanism to the satisfaction of all of the stakeholders interviewed. Regular steering committee and country advisory committee meetings by and amongst EUTF implementing partners in Lebanon have enabled them to exchange information. In Turkey, the erstwhile complexity of coordination of the BE portfolio is likely to be reduced now that formal BE activities fall under the Facility.

In Jordan, coherence and complementarity have been hampered by a lack of coordination amongst the EUTF partners. Most of the interviewed partner organisations had limited knowledge of the other EUTF BE projects and all stated the added value the EUD would and could have in taking a lead in gathering the implementing partners around the table to share their experiences and align methodologies, especially since a number of similar initiatives are being undertaken by several partners. This is of particular relevance in terms of the NFE and IFE activities, which several implementing partners are undertaking, with nevertheless different methodologies. Greater coordination amongst implementing partners would also provide for the necessary bridges between IFE, NFE and formal education, thereby supporting a coherent and more comprehensive education pathway for children, from primary to secondary, leading into higher education or vocational training and/or the labour market. In all of the target countries, greater coordination amongst the different EUTF partners across sectors (higher education, BE, livelihoods), would serve to broaden perspectives for children and families.

In Jordan again, there are additional challenges to sector-wide coordination as evidenced by accounts of multiple stakeholders interviewed by the evaluation team or as discussed during the recent AAI Transition Workshop<sup>40</sup>; these challenges specifically apply to the Education Sector Working Group (ESWG). There seems to have been a gradual erosion of trust vis-à-vis UNICEF, the lead agency ensuring coordination of BE programmes. Currently, UNICEF is working on redefining the role of ESWG and reengaging with all key stakeholders, also in light of its merge with the Tertiary Education WG.

Finally, there is a need for continued and/or strengthened coherence between the EUTF grant projects, the EUTF Budget Support and ENI funding. The success of NFE, IFE and child protection activities undertaken by some of the EUTF implementing partners should feed into a coherent system, which facilitates transition into the formal education system. As mentioned above, one of the main issues with the NFE activities undertaken by the BTF project is the problems with the ALP. These problems lie outside the scope of BTF but should be taken into account by the EC (either through EUTF or through another instrument), so as to ensure the coherence (and effectiveness) of the NFE projects. In the same way, further support should be provided to the MoE in Jordan to ensure stronger linkages between the certified NFE activities and integration into the formal education system. For the moment, the risk is the creation of parallel systems (for example, the Makani centres in Jordan) or children being excluded from the formal system despite having received the support that does enable them to re-integrate it.

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<sup>40</sup> E. Selenica, *The Accelerated Access Initiative to Quality Formal Education for Syrian Refugee Children (AAI). A look back and forward. AAI Transition Workshop Report*, July 2019.

### **Complementarity with DG ECHO**

DG ECHO has been implementing a broad range of Education in Emergencies (EiE) initiatives in response to the Syrian crisis. According to DG ECHO staff interviewed, EiE is relatively new and, when EUTF was created, there was not a clear coordination with regards to the BE activities. The situation has somewhat improved and all EUDs stated that there was some degree of delineation between the activities funded under the humanitarian branch and the development branch, and with EUTF increasingly focusing on the latter. Cooperation between DG ECHO and the EUDs in the four target countries has varied. In Turkey, there have been reported challenges in terms of distinguishing between the different roles and responsibilities of the EC entities and different instruments. As stated above, with all of the BE support for Syrian refugees now being channelled through the Facility, the situation should be clearer. In Lebanon, there has been a strong cooperation between DG ECHO and the EUD. DG ECHO has been focusing mainly on unregistered refugees and informal settlements with a combination of education and child protection activities. Two NGOs are receiving funding from both DG ECHO and EUTF for similar activities but targeting different regions. In Jordan, the focus has been on unregistered refugee children. However, despite the stronger interest in coordinating with the EUD, DG ECHO has reported an insufficient capacity to do so.

### **Enhanced coherence with sector-wide BE support programmes – increasing planning and funding through ENI, DCI, EIDHR and other EU instruments**

In Jordan and Lebanon, there has been prior EU support to certain BE areas (mainly information collection). Through EUTF, support to BE has been strengthened, including a wider system support approach, which is contributing to both, increased access to quality basic education for host community children (as well as refugees) and the resilience of the countries to cope with the influx of refugees. Thus, many of the barriers and vulnerabilities identified that have been prevalent for a large number of host community children prior to the Syrian crisis and especially those living in poorer or disadvantaged areas, are also being addressed through EUTF. As EUTF support is transitioning from a crisis response to a development approach, and with uncertainties with regards to continued EUTF support, increased planning and funding through other instruments (ENI, DCI, EIDHR), in coordination with other donor support for BE, should be further explored, so that the positive results so far, and especially concerning the support to the broader national education systems, can yield the impact expected.

Furthermore, and as stated above, the partnership between local civil society organisations has been crucial in ensuring a grassroots approach and acceptance by the communities. This concerns NFE, IFE, remedial / homework support but also rehabilitation of schools and referral systems. EUTF is not adapted to providing small-scale grants to local organisations. A number of CBOs interviewed stated that, without the backing of a larger INGO, they would not be able to access EU funding. In addition,

even INGOs are having encountering problems to continue their activities, with no additional funding being provided outside EUTF. Thus, for example, the BTF project in Jordan, whilst yielding positive results (albeit different) in Jordan and Lebanon, has been discontinued in Jordan while in Lebanon it has been included for further funding from EUTF. The EUD in Jordan has stated that the AVSI project is not large enough to be awarded a separate AD. Similarly, the TdH Lausanne support to CBOs (through the AFD project) will not be continued and the local partner organisations are worried for the Syrian and vulnerable host community children which they are serving. Coordination needs to be ensured with instruments that are able to provide small-scale grants to local organisations, such as the EIDHR. There is no evidence of such links being made today.

### **Building bridges between Basic Education and Higher Education**

The linkages between different levels of education – Basic Education, Secondary Education and Higher Education – are insufficiently explored as part of EUTF projects. This is a missed opportunity for bringing together different education stakeholders, capitalizing on complementary EUTF interventions and ensuring sustainability of some of the implemented activities.

#### **Case study**

#### **T04.15, Jordan | GIZ, Qudra**

As part of its Strategic Objective 1 – Education Infrastructure, Qudra team in Jordan decided to strengthen their intervention in selected schools beyond mere construction and/or rehabilitation measures. After scoping the HE scene in Jordan, GIZ made a proposal to engage university students in providing extra-curricular activities, i.e. remedial classes, to children enrolled in schools supported by Qudra. The idea was based on the fact that the university students are required to do community service as part of their curriculum and often struggle to find adequate opportunities. Three universities were approached to facilitate the cooperation: the Middle East University, the German Jordanian University and Zarqa University. An effort was made so that the students were paired with schools located in the communities the students originated from. According to the principal of Alarqam bin Alarqam School in Sahab-Amman, one of the schools which benefitted from the initiative, this strengthened the link with the volunteers and encouraged them to give back to their local communities. In result of the remedial classes, a significant improvement in children’s performance was reported. The activity was highly valued by the children, school staff and volunteers alike. After a pilot phase, GIZ officially approached the Ministry of Education, in expectation of scaling up the initiative. Unfortunately, it was halted for bureaucratic reasons. If successful, it would have established a crucial and durable link between local schools and HE institutions, in a long-term providing for a sustainable cooperation and supply of volunteers to implement remedial classes for underperforming students, without a need for external funding. To further strengthen linkages between different EUTF portfolios, community service in the form described above could be included as a requirement for the beneficiaries of the HE EUTF scholarships in all countries of intervention. As part of Qudra 2, GIZ is discussing with the MoE about the possibility to continue with its initiative.

### 4.2.5. Sustainability

*In this section, the extent to which EUTF BE actions provide sustainable results is analysed (EQ 7), taking into account whether coordination mechanisms are contributing to sustainability and the factors limiting sustainability, and whether strategies have been identified for continuing or handing over activities after project completion.*

The evaluators found that, in some instances, internal and external coordination mechanisms have contributed to maximising the sustainability of BE interventions. The transition between a crisis to a development approach has also increased the sustainability of EUTF initiatives, with enhanced support to the national education systems of the host countries and support to government-led programmes. Such an approach provides for enhanced quality basic education for all children and increased resilience in case of crisis. In all target countries, steps have been taken to reinforce dialogue with the authorities and the relevant ministries to ensure that EUTF interventions are integrated and in line with national plans, especially in view of transitioning from a crisis response to a development approach.

In a context which is now overwhelmingly accepted as protracted, with limited perspectives in terms of a return to Syria (perhaps even if and when conditions for return have improved), there is an urgent need to address sustainability issues through multiple scenario planning and, as has been mentioned above, to ensure that the motivation of parents to send their children to school and of children to stay in school, are not eroded due to the many factors that have been described above. When looking at sustainability, two non-mutually exclusive broad scenarios are taken into account. Firstly, and the most likely scenario in the short and medium run, is the continued massive presence of Syrian refugees in the host countries. The second scenario is a return to Syria.

#### **Scenario 1: continued presence in host countries – most likely scenario in the short and medium term**

In Turkey, all BE projects have been integrated within the Facility and the needs related to the Syrian crisis are covered by the second tranche of the Facility. Such a strategy contributes to ensuring the coherence of BE projects, and provides for an essential element of sustainability (increased responsibility, coordination and implementation by the MoNE). Concomitantly, the decision of the Turkish authorities to integrate refugee children from Syria into the Turkish public education system and scrap the TECs also favours a more sustainable pathway in terms of education, higher education and/or employment opportunities. In a similar way, the push from the EUD and the GoJ to channel funds through budget support contributes to sustaining the much-needed support to increase access to the formal school system for Syrian refugee in the camps. However, for the moment, the GoJ is not addressing the issue of the future of the camps. In Lebanon, all EU basic education is being carried out in close coordination with MEHE, notably within the framework of RACE II. In Jordan and Lebanon, EUTF

support is also addressing the national education systems and therefore providing for longer-term impact on access to quality basic education.

### Essential support from NGOs and CBOs

One element that should be taken into account, especially considering some of the recent declarations and policies in the different target countries (refer to country reports) and evidence pointing to increased tensions between host communities and Syrian refugees, is the work undertaken by UN agencies, INGOs, and national and local CBOs in terms non-formal and informal education, social cohesion and child protection. Across all countries, there is a need to deliver more and better in these areas. For Turkey, it is uncertain how this will be addressed without grant support for INGOs and UN agencies – especially UNICEF – with particular expertise and knowledge in these areas; and without the involvement of national and local civil society organisations with close links to the relevant constituencies. Lebanon has already included interventions in these areas in its upcoming programming. For Jordan, the question remains on how to continue funding NGOs. According to EUD representatives, contracting modalities seem to hinder the continuation of activities in these areas.

The problem of sustainability is exacerbated by the fact that hand-over and/or exit strategies have insufficiently been integrated in the EUTF BE projects. The only exception has been with UNICEF in Jordan, where the EUD has recently discussed the possibility of an extension of funding on the condition that a clear exit strategy be submitted.

#### Case study

#### T04.78, Jordan | UNICEF – Exit strategy

UNICEF’s exit strategy for the Makani programme was grounded in the localisation agenda and the need to build stronger relationships with local civil society and government as key actors in ensuring sustainability of the action. This has translated into “nationalisation” of Makani partners and phasing out partnerships with all INGOs. Among other, it was motivated by the cost-efficiency whereby local NGOs and CBOs have lower staff costs than the international organisations and, typically, do not generate rental costs since they usually own the buildings they operate in. Additionally, UNICEF requested all implementing partners to contribute to operational costs of the Makani centres (e.g., Jordan River Foundation covers 13% of the operational budget). Other measures aimed at long-term sustainability are also introduced, such as construction of solar panels to generate electricity or introduction of income-generating projects. UNICEF also undertakes efforts to strengthen the ownership of the Makani programme by its partners, e.g., by engaging them in reviewing curricula and operational procedures.

However, in most other cases, projects implemented by different consortia involving CBOs, the continuation of the activities without EU support seems unlikely, despite the needs and proven achievements. During the interviews with local NGO and CBO partners on the ground, a number of them (e.g., Al-Raghad Association, Jordan, T04.50; Al Moasat Association, Lebanon, T04.78) stated that they were very concerned about the lack of information concerning whether or not funding would continue and that they still required either funding or capacity strengthening, or both, to be able to

continue to provide the much needed support to Syrian refugees and local host communities. They further stated that without such continued support, the work carried out so far would be seriously eroded, impacting negatively on both access to and quality of education. This was a grave concern for the TdH Lausanne team and their local CBO partners (T04.50). Whilst EUTF is not the only option which can provide support to continue these activities, insufficient information is being provided on alternative EU (or other) instruments which could allow for a continuation of the work started with EUTF funding. Coordination internally within the EUDs seems to have been lacking to ensure such bridges amongst different funding instruments (ENI, EIDHR, for example).

Current EUTF projects have been designed and implemented within a political framework whereby the EU is expected to “share the burden” of the Syrian crisis. There is a clear need to continue to support host countries in providing access to BE to Syrian refugee children, both politically and indeed to share a burden that is overwhelming for all of the target countries. However, EUTF BE support is also addressing broader systemic issues. This now needs to be integrated within BE projects at large as many of the issues concerning quality of education and child protection impact also host community children.

### **Scenario 2: longer-term perspectives and possible return to Syria**

All of the parents interviewed stated that, for the moment, a return to Syria was not envisaged due to insecurity. Nevertheless, in Jordan, some parents stated they were looking at higher education options in Syria for some of their children due to the lack of opportunities for employment and higher education in the host country, even within a context of high insecurity.

As has been mentioned in the Relevance section above, a number of factors may, on the long run, dissuade parents from sending their children to school and erode the motivation of students to stay in school, however much they value education. Indeed, the high prevalence of corporal punishment in schools, the quality of the education being provided, poverty (and its impact on child labour and early marriage), the lack of a clear education pathways and opportunities, including bridges into the labour market, all contribute to a growing sentiment of disillusion with regards to the value of education. If these issues are not addressed in parallel to creating more spaces in schools, it is more than likely that there will be an increase in negative coping mechanisms in the longer run.

Finally, the return scenario, albeit standing at a more distant future, needs to be considered, in particular:

- For Jordan and Turkey, the compatibility between education systems<sup>41</sup> (for example whether the 10<sup>th</sup> grade NFE certificate in Jordan could be considered as a valid certification in Syria, so that, should there be a return, children can smoothly re-integrate the Syrian education system);
- the different options that will be available to Syrians upon return throughout their education pathway (TVET, higher education, etc.);
- for children in Turkey who have integrated the Turkish system, how to ensure that their proficiency in Arabic will still be sufficient to re-integrate the Syrian education system; and
- for Syrian teachers, how to support their profession by recruiting them as teachers or volunteer counsellors in order to ensure continuity of their professional experience and their swift reintegration with the Syrian education system; it is of a special importance in Turkey where the education system is significantly different from the one in Syria, thus building a capacity which would enable transition – for children and teachers alike – between the systems is a necessity.

#### 4.2.6. EU Added Value and Visibility

*The evaluation measured whether implementing partners have been able to obtain additional funding for BE activities and whether their visibility and communication initiatives have had an impact in terms of funding for basic education for Syrian refugees in the target countries. It also looked at whether there has been a greater awareness, willingness and replication of know-how to integrate child protection minimum standards more broadly in schools and NFE centres. Finally, the team analysed the impact of advocacy initiatives undertaken by implementing partners and whether initiatives have contributed changing national education policies to take into account the particular vulnerabilities of Syrian refugee children in terms of access to basic education (EQ9).*

All stakeholders interviewed agreed that the EU has had a high impact in raising awareness and advocating for strengthened support for Syrian refugees in the region overall (i.e. not limited to the education sector), in particular through the regional advocacy and awareness raising activities (regional conferences). However, there is no evidence that implementing partners were able to raise additional funds for BE activities and, at the regional level and overall, less than 50% of the pledges made during the Brussels conference have been met (2018 data). In Jordan, only TdH Italy (T04.22) mentioned that EUTF support had helped them secure further funding and Qudra's (T04.15) achievements were used by GoJ to meet the indicator (improved physical environment) under the 200 million USD loan from the World Bank. No further declared or actual impact of EUTF funding on fundraising efforts in the area of BE was identified by IPs in all four countries of intervention.

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<sup>41</sup> In Lebanon, this process is facilitated as a bilateral agreement between the two countries before the war.

An added value of the EUTF BE projects is the support that is being provided to increase access to quality BE and to strengthening national education systems. In both cases, Syrian refugee and vulnerable host community children are targeted. Communication and advocacy should be strengthened to highlight the fact that EUTF is contributing to a resilience approach with short-term and long-term benefits for Syrian refugees and local communities.

### **Child protection in BE – an EU Added Value?**

In terms of protection, the CBO partners all mentioned that their capacities have effectively been strengthened in some protection areas such as provision of psychosocial support and social cohesion. The work of UNICEF has been particularly valued in both Turkey and Jordan, where local NGO and CBO partners have been able to benefit from the agency's strong expertise in the areas of quality education and child protection. However, there is no evidence that this added value has benefitted the relevant ministries nor that it has provided for an impetus for strengthening child protection in public schools overall. According to the ROM report (15/10/2018), the added value of UNICEF activities on the capacity of the Ministry of Family, Labour and Social Services in Turkey is not clear due to the lack of involvement of the MoFLSS in child protection activities. As has been mentioned above, the MoE in Jordan has focused more on numbers than on child protection in schools, despite the high and worrying prevalence of violence in schools. In all countries, child protection policies have been established but enforcement remains an issue and there is no evidence that EUTF BE activities are addressing this.

This contrasts with the NFE and IFE support, where the centres run by CBOs and NGOs adhere to and enforce child protection policies and provide for safe spaces for children. All of the children participating in the FGDs benefitting from NFE and IFE support in all countries stated that they felt safe and supported, and that the activities were fun and helped them learn better. Many stated that they preferred the NFE environments to their schools. Evidence suggests that if and when there are links between the schools and CBOs (either through referral systems or with CBOs directly undertaking initiatives in schools), that is, when there is a close collaboration between CBOs and schools, child protection seems to be strengthened. Interviews with head teachers and CBO representatives nevertheless showed that such collaboration is not always easy due mainly to uneven procedures that need to be followed. In Jordan for example, the process for referrals required head teachers to contact the provincial directorate for permission while other schools were able to engage directly with NFE centres.

### **Unexplored potential to support strengthening the national education systems**

There is an unexplored potential for the EUTF projects to engage in advocating for changes in national education policies, to benefit both the local communities and the Syrian refugee children in their access

to basic education. At the stage of transitioning from crisis response to more development approach, this could be prioritised by the EU through other instruments and mainstreamed throughout different interventions.

Overall, most of the EUTF BE implementing partners are not engaging in advocacy activities per se and stated that this was not their focus. Nevertheless, there are some noteworthy exceptions, including GIZ in Jordan (see section 4.2.2. above), AVSI in both Lebanon and Jordan, and UNICEF in Lebanon. Other than the areas already explored by Qudra, an example of advocacy work for future EUTF projects could be an effective elimination of corporal punishment from the schools or setting up a regional system of certification and recognition of learning achievement.

### **Operational benefits of EUTF funding**

Implementing partners interviewed throughout this evaluation were unified in recognising the benefit of receiving multi-annual funding in a crisis setting, as provided by EUTF, allowing them to have a longer perspective for projects' implementation and thus a stronger impact. Several stakeholders also identified that the long-term funding was conducive of building stronger consortia and strengthening relations with local communities. Additionally, KfW (T04.25) pointed out the benefits of EU visibility to social cohesion in Turkey where raising awareness and visibility in the host communities gives a chance to show that support is not only for Syrians but also for Turkish children. In Jordan, EUTF support directly translated into VAT exemption for all implementing partners (negotiated between EUD and GoJ).

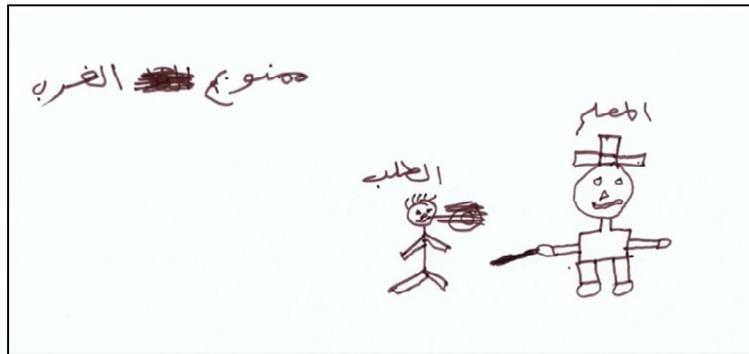
#### 4.2.7. Gender, Protection and Special Needs

*The evaluation looked at whether there has been an increase and/or strengthening of child protective behaviour and attitudes through, for example, codes of conducts, the prohibition of physical punishment, the promotion of inclusiveness and non-violent communication, the establishment of complaints mechanisms and referral systems, amongst others. In the same way, when evaluating project focus on infrastructure, the extent to which implementing partners have addressed and promoted child safe environments, including taking into account specific gender issues and the needs of children with physical or sensory disabilities were analysed (EQ10 & 11).*

There is a gap in the support provided by the EUTF BE implementing partners in the area of child protection in schools. As mentioned above, whilst this is not a problem and is ensured in NFE and IFE centres, inside schools and especially schools for boys, the problem remains overwhelming for both Syrian and host community children. EUTF guidelines (and funding channelled through other instruments) should ensure that child protection elements are embedded in BE activities, including in the support to the relevant ministries and schools to enable them to cope with the increase in the numbers of students enrolled and a system that is over capacity.

Lebanon, Iraq and Jordan have not signed the 1951 Refugee Convention and Turkey has issued reservations about the country of origin which means that none of the four countries grants refugee status to Syrian refugees. The level of protection afforded to Syrian refugees is therefore not grounded in international refugee law but granted to them according to international human rights conventions and national policies, the latter which are prone to change according to internal and external drivers, including the internal political and economic contexts of these countries and the extent to which the international community, including the EU, shares the burden. The current situation in Turkey (October 2019) and the recent change in policy in Jordan with regards to documentation requirements for Syrian refugee children to enrol in schools (until the 2019-20 academic year, this had been waived but the decree was not renewed) indicate the fragility of protection measures afforded to Syrian refugees in general and to Syrian refugee children in particular. Having said this, all of the countries have signed and ratified the UN Convention on the Rights of the Child (CRC) and have taken important steps to translate the CRC into national legislation and practice.

## Violence in schools



**Fig. 5** – Drawing by a Jordanian child out-of-school: What does school mean to you? Image shows a teacher beating a student. The title states “It is forbidden to beat”.

Quality education necessarily includes ensuring that children are free from violence, neglect and abuse. Children are entitled to go to school without fear of violence and intimidation from the adults entrusted with educating them. Violence at school not only does physical and mental harm but also harms children’s right to education.

As mentioned above, the evaluators found that if and when the issue of violence against children is addressed by EUTF BE implementing partners, they tend to focus on helping children cope with violence through psychosocial support for example, but rarely at a more systemic level such as providing teachers who are facing additional burdens due to the increased number of students in classes with training on, *inter alia*, alternatives to corporal punishment or measures to ensure that the relevant laws and regulations banning corporal punishment in schools are upheld. Codes of conducts and/or rules and regulations in the schools visited during the evaluation were either not existent, did not include specific information on corporal punishment and were not displayed for the children. While all of the head teachers and teachers interviewed were aware of the banning of corporal punishment, and while all stated that codes of conducts and school regulations explicitly mentioned the banning of corporal punishment, the large majority of the children who participated in the FGDs and the parents stated that this was a regular practice. The children also stated that they avoided or dropped out of school, or their parents pulled them out of school due to the pain, fear, humiliation, and risk of further harm from corporal punishment. Secondary data confirms that corporal punishment, or the fear of it, is highly prevalent in schools in all of the countries targeted, for Syrian and host community children alike.

“In 2014, the Ministry of Education’s national education plan cited a UNICEF assessment of 27 public and private schools that found more than 70 percent of students had been subjected to violence by teachers and warned that teachers who were “struggling to cope” with vastly increased numbers of Syrian students were likely to resort to corporal punishment. In one case that Human Rights Watch documented in early 2018, violence and humiliating treatment by school staff against Syrian children was so serious that nearly all the Syrian refugees living in one village stopped sending their children to a public school for one week, until the school director came to the community and promised that teachers would stop beating children and would allow them to use the bathrooms. An education specialist described another public school that had closed its afternoon shift for Syrian students because parents stopped sending their children due to violence and humiliating treatment of children by school staff. Another education expert said the scope of the problem was so significant that Syrian parents faced a choice between protecting their child from violence and access to education.”<sup>42</sup>

Corporal punishment in three countries (Jordan, Lebanon, Turkey) is banned by law, albeit to different extents. The table below shows the current status of corporal punishment legislation in all three countries with current prevalence estimates in the public school system. In Iraqi Kurdistan, corporal punishment is reportedly not prohibited by law.

Table 14 – Corporal punishment legal framework and prevalence in target countries

Country	Legal framework	Prevalence (2019 data)
Lebanon <sup>43</sup>	<p>The MEHE has prohibited all forms of corporal punishment of students in public schools since 1974. In 2001, it issued a detailed circular, applicable to both public and private school staff, that bans corporal punishment as well as verbal abuse.</p> <p>Lebanese criminal law has lagged behind the MEHE’s policy of prohibiting corporal punishment in schools. Until 2014, Lebanon’s penal code explicitly exempted teachers from liability for inflicting “culturally accepted” levels of physical pain on children in the name of discipline. Parliament amended the law and removed the exemption a month after a video went viral of a teacher beating boys on the feet with a stick as they pleaded for him to stop. But multiple reports and HRW research indicate that the practice persists due to a lack of enforcement. In addition, the revised law still expressly permits parents to hit their children.</p>	<p>Due to a lack of enforcement, surveys have found that widespread abuse persists. In 2011, a country-wide survey conducted by St. Joseph University, based in Beirut, found that 76% of 1,177 schoolchildren interviewed said they had been subjected to physical violence by teachers or administrators in schools, with the highest rates among younger, socially-vulnerable children in public schools. In some of the cases, school directors responded to complaints of abuse not by disciplining the teachers responsible but by hitting the child again.</p>
Turkey <sup>44</sup>	<p>Corporal punishment has been considered unlawful in schools since 1923 without any explicit prohibition and with some controversy as to its legal status. The State Personnel Law No. 657 provides for punitive measures against teachers who use physical or psychological violence against children.</p>	<p>In April 2008, an investigation by the MoNE into the use of corporal punishment by a school principal reportedly concluded that corporal punishment has an educational value. The investigator reportedly cited an Administrative Supreme Court ruling in 1978 which supported corporal punishment by teachers, but not a 2005 ruling against it. (see if there are more recent statistics)</p>

<sup>42</sup> Human Rights Watch, “I Don’t Want My Child to Be Beaten” *Corporal Punishment in Lebanon’s Schools*, 13 May 2019, available at: [https://www.hrw.org/sites/default/files/report\\_pdf/lebanon0519\\_web2.pdf](https://www.hrw.org/sites/default/files/report_pdf/lebanon0519_web2.pdf) [accessed 4 October 2019].

<sup>43</sup> Ibid.

<sup>44</sup> <http://www.endcorporalpunishment.org/wp-content/uploads/country-reports/Turkey.pdf>

		2013 - in Turkey, 50% to 75% of children are reported to be subjected to different forms of physical punishment in school <sup>45</sup> .
Jordan <sup>46</sup>	<p>Jordan ratified the Convention on the Rights of the Child in 1991.</p> <p>The amendments to the Penal Code have been introduced to ensure that no harm is inflicted on children as a result of punishment at home or school. Article 62 of the same law states permits "Forms of discipline exercised on children by their parents, in a manner that does not cause harm or damage to children, and as sanctioned by general custom".</p>	Although corporal punishment is illegal in schools, alternative care settings and penal institutions, the use of violence in these settings – and in homes – continues to be widely accepted socially and culturally. Nine out of 10 children experience violent discipline (psychological and/or physical).
Iraqi Kurdistan	In Iraqi Kurdistan, the Family Violence Law 2011 law defines domestic violence as "any abusive, coercive, forceful or threatening act or word, on basis of gender, that brings harm physically, sexually and psychologically and negatively affects the rights or freedom of an individual related to the family by marriage, law and kinship" (art. 1, unofficial translation). While this would appear to prohibit only gender-based violence, the following article includes in the list of types of violence "beating family members and children using any excuse" and "humiliation, insult, the use of swear words by parents, treating a member with inferiority, bringing harm, putting psychological pressure on them, violating the rights, and acting duress in marital cohabitation" (art. 2(12) and (13)). It appears that the law is not interpreted as prohibiting all corporal punishment in childrearing (unconfirmed). <sup>47</sup>	No available data.

While child protection is effectively addressed in NFE, IFE and other specialised centres, it remains by and large absent in schools. The BTS project in Lebanon is a striking exception. BTS implementing partners have put the quality of education, inclusiveness and child protection at the core of their work and there is a demonstrated effort from BTS to address these issues. UNICEF also provides for much needed child protection support and has a clear added value in terms of its extensive know-how and presence in the countries where it operates, including at a more systemic level.

Again, for all educational activities undertaken by EUTF partners outside the public school systems, spaces are available for children to openly discuss child protection issues. Parents and children all stated that they were very thankful and happy with the PSS provided and that they were able to discuss openly issues affecting their children, including abuse, neglect and exploitation) with the staff members in the centres. Inside schools, this remains by and large weak, and the majority of children and parents participating in the evaluation stated that such spaces were not available. Schools for boys tend to be a lot more affected with weaker PSS and support. In one case in Jordan, a boy stated that after he had

<sup>45</sup> <http://www.ijonte.org/FileUpload/ks63207/File/17.lozano.pdf>

<sup>46</sup> <http://jordantimes.com/news/local/experts-call-revising-child-protection-legislation-alternatives-corporal-punishment>

<sup>47</sup> Global Initiative to End all Corporal Punishment for Children, *Country Report for Iraq*, July 2017, available at: <https://endcorporalpunishment.org/reports-on-every-state-and-territory/iraq/> [accessed 4 October 2019].

been beaten by his teacher, he had gone to see the social worker who had also beat him and had told him to return to class.

While EUTF cannot be a comprehensive response to policy changes and implementation of child protection policies in the public school system, it should ensure that such issues are addressed as a horizontal theme throughout the BE actions it supports and that complementary actions, through other instruments, provides the needed support to governments and ministries of education in this area. A case in point is the BTF project in Jordan, which had initially included child protection elements. Following the request of the EUD, protection elements were excluded from the project, only to be reintegrated later.

Rehabilitation activities, while focusing on basic issues such as working sanitary, leaking roofs, etc. have made efforts to ensure a safe environment for children, including, in some instances, access for disabled children. In all schools visited, safety measures were taken into account and, where possible, improved, including access to safe drinking water, and appropriate fences and/or security measures (for example CCTV or guards) to ensure that no unauthorised persons access the premises. In both Lebanon and Turkey, rehabilitated or newly constructed schools ensured adequate temperatures in the classrooms all year long. In Jordan, this was uneven. Several of the schools visited in both Jordan and Lebanon did not have an adequate amount of functioning toilets. In Zaatari camp, electricity was not yet available in the schools visited and the parents, children and teachers complained of the heat. This was confirmed during the school visits and classroom observation. However, the number of schools visited for the evaluation is too small a sample to make generalisations. To be able to make a comprehensive assessment of all EUTF rehabilitated and newly constructed schools, a common evaluation framework should be used and indicators measured against minimum standards. The questionnaires used for the school visits could be used as a framework.

Travel to and from schools remains an issue in most countries, due to its cost (when not covered by the programmes) and to the unavailability of viable public transport systems, especially in Lebanon and Jordan. It is addressed by a majority of the EUTF BE implementing partners. As stated above, the Qudra project in Jordan has been developing a model which could provide for a more sustainable approach to transportation, but this has as yet to be established. In most cases, unless transport is covered, this will remain one of the barriers to accessing formal education.

### Gender

Although logframes include gender disaggregation and targets, meaningful indicators to track gender and age sensitive actions and financial allocations have not been systematically integrated. Thus, while

numbers show that sex differentiated targets in terms of numbers have been reached (and in some cases exceeded), there is a need to strengthen qualitative indicators to measure the differences in outcomes and impact in terms of quality education for boys and girls (beyond enrolment and access). Indeed, the FGDs with children and interviews with teachers and implementing partners revealed differences, sometimes substantial, regarding the quality of education for boys on the one hand, and girls on the other.

During the FGDs, girls tended to be a lot more positive with regards to the quality of their education whilst for boys, regular occurrences of beatings from teachers, either collectively or individually, was stated as a major negative impact affecting their learning experience. All boys participating in the FGDs in Jordan, be they Jordanian or from Syria, reported that they had been victims of verbal and physical violence in school.

Quality of education is also affected by the school environment. Here again, there are substantial differences in the standards of the infrastructures between boy schools and girl schools in Jordan. Parents, teachers, authorities, and implementing partners all stated that schools for boys tended to be a lot more run down than schools for girls and that rehabilitated boy schools degraded at a much faster rate than rehabilitated girl schools. Some implementing partners stated that some of the schools for boys showed serious signs of degradation less than one year after having been rehabilitated and that, without community engagement activities to ensure ownership by the community at large of the school space, serious questions arise with regards to whether the investments made to rehabilitate schools are worthwhile.

Safety on the way to and from schools remains an issue, especially for girls. In Lebanon and Jordan, the challenge is compounded by the fact that there is no functional public transportation system. While in some cases, buses were rented to shuttle the children to and from schools, this has been replaced by cash assistance due to, inter alia, vehicle safety regulations and concomitant issues with regards to legal responsibility. Qudra in Jordan is addressing this issue within a broader perspective, which may provide for replicable elements in Lebanon.

Finally, as mentioned repeatedly throughout by all stakeholders interviewed, including parents and EUTF implementing partners, early marriage for girls and child labour, mostly for boys, are major reasons for not attending schools and/or dropping out. While this is widely acknowledged, even in secondary sources, initiatives to target these two issues by EUTF BE implementing partners are insufficient. Coordination with other EUTF, EU and non-EU programmes (livelihoods for example), could provide for more adequate responses, ensuring that families have a sufficient income and children are

not burdened with having to provide income for their families. In Lebanon, there has been a very positive increasing tendency by partners to put in place more integrated approaches, linking education with child protection, livelihoods and social assistance.

In view of the above, more in-depth analyses should be undertaken with regards to gender-specific vulnerabilities and addressed more systematically by EUTF implementing partners, beyond ensuring gender parity in the number of beneficiaries benefiting from support.

### Disability

With the notable exception of a small component in the BTF project, disability is not addressed adequately by EUTF BE implementing partners. A number of parents interviewed stated that if their children had a disability, either mental or physical, they would not send them to school or the NFE centres. One mother stated that she had two disabled children, a husband who had been forcibly deported back to Syria and no income opportunities as she had to stay at home to take care of her disabled children. Her fifteen-year-old son was the only one able to work. He did not know how to read or write and was working in a butcher's shop more than 15 hours a day to make sure his family could afford to buy food. She stated that she valued education, but that it was not possible for her to send her children to school. She recommended that income generating activities be organised by centres where she could take her disabled children. Such stories are not uncommon and point to the distress of families who are not able to seek proper health care when they have children with disabilities (or indeed when they are disabled themselves).

Two studies have been published in July 2018<sup>48</sup>, one for Jordan and one for Lebanon, analysing the extent and impact of disability on Syrian refugees. Both assessments are very clear on the consequences of not providing for specific support for children with disabilities. These include (numbers have been included only for Jordan, for the conclusions for Lebanon, please refer to the report):

- Syrian refugees with disabilities are more likely to have never been enrolled in school and to be illiterate than persons without disabilities. In Jordan, 19.0% of Syrian refugees with disabilities never enrolled in school and cannot read or write, compared to 6.7% among peers without disabilities.
- Across all age groups, persons with disabilities have higher non-enrolment/illiteracy rates than those without disabilities.

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<sup>48</sup> Australian Aid, *Humanity & Inclusion, IMMAP, Removing Barriers: the Path Towards Inclusive Access – Disability Assessment Among Syrian Refugees in Jordan and Lebanon, Jordan report, July 2018*; Australian Aid, *Humanity & Inclusion, IMMAP, Removing Barriers: the Path Towards Inclusive Access – Disability Assessment Among Syrian Refugees in Jordan and Lebanon, Lebanon report, July 2018*.

- The gender gap is striking. Non-enrolment/illiteracy rates among females without disabilities are more than double that of their male peers (66.9% compared to 33.1%). When it comes to females and males with disabilities, the rate for females with disabilities is nearly three times higher than that of males with disabilities (74.2% compared to 25.8%).
- In spite of the improved learning opportunities for the younger generation, boys, especially with disabilities, were most at risk of exclusion.
- Children in schools enjoy different aspects of school activities, but children with disabilities report overall lower rates of enjoyment than children without disabilities. The largest gap is around learning new skills. This poses a question about teachers' capacity to identify children's specific learning needs, some of which could be related to their disabilities, as well as to provide appropriate personalized educational support using tailored learning materials within the mainstream school settings. The interviews with education actors revealed the challenges related to the lack of teachers' capacity and educational materials.
- Barriers for children attending school: for children with disabilities in schools, barriers include overcrowded classrooms (25.4% overall, and most cited in Zaatari), distance to school (20.1% overall, particularly concerned in Irbid) and safety (10.1%). Children without disabilities attending schools faced the same issues: distance to school (21.1% again mostly experienced by children in Irbid), safety (11.4%) and overcrowded classrooms (11.2%). The surveyed caregivers in Zaatari were especially overwhelmed with safety fears due to cars and trucks on the way to schools. Physical and verbal abuse by teachers were mentioned in all locations and reported by children who joined FGDs in Zaatari and Azraq camps.
- Barriers for out of school children: caregivers of out-of-school children with disabilities cited functional difficulties and psychological distress (20.8% each) and refused entry (12.5%) as the barriers, while for children without disabilities who are not attending school, refused entry (14.3%), financial constraints (13.0%) and overcrowded classrooms (9.1%) were reported. KIIs and FGDs also confirmed that some children, regardless of disability, faced refusal to access education.

### **4.3. Findings (F) and Conclusions (C)**

#### **Relevance**

1. F: The EUTF BE projects have led to an important increase in the enrolment of Syrian and host community children in BE. The criteria of increased opportunities to access basic education is largely met.

**C: EUTF support for BE remains highly relevant.**

2. F: Several barriers to Syrian children's access to BE could not be addressed within the current EUTF BE portfolio either because they are outside the BE scope (e.g. poverty) or because the EUTF BE projects are limited in terms of funding or coverage (e.g. language barriers, child protection, ALP to school exam in Lebanon).

**C: EUTF BE projects have to deal with a number of external factors that are limiting their response to some of the identified barriers.**

**C: With the exception of the BTF project, no other EUTF BE project has sufficiently taken into account children with disabilities or developed activities to address their specific needs.**

#### **Effectiveness**

3. F: Most EUTF BE projects have reached and in many cases exceeded targeted outputs.

**C: EUTF BE implementing partners have integrated relevant and measurable outputs into their project designs.**

4. F: Half of the EUTF BE projects have not defined outcome level indicators and objectives directly linked to BE, especially in the case of multi-sectoral projects.

**C: Outcomes linked to BE are not sufficiently developed, especially in the case of multi-sectoral projects, and the achievement of BE objectives is difficult to measure and to compare across projects.**

5. F: There is an insufficient attention on the quality of the education provided within the formal education system.

**C: In formal education and with few exceptions, current EUTF projects do not impact of the quality of education per se as the focus has been mainly on enrolment.**

**C: The quality of BE received by children supported by EUTF is similar to that of children not benefitting from it, with the notable exception of the BTF supported schools.**

6. F: Important child protection concerns were voiced by most parents and children during the evaluation, particularly in terms of violence in schools.

**C: Certain important child protection concerns (specifically violence in schools) have not been sufficiently addressed by EUTF BE implementing partners.**

7. F: In NFE, the quality of BE provided by EUTF implementing partners is high, integrating child protection standards in most cases. The responses from all parents and children interviewed were extremely positive.

**C: NFE activities were well designed and respond to the needs of the beneficiaries.**

8. F: The role of CBOS and local NGOs has been highly effective and all parents and children responded very positively with regards to the services being provided by the local partners.

**C: Partnerships with local organisations have been effective yielding very positive results.**

## Efficiency

9. F: All implementing partners have been able to deliver planned outputs within established budgets.

**C: Budget have been well established.**

10. F: The cost of enrolling a Syrian child in school is established through discussions between host countries and donors.

**C: Improving efficiency in terms of enrolment costs requires continuing the discussions with governments and the donor community.**

11. F: For school construction and rehabilitation, EUTF implementing partners often rely on the same contractors as those who work for National Education authorities and follow the same tender procedures.

**C: School construction and rehabilitation costs are adequate and in line with national standards.**

12. F: For NFE / IFE activities, comparison across projects is not possible due to the fact that the nature of the services provided is different from one implementing partner to the next. Cost efficiency measures have been put in place by some implementing partners (for example, reducing costs by not providing lunch or snacks), but in general this acts as a deterrent to participation and families will look for alternatives.

**C: EUTF implementing partners are balancing the costs efficiently, taking into account the needs of the children and families and the budgets allocated.**

## Sustainability

13. F: Projects providing institutional support and/or broader strategic and systemic support, notably UNICEF, but also BTF in Lebanon and Qudra in Jordan, provide for more sustainable responses.

**C: EUTF BE projects addressing system support and policy change for broader BE issues are contributing to building more resilient education systems and provide an opportunity for long-term changes that will have a positive impact on the national education systems and access to quality education for all children.**

14. F: In general, school construction and rehabilitation are of quality, but rapid degradation of schools for boys in Jordan is a problem.

15. F: When communities and children have been involved and have participated in the rehabilitation of their schools, retention and school performance, and the overall well-being of children has improved.

**C: Specific problems regarding the degradation of schools for boys in Jordan were not adequately taken into account.**

**C: Community ownership and involvement in the school and developing the children's sense of pride with regards to their schools contributes to the sustainability of the school infrastructure.**

### Coherence and complementarity

16. F: There is no case of duplication between EUTF projects and other projects funded by the EU or other donors. However, in many cases, complementarity between the different EU instruments is a product of ad hoc coordination, and not the results of a comprehensive EU approach to BE. Even if such ad hoc coordination has proven, in some cases, efficient, a more systematic approach would enable the EU and implementing partners to have a better understanding and visibility with regards to the coherence and complementarity of their interventions within a broader BE framework.

**C: Coordination mechanisms have not been systematically planned and carried out.**

17. F: A number of EUTF projects have often been instrumental in several coordination mechanisms led by host countries.

**C: Coordination mechanisms have been well designed by a number of implementing partners.**

18. F: The implications of some of the EUTF BE initiatives on the broader BE systems of the target countries may be having an adverse effect politically as well as at a more local level in terms of social cohesion.

**C: Coherence and complementarity between EUTF and other EU instruments supporting BE should be communicated in such a way as to ensure social cohesion and perspectives of the local communities, highlighting the support being provided to both, Syrian refugee and host community children.**

19. F: Most projects have established strong partnerships with local organisations. These are proving very effective in the services they are providing to the local community, but there is no evidence that this is a possibility under EUTF.

**C: Coherence with other EU instruments to provide support to small-scale local civil society organisations to continue much needed activities at grassroots level is not sufficiently explored.**

### EU Added Value

20. F: EU visibility requirements are met by most partners and the EU itself communicates widely on EUTF projects.

**C: Projects have been successful in meeting EU visibility guidelines.**

21. F: No EU added value was found in terms of child protection and inclusive BE, all of which were reported to be below expectations.

**C: While a number of EUTF BE implementing partners are addressing child protection issues, more time is required for the projects to yield the expected outcomes and impact.**

22. F: The focus on system-strengthening and integration of both, Syrian refugee and host community children as target beneficiaries in EUTF BE interventions enables the host countries to address a wide range of BE issues not exclusively centred on the Syrian crisis by addressing vulnerabilities of both, Lebanese and non-Lebanese children.

**C: The variety of support provided through EUTF BE interventions is an added value.**

### Child protection and gender

23. F: There has been a tendency to provide blanket solutions.

**C: Child protection and inclusive quality BE should be tailor made, locally designed solutions, involving civil society.**

**C: While the current EUTF structure does not allow funding small-scale, local organisations, current consortia involving CBOs are an added value that should be maintained in future EUTF support (or through alternative instruments).**

24. F: Meaningful indicators to track gender and age sensitive actions and financial allocations have not been systematically integrated and gender-specific issues are insufficiently addressed.

**C: EUTF guidelines and EUTF BE implementing partners have not sufficiently integrated gender-specific.**

**C: Qualitative indicators to measure the differences in outcomes and impact in terms of quality education for boys and girls (beyond enrolment and access) are absent.**

## 4.4. *Lessons Learnt and Recommendations*

### Policy level

**Recommendation 1:** Continue to support national education system reform in close coordination with relevant ministries and define ways to transition from EUTF to other instruments, as required (findings 13, 18, 22)

**Summary of main findings backing the recommendation:** EUTF has made important contributions in sector wide reforms of public education in the countries of intervention. For example, EUTF supports RACE in Lebanon, which includes important issues such as quality of education that are not directly related solely to access to BE of Syrian children; and the budget support programme in Jordan. In addition, all EUTF interventions are also catering for vulnerable host community children. With uncertainties with regards to future EUTF funding, the support to strengthening national education systems and transition from EUTF to other instruments should such funding no longer be available, should be analysed and dialogue continued with the relevant ministries in this regard.

#### **Implementation of this recommendation could include:**

- The EU should analyse different funding scenarios and ways of continuing support to BE programmes beyond EUTF.

**Main implementation responsibility for this recommendation:** EUD, EUTF, national governments

**Suggested timeline:** Immediate

**Recommendation 2:** Dialogue should continue with host countries regarding the timeframe and sustainability of EU support to BE for Syrian children and agree on next steps (findings 1, 2, 13, 14)

**Summary of main findings backing the recommendation:** EUTF has a statutory timeframe and cannot plan beyond it. The sustainability of EUTF projects at the technical level is a moot point. The bulk of EUTF funds are channelled to ministries of education to cover cost of BE for Syrian children, provided according to local standards. The technical support provided by EUTF is minimal (BTF, partly Qudra). Even in projects where EUTF provides technical support, this technical support relies very widely on local expertise that will remain available. So EUTF projects are sustainable at the technical level, provided there is funding to maintain them.

The funding sustainability is a different question and a key one. Host governments expect the EU to fund them for the purpose of providing BE to Syrian children. The current EUTF projects are designed and implemented into a political framework where the EU is expected to “share the burden” of Syrian refugees, as long as they are present in the host countries. The capacity and appetite of host

governments to provide the current access to BE education to Syrian children without EU funding is a political and budgetary discussion, not a technical one. Thus, the sustainability question is a political and financial one.

**Implementation of this recommendation could include:**

- A frank political dialogue between the EU, possibly member states and host governments to agree on the timeframe of EU support to BE education of Syrian children and steps towards an exit, if any.
- A process of managing and aligning expectations on both sides regarding the timeframe and scale of EU support to BE of Syrian children.
- An alignment between the outcome of the political dialogue and the technical requirements of EUTF funded projects to ensure consistency between the political timeframe and the technical one. If/when there is a common understanding between host countries and the EU on this issue, technical and programmatic actions can be designed and implemented to provide an exit strategy, within the agreed upon timeframe.

**Main implementation responsibility for this recommendation:** EUD and EU Member States

**Suggested timeline:** Continue with on-going dialogue process.

**Recommendation 3: In Lebanon, the structural bottleneck that is the passing of exams from ALP to school should be urgently addressed (finding 2).**

**Summary of main findings backing the recommendation:** EUTF supports preparatory ECE and BNL courses, which are the NFE stages before ALP. The transition from ALP to formal education is a bottleneck preventing children who completed ALP to actually join schools. The exam is organised by MEHE and does not benefit from EUTF support. According to MEHE, the dates of passing the exam are currently unpredictable, due to funding shortages. This means that NFE efforts such as ALP lead more often than not children into an impasse as there is no foreseeable bridge towards schools, since no date for ALP to school exam is set. Children finish ALP and wait for months for an exam date to be set. This leads to significant attrition.

Implementation of this recommendation could include:

- A partnership between EUTF and other donors to guarantee predictable and reliable funding for ALP to school passing exam
- Securing funding for the exam should allow MEHE to set in advance passing exam dates.

- Setting dates for the exam will allow NFE partners, including those supported by EUTF, to plan accordingly and ensure children finish their ALP courses in time so they prepare and take the ALP to school passing exam and, if they succeed, register in a school without major interruption.

**Main implementation responsibility for this recommendation:** EUTF Lebanon and MEHE in Lebanon

**Suggested timeline:** To be ready for registration in schools for 2020-2021 academic year.

## Strategic level

**Recommendation 4:** EUTF financial support in the field of BE should be at least maintained at the current levels and transition from EUTF to other instruments for continued support to BE defined (findings 1, 2, 7, 8).

**Summary of main findings backing the recommendation:** In all countries, the number of out-of-school children remains worrying, despite significant enrolment progress made thanks to EUTF support. Host countries are unable or unwilling to cope alone with the financial cost of maintaining Syrian children in schools, let alone acting to enrol those who areas still out of school. EUTF financial support is critical to providing basic education to Syrian children. Any wavering in EUTF will lead to dramatic consequences for Syrian children.

**Implementation of this recommendation could include:**

- Develop a transition plan for continued EU support in the area of basic education, taking into account possible different scenarios.

**Main implementation responsibility for this recommendation:** the EU and member states.

**Suggested timeline:** Start of 2020.

**Recommendation 5:** More innovative programmes to integrate children who are more difficult to reach should be encouraged (findings 2, 5, 6, 8, 23, 24)

**Summary of main findings backing the recommendation:** The bulk of the current EUTF programming is based on one size fits all approach (fund a unified fee for all Syrian children in BE, focus only on public schools, one system for transportation costs for all regions, etc.). This approach has yielded the present results. However, it has reached its limit. In order to reach out-of-school children and address salient CP issues, there is a need for a tailored solution to specific needs.

Children with disabilities or children living in female headed households, transportation challenges in this or that part of Lebanon or Jordan cannot be addressed by a blanket, one size fits all programme.

There is clearly a need for EUTF to encourage more innovative approaches to improve access to BE of Syrian children.

**Implementation of this recommendation could include:**

- Review EUTF funding processes in country to allow more innovative thinking and more tailored approaches to BE challenges.
- Explore the possibility for EUTF to channel funds to medium scale and/or pilot and innovative projects tailored according to local or specific needs (such as the transportation scheme devised for Aarsal in Lebanon).
- One possibility is to identify an umbrella organisation that would manage the grants for these medium scale projects innovative projects.
- Encourage innovative approaches by NGOs to address protection challenges such as GIZ approach to solving transportation issues in Jordan.
- EUTF could issue a call for interest specifically aimed at piloting innovative solutions, including IT ones, to the present challenges of BE.

**Main implementation responsibility for this recommendation:** EUTF

**Suggested timeline:** Immediate

## Operational level

**Recommendation 6: Strengthen support to access to formal BE to children with disabilities (findings 2, 23).**

**Summary of main findings backing the recommendation:** With the remarkable exception of BTF project in Northern Lebanon, children with disabilities, whether physical or mental, are not addressed by EUTF BE projects. While access to BE education of children with disabilities in the target countries is a challenge for all children, it is even more of a challenge to Syrian children as they lack the support network host communities could have. In addition, there is higher proportion of children with disabilities amongst Syrian children due to war injuries, both mental and physical, and a higher proportion of consanguineous marriage within Syrian refugee population.

**Implementation of this recommendation could include:**

- Work with BTF partners to extend their Tripoli approach (North Lebanon) that is very inclusive of children with disabilities, to other projects.
- Fund projects specifically aimed at facilitating the enrolment of children with disabilities.

- Support civil society groups that would extend counselling and support to children with disabilities who require special education.
- Engage in dialogue with national and local authorities to provide families of Syrian children with disabilities the same support extended to children with similar disabilities from the host communities, including access to mental and physical health services that are indispensable to their effective access to basic education.

**Main implementation responsibility for this recommendation:** EUTF

**Suggested timeline:** As soon as possible.

**Recommendation 7: Child protection elements and gender-specific activities should be strengthened throughout EUTF BE projects and especially through locally designed interventions (findings 2, 6, 21, 23, 24).**

**Summary of main findings backing the recommendation:** EUTF documents focus on Child Protection and inclusive BE. However, observation in the field and received testimonies show that the results in CP and inclusive BE are below expectations. Child Protection and inclusive BE requires tailor made and locally designed solutions, with an important role for civil society organisations. BTF, Questcope and ASAM are good examples of projects designed to allow positive Child Protection impact. Other EUTF projects are more of one size fits all approach that does not allow to respond to CP needs.

In terms of formal education, violence in school and on the way to school or fear of it, is a predominant barrier to access of Syrian children to schools, especially in Lebanon and Jordan. It affects access, attendance, performance and drop-outs for Syrian children and to a lesser extent, host community children. In Lebanon, Jordan and Turkey, violence and bullying in and out of school were also mentioned by children and parents as one of the main reasons for not sending their children to school. The prior support provided by UNICEF in Lebanon, with a strong CP component, and the forthcoming systems strengthening approach to CP via the upcoming UNICEF contract will contribute to addressing some of these child protection issues.

In addition, even outside schools, CP needs of Syrian children are different from those of host communities, for obvious reasons. In Turkey, this is compounded by the fact that language and financial barriers restrain access of Syrian families to available CP and health services in Turkey. There is a need for EU to prioritise CP and fund more NGOs that can deliver CP services to Syrian children. This is in the backdrop of a constrained NGO landscape in Turkey. This focus should include children with special needs.

**Implementation of this recommendation could include:**

- Continue to strengthen and widen the scope of Child Protection programmes supported by EUTF. BTF, Questscope, UNICEF and ASAM projects that could be used as a model to expand the CP component of EUTF and meet the needs of children.
- Explore how to support teachers who are facing additional burdens due to the increased number of students in classes with training on, inter alia, alternatives to corporal punishment or measures to ensure that the relevant laws and regulations banning corporal punishment in schools are upheld.
- Issue a call for interest for NGOs to respond to Child Protection needs of Syrian children and children of host communities.
- Explore ways of putting Child Protection, including children with special needs at the centre of EUTF response. Enrolment and Child Protection should be the two pillars of this response.
- Continue to articulate and seek synergies between Child Protection efforts and the sector-wide reform of Education in Lebanon and Jordan.

**Main implementation responsibility for this recommendation:** EUTF

**Suggested timeline:** Immediate.

**Recommendation 8:** In Turkey, EUTF and other instruments should strengthen the support to “recruit” Syrian teachers as “volunteer counsellors/ teachers” in Turkish schools, as it has been already done under UNICEF project, at a small scale, in the past years (finding 13).

**Summary of main findings backing the recommendation:** There is very little if any planning about how BE continuity can be assured if/when Syrian children return to Syria. This is understandable - UNHCR and the EU recognize that any discussion about return to Syria should be consistent with non-refoulement and international law and that this is not possible at the time of writing, in view of the current security and human rights situation in Syria. However, there are increasing discussions in Turkey, including at very high level, for a return to Syria, or at least to so-called safe areas of Syria<sup>49</sup>. If this was to continue to move forward as an overt or covert policy by the Turkish authorities, Syrian children who went to Turkish schools will find it impossible to continue their education in Syria. Syrian and Turkish curriculum are widely different, not least for language reasons. In addition to the massive

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<sup>49</sup> At the time of finalising this report (October 2019), Turkish forces have entered North-East Syria to create a so-called safe zone.

constraints in the field of safety, conducive education environment etc. schooling in Turkish language creates an insurmountable challenge for Syrian children who would return to Syria.

**Implementation of this recommendation could include:**

- EUTF, the Facility or other EU instrument should accelerate the process of deploying Syrian teachers in Turkish schools as volunteer counsellors/ teachers. At the time of field visits, the Syrian teachers were identified and awaiting the administrative and financial arrangements to resume their support to Syrian children in Turkish schools.
- EUTF, the Facility or other EU instrument should develop a plan on how to bridge the language and curriculum gap, if some Syrian children go back to Syria from Turkey in the near future.
- The EU should engage in a dialogue with Turkish authorities to ensure that any covert or overt policy of returning Syrian children to parts of Syria takes into account their right to education and builds on and does not undermine the massive efforts undertaken by the EU and the Turkish authorities to enrol Syrian children in Turkish schools.

**Main implementation responsibility for this recommendation:** EUTF, the Facility, other EU instruments

**Suggested timeline:** Academic year 2019-2020 (immediate)

**Recommendation 9: Projects specifically aimed at out-of-school children and the specific needs and challenges they face according to their ages should be developed (findings 2, 23)**

**Summary of main findings backing the recommendation:** Enrolment rates drop dramatically for older children. Projects to reach out to children who are out-of-school and the specific needs and challenges they face should be developed.

**Implementation of this recommendation could include:**

- A call for interest by EUTF for projects that specifically target this category of children.

**Main implementation responsibility for this recommendation:** EUTF in Turkey and Lebanon and, to a lesser extent, in Jordan, where there is no language issue.

**Suggested timeline for this recommendation:** Immediate.

**Recommendation 10: EUTF and its partners should agree upon indicators for effectiveness and criteria, especially for formal BE, beyond enrolment rates (findings 3, 4, 14, 15, 19)**

**Summary of main findings backing the recommendation:** In the field of BE, quality of the provided education is a recognised effectiveness criterion. However, in the field of formal education, EUTF programmes do not yet impact the quality of education. While there have been some projects

addressing quality formal education (notably UNICEF in Lebanon), the majority of projects do not have adequate quality indicators for formal education. In Non-Formal Education, the quality of BE provided by EUTF is lauded by all parents and children

**Implementation of this recommendation could include:**

- EUTF and its partner agree on a set of indicators to assess effectiveness in formal education<sup>50</sup>.

**Main implementation responsibility for this recommendation:** EUTF

**Suggested timeline:** Before the next funding cycle of EUTF projects.

**Recommendation 11:** EUTF and its partners should agree upon how efficiency is measured in BE projects supported by EUTF (findings 9, 11, 10, 12).

**Summary of main findings backing the recommendation:** In the current EUTF approach, it is not possible to usefully assess efficiency, as no indicator or baseline was set. The main focus is on enrolment. The cost of enrolling a Syrian child in a school is set through discussions between host countries and donors.

Quality of education indicators are not built in EUTF current approach (except in BTF project). It is thus not possible to look into quality of education as a criterion. For example, a widely recognised indicator for quality of education is the size of a class or the ratio (pupils per teachers). None of the EUTF BE interim reports report against indicator (with the exception of the budget support project in Jordan, which is limited to camp schools). For rehabilitation costs, EUTF implementing partners often relies on the same contractors as those who work for national education authorities. In addition, neither Turkey, Lebanon nor Jordan publish average costs of school rehabilitation work they undertake. As such, no benchmarking is possible.

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<sup>50</sup> Example of indicators to measure quality formal education could include:

Guiding Principle 1: Emotional and Psychological Protection.

- Child Safeguarding Policy/Code of Conduct for learners and teachers ensuring their wellbeing is in place.
- Learning environments are free of discrimination, violence, intimidation, bullying and harassment.

Guiding Principle 2: Physical Protection

- An area or space for learning exists that is safe for all learners.
- A School Disaster Management Plan, addressing disasters with the strongest likelihood, is in place.

Guiding Principle 3: Active and child-centered learning process

- Teachers are present for their classes.
- Teachers ask individual questions and interact with the learners.
- Learners' participation is ensured during development and implementation of teaching and learning activities.

Guiding Principle 4: Close collaboration between school & parents/community

- School Management Committee or similar group exists and includes representatives from a cross-section of the community.

**Implementation of this recommendation could include:**

- These criteria should include quality of education and access to quality education for children with special needs.

**Main implementation responsibility for this recommendation:** EUTF

**Suggested timeline:** Before the next funding cycle of EUTF programmes.

# ***ANNEXES***

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## Annex A1 – Terms of Reference

# *EVALUATION OF EUTF-FUNDED PROGRAMMES/PROJECTS FOR BASIC EDUCATION – DRAFT TERMS OF REFERENCE*

## 1. Background Information

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### **Beneficiary countries**

Jordan, Turkey, Lebanon, and Iraq

### **Contracting Authority**

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

### **Regional 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 (EUTF Syria). 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 is considered to play a role.

Furthermore, the Arab Spring and the Syrian and Iraqi crises have had a major impact on the Middle East sub-region. With the additional cost to the governments in neighbouring countries due to the hosting of an increasing number of Refugees from Syria and IDPs deficits and public debt have increased in some countries.

After 7 years of conflict, Syrian children, both inside Syria and in refugee host countries, along with the children in host communities, still face major constraints in accessing education due to the protracted conflict, policy barriers, and a lack of resources.

According to the “No Lost Generation” initiative, in Syria there are 1.75 million children (5-17 years old) out of school and 1.35 million at risk of dropping out. Schools have been destroyed, are occupied, or damaged. More than half of teachers and education personnel have left the education system.

In spite of the generosity of host countries which opened their public schools to refugees, 43% of the 1.7 million school age Syrian refugee children are out-of-school, with some 2.5 million Syrian refugee

children in neighbouring countries overall. From 2016 to 2017 the percentage of out-of-school children increased from 34% to 43%, this is partially due to an increase in the absolute number of Syrian refugee school-aged children, and partially due to a reduction in enrolment in non-formal education. Of the 57% of Syrian school aged children and youth (5-17 years) who were enrolled, 54% were in formal education and 3% in non-formal education.

## **Current situation in the sector**

### **Jordan**

The challenge of improving the quality of education in Jordan and delivering more competitive results has been strained by the influx of more than 212,000 registered Syrian refugees of school age (6-17 year old), out of which 126,127 Students were enrolled in Jordanian schools in the 2016–2017 academic year (Jordan Response Plan 2018-2020). This means that, while the provision of education for Syrian refugees has been steadily improving, 40% of Syrian school-age children remain out of school in Jordan. As the Jordanian school system still struggles to expand to include Syrian children the quality of education has also declined.

The Government'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. 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 marginalized and most vulnerable, including young children, girls, teenage boys, children with disability, and those at risk of dropping out.

According to the Ministry of Education (MoE), most severe education-related vulnerabilities are found in those governorates with the highest concentration of Syrian refugees such as Amman, Irbid, Mafraq, 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.

The MoE has launched the Education Strategic Plan 2018-2022 to improve access to quality formal and non-formal education for all children in Jordan, a notable sign of progress towards institutional strengthening and development.

### **Turkey**

As outlined in the Regional Refugee Response Plan 2018-2019 (3RP 2018-2019), at the start of the 2017/18 school year, more than 600,000 Syrian children under temporary protection were enrolled in

schools and Temporary Education Centres (TECs). Enrolment rates are highest for children in primary school but decrease dramatically for those in secondary school. As of October 2017, the number of children enrolled in Turkish public schools exceeded those in TECs.

About 40% 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, urgent 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 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. In this respect, the MoNE has developed an Accelerated Learning Programme targeting 10-18 year old out of school adolescents.

MoNE has continued to implement its strategy of gradually mainstreaming Syrian children into Turkish public schools. However, increased enrolments, crowded classrooms and limited resources at school level, is straining the educational infrastructure. MoNE notes that over 28,000 additional classrooms are needed to effectively accommodate all learners requiring access to school. Activities supporting children to learn Turkish language are also 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.

### **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.

According to the Lebanese Crisis Response Plan (LCRP) for 2017-2020 (2018 Update), this includes 451,323 Lebanese children, 586,540 displaced Syrians between 3-18 years of age, and 57,506 Palestine refugees (47,710 Palestine Refugees in Lebanon and 9,796 Palestine Refugees from Syria) between 6-18 years of age.

The 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 aims 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.

Results of interventions to date are significant. In terms of access, enrolment in basic education has increased significantly. For the 2016-2017 school year, a total of 250,000 non-Lebanese children (between 3-18) benefited from formal or non-formal learning opportunities in Lebanon. This achievement is coupled with a 4 percent increase in basic education enrolment of the most vulnerable Lebanese children in public schools, compared to last year. Partners supporting Palestine Refugee education were able to accommodate 5,251 Palestine Refugee children from Syria in camp-based schools for the 2016-2017 school year. 36,088 Palestine Refugees were enrolled in UNRWA schools in the 2016-2017 school year, of which 4,443 are in secondary schools.

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, there is still scope for increasing enrolment, strengthen demand, and improve infrastructure in the education sector. 54 percent 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.

According to the MEHE, two thirds of 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.

### **Kurdistan Region of Iraq**

Whilst Iraq has been dealing with internal conflict affecting 10 million Iraqis, including 3.4 million people who are internally displaced, it is also currently hosting around 230,000 Syrian refugees who have fled the ongoing conflict in Syria. The overwhelming majority of refugees (96%) are residing in the Kurdistan Region of Iraq (KRI), with most of these residing in impacted communities (61%) whilst the remainder (39%) resides in one of the 10 refugee camps. Every fourth refugee is between 5 and 17 years old and therefore of school-going age. Around 26,000 school aged refugee children are residing in camps across

the KRI, and a further 35,000 school aged refugee children are residing in urban, peri-urban and rural communities. This brings the total school age refugee children currently residing in Iraq to 61,000 (see 3RP 2017-2018).

The Kurdistan Regional Government (KRG) has played a central role in addressing the refugee crisis, but due to the ongoing financial crisis in KRI there are limited resources to provide education services to these refugee children. The presence of both the Iraqi displaced and Syrian refugee children represents a double burden on already over-stretched resources and capacity in schools.

According to the 3RP 2017-2018, the most important barrier to accessing education mentioned by parents is financial constraints. Years of displacement have depleted refugee families' savings and ability to afford the costs for educating their children such as transport costs and costs for school supplies. Due to the financial situation, refugee youths often face a trade-off between attending school and supporting their families by working or helping in the household. An additional barrier to accessing education is the language of instruction, curriculum and lack of textbooks.

A recent survey found enrolment rates at 63% and 0% for primary and secondary education for the male population, and 64% and 22% for primary and secondary education for the female population. Disparities remain in the provision and accessibility of education services in camps and non-camp settings. While 67% of children (5-17) are attending schools in camps, only 56% are attending schools in urban, peri-urban and rural settings. School attendance in impacted communities generally decreases according to distance from urban areas due to increased transportation costs. The education targeting priority for 2017 and 2018 will be refugees in urban, peri-urban and rural areas and out-of-school children.

Despite an increase in enrolment rates due to the influx of Syrian refugee and displaced children, the number of teachers has reportedly not increased. Many existing schools are unable to establish multiple shifts and do not have the capacity to absorb more students. This is mostly due to a shortage of teachers and the subsequent limited usage of classrooms. Ultimately, this has led to overstretched and overcrowded classrooms as evidenced by the high student-to-teacher ratios, which decreases the quality of learning and increases tensions between impacted communities.

There remain also direct needs for the provision of textbooks, policy formation on certification, documentation and placement tests, payment of teacher incentives and student/teacher transport.

## 2. OBJECTIVE, PURPOSE & EXPECTED RESULTS

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### 2.1. Overall objective

The overall objective of the evaluation is as follows:

To assess the performance of the current generation of EUTF Basic Education (BE) support. The evaluation is aimed at improving the effectiveness and impact of the EUTF, strengthening stakeholders'

involvement, ensuring a successful communication and reinforcing the EUTF capacity to bring a change in the cooperation area in full respect of its natural environment.

## 2.2. Purpose

The purpose of this evaluation is as follows:

1. Analyse the current EUTF BE portfolio in view of relevance, effectiveness, efficiency and coherence;
2. Identify the added value, or comparative advantage, of EUTF funding. 'Added value' is defined as the degree to which EUTF funding makes a difference, positively or negatively, beyond the sheer volume of aid.
3. Provide conclusions and recommendations for future EUTF support.

Evaluation and subsequent analysis need to be based on a clear link to the EUTF's identified objectives and the EUTF Results Framework.

## 2.3. Results to be achieved by the contractor

1. An **inception report** (draft and final) that will propose a detailed step-by-step methodology for conducting the assignment including a list of stakeholders to be met and field visits anticipated;
2. An **evaluation report** (draft and final) on the assessment of EUTF BE programmes/ projects with – amongst other things - the following elements:
  - Analysis of the current situation of Refugees from Syria, IDPs and vulnerable host communities benefiting or potentially benefitting from BE support, including formal and non-formal;
  - Analysis of the current situation on out-of-school children and of the main protection issues;
  - Evaluation of the existing EUTF-funded programmes in line with the agreed evaluation questions, judgement criteria and indicators (by country/ component);
  - Provision of conclusions and recommendations for current and future EUTF BE programmes.

The evaluation team will receive all relevant programming and contractual documents. The experts will consult stakeholders, contacts of which can be provided by the EU Delegations of Jordan, Lebanon, Turkey, and Iraq. Stakeholder consultations also include visits and interviews on the ground<sup>1</sup> with current beneficiaries, BE institutions and EU partners. Based on consultations with stakeholders the experts will prepare drafts of the required outputs for discussion with the relevant stakeholders.

The experts will also highlight critical project design/ implementation issues requiring decisions by the respective authorities and the EU and ensure that clear guidance is given on these issues.

## 3. ASSUMPTIONS & RISKS

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### 3.1. Assumptions underlying the project

Risks and assumptions cannot be listed exhaustively. It is assumed that services within the EUTF and the implementing authorities/ partner institutions accept the evaluation as an integral part of the project management cycle and are committed to provide the necessary information, and will subsequently act on recommendations and findings, 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, beneficiaries and possibly non-EUTF funded projects/initiatives;
- Access to projects, 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 implementing parties are regularly informed on objectives and methods of this assignment, to ensure their full cooperation.

The evaluation 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.

## 4. SCOPE OF THE WORK

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### 4.1. Description of the assignment

The assignment will be based on programming documents and progress reports of EUTF-funded BE programmes/ projects, as well as consultations with other stakeholders in the field. The list of BE programmes/ project funded under the EUTF Syria is given in [ANNEX 1](#).

The assessments delivered should have absorbed secondary source figures (e.g. from available studies and interviews with actors in the field), such as

- EU services (DGs and EUDs) and EU member states concerned/ other relevant donors in the sector
- UN organisations (UNICEF, etc.)
- National and international CSOs / NGOs and implementing agencies for example KfW, AVSI etc.
- National entities concerned like line ministries, regional and/ or local authorities
- Relevant ROM reports (UNICEF T04.13 and UNICEF T04.78, T04.22 AVSI).

## 4.2. Geographical area to be covered by the assignment

Jordan, Lebanon, Turkey, Iraq.

## 4.3. Target groups

The target group of this assignment are refugees from Syria, IDPs and vulnerable host communities (potentially) benefitting from EUTF BE support.

## 4.4. Specific work

The specific tasks of the evaluation team will include the following:

1. **Conduct an analysis of ongoing EUTF-financed BE programmes/ projects** in Jordan, Lebanon, Turkey and Iraq.

This analysis will be focused on the following evaluation questions:

- **Relevance**
  - Is programming of BE programmes/ projects strategically aligned with the EUTF's underlying guiding principles and approaches?
  - How effectively have specific country needs and contexts been translated into programming of individual EUTF-funded BE programmes/ projects?
  - How effectively are barriers to education being addressed by EUTF-funded programmes' design?
- **Effectiveness**
  - To what extent have EUTF-funded BE programmes/ projects been effective in achieving their desired results?
  - What factors (positive and negative) have had the greatest influence on the achievement of results?
  - What are the specific advantages/disadvantages of the various implementing partners (national, regional/ multi-country, international) in terms of effectiveness?
  - To what extent are ongoing BE programmes likely to produce impact prospects?
- **Efficiency**
  - What is the currently most effective aid modality to support the provision of BE under the EUTF-Syria in each of the countries of intervention?
  - To what extent have resources been allocated and utilized in an efficient manner? This should include a minimum assessment of value-for-money, i.e. the extent to which the programmes/ projects have obtained the maximum benefit from the outputs and outcomes it has produced within the resources available to it.

- To what extent do the various stakeholders have the necessary capacity (technical, institutional and financial) to promote and implement EUTF-funded BE programmes?
- **Coherence and Complementarity**
  - To what extent was the support provided by the EUTF-Syria for BE programmes/ projects coherent and complementary with other major funding mechanisms (EU including also ENI and non-EU)?
- **Sustainability**
  - What are the main factors for sustainability of the EUTF-funded BE programmes/ projects and to which extent are these factors currently ensured?
  - To what extent are EUTF-funded BE programmes/ projects likely to produce continued benefits on the community, country, and regional and levels?
- **EU Added Value and Visibility**
  - What EU added value is resulting from the EUTF-funded BE programmes/ projects?
  - To what extent are the communication and visibility actions providing added value in terms of contributing to mainstreaming the BE programmes/ projects' desired effects?
- **Gender, Protection and Special Needs**
  - To what extent have gender issues been taken into consideration in design and implementation and what are the effects?
  - To what extent have child protection issues been taken into consideration in design and implementation and what are the effects?
  - Is the referral system to child protection services working efficiently?
  - To what extent have special needs of children and youth been taken into consideration in design and implementation and what are the effects?
- **Lessons Learned**
  - What lessons can be learned/ good practice can be identified/ from the implementation of the current generation of EUTF-funded BE programmes/ projects?

The evaluation questions and methodology for this assignment may need to be further elaborated by the experts in the inception report. The experts may suggest additional questions. The final version of the evaluation questions will be agreed at the end of the inception phase. For each evaluation question at least one appropriate judgement criterion should be proposed, and for each such criterion the appropriate quantitative and qualitative indicators should be identified and specified. This, in turn, will determine also the appropriate scope and methods of data collection.

## **2. Develop conclusions and recommendations**

The results of the evaluation will be used to identify conclusions and recommendations for ongoing and further EUTF support to BE. They will highlight potential incoherence and formulate corrective actions on problematic issues. Recommendations have to be strongly based on evidence and shall be specific, targeted and implementable.

Recommendations should be classified at least according to three groups:

- policy recommendations, primarily addressed to governments/ authorities of the host countries;
- strategic recommendations, related to the EUTF portfolio and/ or design of future EUTF actions;
- operational recommendations, addressing key implementation issues observed in ongoing programmes/ projects.

#### 4.4.1. 4.5. Project management

##### **Responsible body**

The EUTF-Syria based in Brussels.

##### **Management structure**

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

## 5. LOGISTICS AND TIMING

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### 5.1. Location

The assignment will take place in **Lebanon, Jordan, Turkey and Iraq**. Kick-off meeting and debriefing will take place in Brussels at the EUTF Headquarters.

### 5.2. timeline and resources

The intended start date is beginning of March 2019 and the period of implementation will be approximately 6 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 field work, and for the remaining milestones of the assignment.

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

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

<i>Task</i>	<i>ocation</i>	<i>Indicative division of working days</i>					<i>Calendar</i>
		Expert 1	Expert 2	Expert 3	Expert 4	Expert 5	

<i>Task</i>	<i>Location</i>	<i>Indicative division of working days</i>					<i>Calendar</i>
<b><i>Inception phase</i></b>							
Staff meeting with JTF Services	Meetings with VC section to the region	days	days	days	days	days	March 2019
Preparation for field missions and Draft inception report	Home office	days	days	days	days	days	
Preparation of Final inception report	Home office	day	day	day	day	day	
<b><i>Field phase</i></b>							
Field missions, incl. analytical work and preparation of <i>internal</i> mission notes	Beirut, Lebanon, Jordan, Iraq	days	days	days	days	days	April/ May 2019
Briefing of field missions	Meetings with VC section to the region	days	days	-	-	-	May 2019
<b><i>Reporting phase</i></b>							
Presentation of findings at Operational Board (optional)	Brussels	day	-	-	-	-	May 2019
Preparation of Draft evaluation report	Home office	days	days	days	days	days	June 2019
Preparation of Final evaluation report	Home office	days	days	day	days	days	July 2019
Presentation of Final evaluation report (optional)	Meetings with VC section to the region	day	-	-	-	-	August/September 2019
<b>Total</b>		<b>days</b>	<b>days</b>	<b>days</b>	<b>days</b>	<b>days</b>	

The detailed planning of the evaluation will be re-confirmed/ agreed during the inception period. For the planning of field mission, particular emphasis needs to be paid to the period of Ramadan (05/05-04/06/2019), where the availability of certain stakeholders might be limited.

## 6. REQUIREMENTS

### 6.1. Key experts

The evaluation team will comprise four key experts. The required profiles of the key experts are as follows:

#### **Key Expert 1 (Senior International Expert): Team Leader and Evaluation Expert**

### Qualifications and skills

- Master's degree in economics, sociology or another relevant field or equivalent;
- Good command of written and spoken English;
- Excellent writing and reporting skills in English.

### General professional experience

- Minimum six years of relevant experience in the field of educational programmes.

### Specific professional experience

- Experience in international cooperation and in formulation of cooperation programmes;
- Experience in evaluating/ monitoring education programmes/ projects;
- Work experience in the EUTF-Syria region is an asset.

## **Key Expert 2 (Senior Local Expert): BE and Child Protection Expert**

### Qualifications and skills

- Master's degree in economics, sociology or another relevant field or equivalent;
- 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.

### Specific professional experience

- Work experience with basic education;
- Experience with child protection issues;
- Work experience in the EUTF-Syria region is an asset.

## **Key Expert 3 (Senior Local Expert): BE Expert and Co-Evaluator**

### Qualifications and skills

- 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

- Work experience with basic education;
- Experience in evaluating/ monitoring education programmes/ projects;
- Work experience in the EUTF-Syria region is an asset.

#### **Key Expert 4 (Junior International Expert): BE Expert and Data Collector**

##### Qualifications and skills

- Fluency in spoken and written English; knowledge of Arabic is considered an asset;
- 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 region is an asset.

#### **Key Expert 5 (Junior International Expert): Co-Evaluator and Data Collector**

##### Qualifications and skills

- Fluency in spoken and written English; knowledge of Arabic is considered an asset;
- Good writing and reporting skills in English;
- Knowledge of the Education sector is considered an asset.

##### 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 region is an asset.

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

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. Missions to **Lebanon, Jordan, Turkey and Iraq** are considered necessary.

## 6.3. Facilities to be provided by the Contractor

The Contractor shall ensure that the evaluation team adequately supported and equipped. It must ensure that there is sufficient administrative, secretarial and interpreting provision to enable experts to concentrate on their primary responsibilities. Also, support with planning the field missions and organising logistical support on the spot will be provided.

# 7. REPORTS

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## 7.1. Reporting requirements

At the end of the field missions, the Evaluation Team will submit a mission report to the Contractor. This report will serve only internal purposes and should facilitate the debriefing of field missions and the subsequent reporting phase.

The Contractor will submit the following reports in English. The Executive Summary of the final Evaluation report also needs to be translated into Arabic. The final Evaluation report will require two hard copies as well as an electronic version.

- **Inception Report in draft and final version** of around 20 pages. It will have to cover the detailed methodology (including also evaluation matrix, judgement criteria and indicators), a tentative plan of interviews; the proposed outline of the report and the timetable for the implementation of the assignment. The inception report should also include an initial analysis of performance based on the Quarterly Information Notes (QINs), thus ensuring that preliminary analysis has been driven by data and indicators already available.
- **Evaluation report in draft and final version.** This shall include an executive summary of 4/5 pages and should in total be of maximum 50 pages (main text, excluding annexes). This report should contain also the requested analysis and options.

## 7.2. Quality control

The Contractor will ensure an internal quality control during the implementing and reporting phase of the evaluation. 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-Syria Project Manager for distribution to stakeholders for comments. The quality control should ensure consistency and coherence between findings, conclusions and recommendations. It should also ensure that findings reported are duly substantiated and that conclusions are supported by relevant judgement criteria.

The evaluation 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 evaluation team.

### 7.3. Submission and approval of reports

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

- The **draft Inception report** is to be submitted to the EUTF 15 calendar days after the kick-off meeting in Brussels.
- The **final Inception report** should be submitted not later than seven calendar days after submission of the consolidated comments by the EUTF in Brussels and the European Union Delegations in Amman, Beirut, Ankara and Baghdad.
- The **draft Evaluation report** shall be submitted not later than 20 calendar days after the end of the field phase (debriefing of field missions).
- The **final Evaluation report** shall be provided 14 calendar days after submission of the consolidated comments by the EUTF in Brussels and the European Union Delegations in Amman, Beirut, Ankara and Baghdad.

## Annex 1 - List of EUTF-funded BE programmes and projects

Number	Project partner	Associated partners	Objectives	Location	Start date duration	EUTF contribution €	Amount disbursed €
T04.15	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)	Expertise France, AECID Spain	Improving school conditions, access to economic opportunities, local administration, social cohesion and dialogue facilitation for refugee, IDP and host communities	Iraq, Lebanon, Jordan and Turkey	15/06/2016 36 months	74.600.000 €	74.600.000 €
T04.17	World Vision	CAFOD, Caritas Lebanon, Generations for Peace, Islamic Relief, Questscope	Strengthening youth resilience and empower youth as leading actors in post-conflict reconstruction and reconciliation	Lebanon, Jordan and Iraq	01/09/2017 24 months	12.796.827 €	6.532.546 €
T04.22	AVSI	Terre des Hommes IT and NL, War Child Holland	School readiness, inclusion and retention for children victims of the Syrian Crisis	Lebanon and Jordan	25/12/2016 30 months	12.123.811 €	10.289.822 €
T04.25	KfW Development Bank	Ministry of Education	Construction of primary and secondary Schools for Syrian refugee children	Turkey	30/12/2016 35 months	70.172.476 €	15.000.000 €
T04.50	Agence Française de Développement (AFD)	N/A	Developing coverage and quality of basic social services delivery while ensuring socio-economic empowerment of local communities in Lebanon, Jordan and Iraq (Kurdistan)	Lebanon, Jordan and Iraq	25/07/2017 30 months	9.450.000 €	4.725.000 €
T04.66	Government of Jordan (budget support)	-	Supporting the Government of Jordan in line with the Jordan Compact to enhance the capacity of the education system for Syrian refugee children, particularly in camp environments	Jordan	14/12/2017 24 months	20.000.000 €	10.000.000 €
T04.78	UNICEF	-	Investing in the future of a generation of children and young people affected by the Syria crisis in Lebanon, Jordan and Turkey	Jordan, Lebanon and Turkey	01/01/2018 16months	107.900.000 €	107.900.000 €
T04.112	KfW	-	EU Support to construct 10 schools in Jordan	Jordan	05/11/2018 50 months	33.000.000€	1.160.700€

**Annex A2 – Inception Report**



**Service Contract N. TF-MADAD/2017/T04.63**

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

**Evaluation of EUTF Syria-funded Programmes/  
Projects for Basic Education**

**Inception Report**





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## 1. Regional context and background of the Evaluation

The conflict in Syria is a major humanitarian crisis. It has caused the largest movement of population in recent history. The United Nations<sup>51</sup>, have registered 5.6 million refugees from Syria out of an estimated pre-war population of 22 million. Approximately 42% of Syrian refugees are hosted in neighbouring countries: Turkey (3.3 million), Lebanon (940.000), Jordan (670.000) and Iraq (253.000). Approximately 2.5 million children from Syria are hosted in these four countries.

Despite massive efforts of host governments and the important support by the donor community, the life of refugees from Syria remains is very difficult. In Lebanon, for instance, over three quarters of Syrian refugees in Lebanon live on less than US\$4 per day<sup>52</sup>, leaving refugees with dwindling resources to meet their most basic needs.

Access to vital services, such as basic education (BE), is a constant challenge and, overall, humanitarian needs continue to exceed the capacity of local actors to respond. In remote and already poor areas of host countries, the influx of refugees from Syria has worsened an already socio-economically precarious situation. Local tensions between refugees and host communities are fuelled by a perceived competition for jobs and access to resources and services, including education. Overall, refugees from Syria share the difficult conditions of poor host community members and face, in addition, challenges due to their legal status, or lack thereof.

This situation has led to a significant number of children from Syria not enrolling in or dropping out of schools. According to UNICEF, over 40% of Syrian refugee children remained out-of-school at the end of 2017<sup>53</sup>. While the situation varies from one host country to another, and often from a region to another within the same country, children from Syria and their families face, in the four countries, a pattern of challenges for accessing basic education, including social exclusion, onerous administrative requirements, overwhelmed schools, costs of transport, low financial capacity of families, and across the board, discrimination. These challenges are compounded by language barrier in Turkey and Lebanon, where education relies heavily on French or English, and Turkish.

The international community has made repeated and strong public commitments to support the children from Syria through a comprehensive, No Lost Generation, plan of action.

The basic education programmes currently funded under the Trust Fund engage with four different BE systems in Turkey, Lebanon, Jordan, and Iraq. Each country presents a set of specific challenges, which create particular complexities for both evaluating the current situation and proposing future actions.

There is significant lack of reliable data, particularly about the reason behind children not enrolling in schools or dropping out. At the time of writing, the prospects for refugees in the four countries are increasingly unclear, as the discussion about a return to Syria is gaining traction and becoming very politicised and polarising. In addition, the entire region's political turmoil is now further complicated by a negative economic outlook for the four host countries

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<sup>51</sup> UNHCR updates, March 2019

<sup>52</sup> UNHCR Survey, January 2018

<sup>53</sup> UNICEF End of Year Situation Report 2017 – Syria Crisis; pg. 1

The EU has commissioned this evaluation in order to analyse the current portfolio of programmes in view of their relevance, effectiveness, efficiency, coherence, sustainability and EU added value, and to define recommendations and options for future support.

## 2. Objectives of the evaluation

### 2.1. Overall objective of the evaluation

The overall objective of the evaluation is to assess the performance of the current generation of EUTF Basic Education (BE) support. The evaluation is aimed at improving the effectiveness and impact of the EUTF, strengthening stakeholders' involvement, ensuring a successful communication and reinforcing the EUTF capacity to bring a change in the cooperation area in full respect of its natural environment.

### 2.2. Purposes of the evaluation

The purpose of the evaluation is to:

1. Analyse the current EUTF BE portfolio in view of relevance, effectiveness, efficiency and coherence;
2. Identify the added value, or comparative advantage of EUTF funding. 'Added value' is defined as the degree to which EUTF funding makes a difference, positively or negatively, beyond the sheer volume of aid;
3. Provide conclusion and recommendations for future EUTF support.

### 2.3. Scope of the evaluation

The geographical scope of the assignment covers Syria, Jordan, Lebanon, Turkey and Iraq. While it was initially foreseen to visit Iraq, it is suggested to hold Skype meetings with the Iraqi implementing partners and meetings with the EUTF Iraq team in Brussels. The main reason for this is that there is currently only one project which addresses BE in Iraq. Adding a field visit to Iraq would require at least six more days for two experts, which is not deemed as cost effective.

Noting that the majority of the projects are multisectoral, covering sectors outside BE, the evaluation will only focus on the formal and non-formal education activities of the EUTF BE implementing partners. If time allows, other education actors will be interviewed, particularly DG ECHO (all countries) and FRIT (for Turkey).

In terms of target groups, the evaluation will focus on refugees from Syria, including Palestinian Refugees from Syria (PRS) and host communities.

The main terms used during the assignment are defined as follows:

**Basic education:** Whole range of educational activities, taking place in various settings, that aim to meet basic learning needs as defined in the World Declaration on Education for All (Jomtien, Thailand, 1990). According to ISCED standard, basic education comprises primary education (first stage of basic education) and lower secondary education (second stage). It also covers a wide variety of non-formal and informal public and private activities intended to meet the basic learning needs of people of all ages. (World Conference on EFA: Meeting Basic Learning Needs, Jomtien, Thailand, 1990.)

**Non-formal education:** Education that is institutionalized, intentional and planned by an education provider. The defining characteristic of non-formal education is that it is an addition, alternative and/or a complement to formal education within the process of the lifelong learning of individuals. It is often provided to guarantee

the right of access to education for all. It caters for people of all ages but does not necessarily apply a continuous pathway-structure; it may be short in duration and/or low intensity, and it is typically provided in the form of short courses, workshops or seminars. Non-formal education mostly leads to qualifications that are not recognized as formal qualifications by the relevant national educational authorities or to no qualifications at all. Non-formal education can cover programmes contributing to adult and youth literacy and education for out-of-school children, as well as programmes on life skills, work skills, and social or cultural development. (ISCED 2011)

**Informal learning:** Forms of learning that are intentional or deliberate but are not institutionalized. They are less organized and structured than either formal or non-formal education. Informal learning may include learning activities that occur in the family, in the work place, in the local community, and in daily life, on a self-directed, family-directed or socially-directed basis. (ISCED 2011)

The evaluation will focus on basic education, including non-formal education, as defined above. It will not include informal education.

More precisely, for each country, basic education comprises primary and lower secondary, as shown in the table below. The evaluation will be limited to activities targeting children within these age brackets / grades, and will exclude upper secondary education, although the link between lower secondary completion and upper secondary enrolment will be analysed.

**Table 1 – Primary and secondary education grades and age brackets in the target countries**

	Primary	Lower secondary	Upper secondary
<b>Jordan</b> Compulsory for age 6-16, grades 1-10	Age bracket: 6-16 Grades: 1-10		Age bracket: 16-18 Grades: 11-12
<b>Lebanon</b> Compulsory: grades 1-9	Elementary Age bracket: 6-11 Grades 1-3 and 4-6	Intermediate: Age bracket: 12-14 Grades 7-9 Need to pass the <i>Brevet d'Etudes</i> to entre upper secondary.	Grades 10-12
<b>Turkey</b> Compulsory: grades 1-12	4+4 years Age bracket: 6-14		Grades 9-12
<b>Iraq</b> Compulsory: grades 1-6 (Iraq) Grades 1-9 (Kurdistan)	Primary: 6 years  After grade 6, students must pass the national examination to obtain a primary school certificate to attend intermediate school.	Intermediate: 3 years  There is a national intermediate baccalaureate examination at completion of grade 9 to continue to secondary or vocational.	3 years

The scope and methodology of the assignment are based on the Terms of Reference and more precise information provided during the kick-off meeting in Brussels.

The evaluation of the programmes to-date will be based on the following criteria: relevance, effectiveness, efficiency, coherence and complementarity, sustainability, EU added value and visibility and gender, protection and special needs, as outlined below.

### Relevance

The team will evaluate the relevance of the EUTF BE interventions by comparing the needs, barriers and particular vulnerabilities (including gender specific vulnerabilities) to access basic education as reported by the implementing partners, documented in country and sector analyses, and as perceived by parents, children, and teachers / educators. In addition, relevance will be analysed through a vulnerability lens, to gauge the impact that the programmes have on both, vulnerable host and refugee communities. This is particularly important as many of the projects also target vulnerable host communities and aim to contribute to reducing tensions between the host and refugee communities; and the fact that the services provided to both, host and refugee communities are also deemed relevant by the national authorities.

### Effectiveness

Effectiveness will be measured through an analysis of the programme / project objectives and results chain compared to what has actually been achieved and how the evolving context has been taken into consideration. Additionally, the quality of basic education is considered as a measure of effectiveness, with the perceptions of children and parents with regards to the learning / education experience as essential indicators of quality.

### Efficiency

The different aid modalities for support in the BE sector will be reviewed. The focus will be on how the different approaches (multi-country/regional versus national) compare with each other and if there is a clear cost efficiency when comparing one approach with the other. The evaluation will also look at how cost efficiency is taken into account by the implementing partners in the choices made with regards to, for example, partners and sub-contractors.

### Coherence

Under coherence, the evaluation will analyse to extent to which the EUTF programmes ensure a minimum of duplication. The team will focus on the extent to which complementarity amongst the EU funding mechanisms (ENI, ECHO, FRIT) has been integrated in the design of the BE support. The level of effective coordination mechanisms and the extent to which the implementing partners are contributing and exchanging information in view of reducing duplication and ensuring the complementarity of their activities will also be measured.

### Sustainability

The evaluation will measure whether sustainability has been taken into account at a broader level, for example, through coordination with DEVCO and ECHO, and whether there are factors limiting the sustainability of BE

interventions. At a project level, the team will analyse the sustainability strategies of the implementing partners and whether hand-over mechanisms have been integrated or planned.

#### EU Added Value and visibility

In analysing the added value of the EUTF BE programmes/projects, the evaluation will measure whether the implementing partners have been able to obtain additional funding for BE activities and whether their visibility and communication initiatives have had an impact in terms of funding for basic education for Syrian refugees in the target countries.

The evaluation will also look at whether there has been a greater awareness, willingness, willingness and replication of know-how to integrate child protection minimum standards more broadly in schools and NFE centres.

Finally, the evaluation will analyse the impact of advocacy initiatives undertaken by implementing partners and whether initiatives have contributed changing national education policies to take into account the particular vulnerabilities of Syrian refugee children in terms of access to basic education.

#### Gender, protection and special needs

While child protection, gender and special are mainstreamed throughout the evaluation matrix (i.e. all evaluation questions will address these), a set of evaluation questions have also been specifically developed. The evaluation will look at whether there has been an increase and/or strengthening of child protective behaviour and attitudes through, for example, codes of conducts, the prohibition of physical punishment, the promotion of inclusiveness and non-violent communication, the establishment of complaints mechanisms and referral systems, amongst others. In the same way, when evaluating project focus on infrastructure, the extent to which implementing partners have addressed and promoted child safe environments, including taking into account specific gender issues and the needs of children with physical or sensory disabilities will be analysed.

### 3. Expected results and deliverables

1. An **inception report** (draft and final) that will propose a detailed step-by-step methodology for conducting the assignment including a list of stakeholders to be met and field visits anticipated;
2. An **evaluation report** (draft and final) on the assessment of EUTF BE programmes/ projects with – amongst other things - the following elements:
  - Analysis of the current situation of Refugees from Syria, IDPs and vulnerable host communities benefiting or potentially benefitting from BE support, including formal and non-formal;
  - Analysis of the current situation on out-of-school children and of the main protection issues;
  - Evaluation of the existing EUTF-funded programmes in line with the agreed evaluation questions, judgement criteria and indicators (by country/ component);
  - Provision of conclusions and recommendations for current and future EUTF BE programmes.

The evaluation team will receive all relevant programming and contractual documents. The experts will consult stakeholders, contacts of which can be provided by the EU Delegations of Jordan, Lebanon, Turkey, and Iraq. Stakeholder consultations also include visits and interviews on the ground with current beneficiaries, BE

institutions and EU partners. Based on consultations with stakeholders the experts will prepare drafts of the required outputs for discussion with the relevant stakeholders.

The experts will also highlight critical project design/ implementation issues requiring decisions by the respective authorities and the EU and ensure that clear guidance is given on these issues.

## 4. Description of the Methodology

### 4.1. Data collection and analysis

The consultants will use a variety of tools adapted to the type of information required to respond to gather the data and respond to the evaluation questions. In view of the fact that the consultants will be undertaking focus groups with children, each expert who will be in contact with children will sign a code of conduct (Annex 1).

The main evaluation tools which will be used are as described below. Together, they provide a holistic view of the learning environment. A series of questionnaires and checklists have been developed. All questionnaires and checklists have been structured around the evaluation questions relevant for the respective interviewees or participants. The content of the questionnaires and checklists are also based on the Quality Learning Framework<sup>54</sup> and checked against the INEE Minimum Standards of Education in Emergencies.

#### Desk review and secondary data analysis

The consultants will review and analyse all of the provided documentation and data and undertake an internet research and a review of secondary sources on BE sector support in the target countries. The questionnaires for the semi-structured interviews and group interviews as well as the content of the focus group activities will be based on the results of this desk review.

#### Semi-structured interviews

Semi-structured interviews will be used to collect qualitative information and complement the desk reviews and the analysis of project documents. They will be carried out on the basis of a series of sub-questions aiming to clarify the main evaluation questions. Semi-structured interviews will be conducted with the main institutional stakeholders in each country (implementing partners, EUDs, relevant ministries, other BE NGOs and INGOs, etc.).

#### Group interviews

Considering the time constraints, group interviews with teachers, headteachers, and parents will be used as a means to collect qualitative information and to complement to desk reviews and analysis of the project

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<sup>54</sup> Save the Children

documents. The questionnaires used are mainly comprised of close-ended questions, with some space provided for open-ended responses. Group interviews will be conducted as follows:

	Teachers in EUTF-supported schools	Educators in EUTF-supported NFE centres	Parents of children enrolled in EUTF-supported schools	Parents of children not enrolled in school
<b>Gender</b>	Equal representation of men/women			
<b>Host/refugee</b>	Equal representation of host and refugee participants			
<b>Sample size</b>	1 group of 8 teachers per group (from at least 3 schools)	1 group of 8 educators (from at least 3 NFE centres)	2 groups of 8 parents	2 group of 8 parents
<b>Timing/group</b>	45 minutes	45 minutes	45 minutes	45 minutes

Due to time constraints, the team will only visit one school per country. As such, it is essential that the group interviews with teachers and educators include minimum 8 teachers / educators from at least 3 different schools / NFE centres.

Head-teachers will be interviewed individually. These interviews will precede the school/classroom observation.

#### School/classroom observation & individual interviews with head teachers

The classroom observation aims to objectively capture the learning environment of the classroom itself. It will cover the teaching and learning, emotional and psychological safety and well-being of the children. The classes to be observed will be randomly selected from the class list. The sample size is a minimum of two classes per school/learning space. Again, due to time constraints only one school and one NFE centre will be visited in each country.

In addition to the classroom observations, a school checklist has been prepared to collect data on the school infrastructure. The school visits will be conducted as follows:

	EUTF-supported schools	EUTF-supported NFE centres
<b>Interviews with head teachers</b>		
<b>Sample size</b>	1 head teacher per school	1 head educator per NFE centre
<b>Timing</b>	45 minutes	45 minutes
<b>School checklist</b>		
<b>Sample size</b>	1 school per country	1 NFE centre per country
<b>Timing</b>	35 minutes per school (depends on the size of the establishment)	35 minutes per centre (depends on the size of the establishment)

Classroom observation		
<b>Sample size</b>	2 classrooms per school	2 classrooms per NFE
<b>Timing</b>	60 minutes per classroom (the timing will depend on the length of a class, the observers will stay from the beginning until the end so as not to disrupt the learning)	60 minutes per classroom (the timing will depend on the length of a class, the observers will stay from the beginning until the end so as not to disrupt the learning)

### Focus groups / activities with children

Children's voices are essential for gaining insight into their perceptions of their learning environment, their needs and the barriers hindering their learning experience or their access to schools. The process will be activity-based to ensure that children feel comfortable and are able to express themselves freely. Activities will be organised with children enrolled in EUTF-supported schools and NFE centres, and children not enrolled in school, provided the consultants have access to them and provided both the children and parents sign consent forms. The activities with children will be conducted as follows:

	Children enrolled in EUTF-supported schools	Children not enrolled in school	Children enrolled in EUTF-supported NFE centres
<b>Gender</b>	Equal representation of girls/boys		
<b>Age/grade</b>	Equal representation of grades/ages identified according to each context and IP target groups. Different age groups will be separated into different groups to ensure better quality of collected data when giving individuals of all ages the chance to express their opinions without being influenced or intimidated by older or younger students.		
<b>Host/refugee</b>	Equal representation of host and refugee samples		
<b>Children with disabilities</b>	Children with disabilities are represented in data collection process if possible		
<b>Sample size</b>	6 students per group, 3 groups	6 children per group, 3 groups	6 children per group, 3 groups
<b>Groups</b>	Group 1: grades 1-3 Group 2: grades 4-6 Group 3: grades 7-9	Group 1: age 6-8 Group 2: age 9-11 Group 3: age 12-14	Group 1: age 6-8 Group 2: age 9-11 Group 3: age 12-14
<b>Timing</b>	90 minutes per group  (total of 4h30')	90 minutes per group  (total of 4h30')	90 minutes per group  (total of 4h30')

The suggested sampling is not representative as it targets a very small proportion of children. However, it will provide an indication of children's perceptions that will be taken into account together with the other data collection tools.

In order to organise the focus groups, the following will be needed:

- Support from the IP/EUD to identify the schools and students.
- Consent forms to be signed by parents and children to allow the children to participate in the activity.
- Consent and support from the schools / NFE centres to organise the activity in the schools / NFE centres

### Radar graphs

Radar graphs will be used to translate the data on needs and barriers gathered through the focus groups and interviews to provide a comparative visual summary of the information. The radar graphs will enable to identify the gaps in perceptions of the different target groups interviewed.

### Mapping

Mapping grids will be developed in order to gauge coherence within the EUTF programmes and also between EUTF BE programmes and other BE programmes serving the same target groups with similar actions. Across the EUTF programmes the mapping will review the objectives pursued, the geographic areas covered, the types and level of education, the supporting services provided, the type of financing mechanisms used, the specific target groups and stakeholders included, etc.

Additionally, the relevance of interventions in the area of basic education, particularly in reference to addressing needs of the most vulnerable communities, will be partially measured through mapping. Subject to availability of data, maps on governorate/district level presenting poverty rates, child population, overall access to and enrolment in education services, as well as number of Syrian refugees (disaggregated into sex/age categories) residing in the area will be prepared and cross-analysed with the locations of EUTF BE interventions. If relevant data is shared, the Multiple Deprivation Index for Lebanon (UNICEF, UNDP, OCHA, UNHCR, Ministry of Social Affairs) or the Multidimensional Child Vulnerability Index (UNICEF) can serve as a basis for analysis.

## 4.2. Evaluation questions, judgement criteria and indicators

### Evaluation Matrix

The evaluation matrix is presented below. The evaluation questions (EQs) are defined in accordance with the terms of reference, although some modifications have been made to take into account the priorities and additional elements which were discussed during the kick-off meeting with representatives from the EUTF and EUDs. Specific needs were expressed as follows:

- Review of the quality of the education provided, and not only the quantity of children enrolled.
- Analysis of the reasons for high drop-out rates at different ages.
- Analysis of the coherence and complementarities between DG ECHO, FRIT and EUTF funding for BE.

- Review of the links, if any, between formal and non-formal education.

*Note: Child protection and gender are mainstreamed throughout the evaluation matrix (specific interview and focus group questions will address these) and are also addressed through separate EQs. All data collected will be disaggregated and analysed by sex, and by age group.*

<b>EQ 1 RELEVANCE</b>	<b>To what extent do the EUTF BE programmes provide increased opportunities to access basic education for children refugees from Syria?</b>			
<b>Judgement criterion 1.1.</b>	<b>The needs and barriers / particular vulnerabilities (including specific gender vulnerabilities) to access basic education have been adequately identified by the programmes and are regularly / systematically updated.</b>			
Indicator 1.1.1.	List & description of barriers / vulnerabilities in project documents (including specific gender vulnerabilities)			
Data sources	Project documents	Country / sector analyses / documents		
Method	Desk review	Desk review		
Indicator 1.1.2.	Updated list of needs and barriers / vulnerabilities (including specific gender vulnerabilities) in project documents (monitoring / progress reports)			
Data sources	Project documents	Implementing partners	Country / sector analyses / documents	
Method	Desk review	Interviews	Desk review	
<b>Judgement criterion 1.2.</b>	<b>The services provided by the EUTF BE programmes take into account the particular vulnerabilities of children refugees from Syria and their families and specifically address these (including specific gender vulnerabilities).</b>			
Indicator 1.2.1.	Level of correlation between main barriers / vulnerabilities and services provided by implementing partners			
Data sources	Project documents	Implementing partners		
Method	Desk review	Interviews		
Indicator 1.2.2.	Level of correspondence between responses from parents, children, teachers and implementing partners with regards to needs and barriers / vulnerabilities and services provided			
Data source	Children	Families (parents)	Teachers	Implementing partners
Method	Focus groups / radar charts	Group interviews / radar charts	Group interviews / radar charts	Interviews / radar charts
<b>Judgement criterion 1.3.</b>	<b>The geographical distribution of the EUTF BE programmes within the countries of operation ensures that the most vulnerable communities are served.</b>			
Indicator 1.3.1.	Geographical distribution of programmes (disaggregated by type of intervention) compared with location of particularly vulnerable / underserved Syrian refugee communities and host communities.			
Data sources	Country / sector analyses / documents	Project documents		

Method	Mapping	Mapping		
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<b>EQ 2 EFFECTIVENESS</b>	<b>To what extent are the EUTF BE programmes providing inclusive quality basic education (including taking into account specific gender aspects) for children refugees from Syria?</b>			
<b>Judgement criterion 2.1.</b>	<b>A majority of the children and families interviewed feel encouraged and value going / sending their children to school.</b>			
Indicator 2.1.1.	% of children who respond positively with regards to the quality of their education (analysed from a gender perspective).			
Data sources	Children			
Method	Focus groups			
Indicator 2.1.2.	% of parents who respond positively with regards to the quality of education of their children (analysed from a gender perspective).			
Data sources	Parents			
Method	Group interviews			
Indicator 2.1.3.	Number of children who attend NFE (provided by EUTF programmes) and who have been able to re-integrate the FE system (analysed from a gender perspective).			
Data sources	Project documents	Parents	Implementing partners	
Method	Desk review	Group interviews	Interviews	
<b>Judgement criterion 2.2.</b>	<b>There is an increase in the number of children enrolled / attending schools (with the assumption that there is sufficient capacity to host an increase in the number of children).</b>			
Indicator 2.2.1.	% increase in the number of children attending schools over the past 3 years.			
Data sources	Implementing partners	EUD	Ministries	
Method	Interviews	Interviews	Interviews	
Indicator 2.2.2.	The reasons given by parents for not sending their children to schools and by children not enrolled in schools have been taken addressed by the implementing partners.			
Data sources	Parents (of children not enrolled in schools)	Children (not enrolled in schools)	Implementing partners	EUD
Method	Group interviews	Focus groups	Interviews	Interviews

<b>EQ 3 EFFECTIVENESS</b>	<b>To what extent have the EUTF BE programmes been able to achieve their set objectives and results in each country of operation?</b>			
<b>Judgement criterion 3.1.</b>	<b>Each programme is on schedule in terms of the achievement of results, according to the defined logframes and timelines.</b>			
Indicator 3.1.1.	% of achievement according to EUTF programmes progress and results indicators.			
Data sources	Logframes and monitoring reports	Implementing partners	EUDs	
Method	Desk review	Semi-structured interviews	Interviews	

<b>EQ 4 EFFICIENCY</b>	<b>What is the currently most effective aid modality to support the provision of BE under the EUTF-Syria or other EU instruments?</b>			
<b>Judgement criterion 4.1.</b>	<b>There is a clear cost efficiency when comparing the different approaches (multi-country/regional versus national)</b>			
Indicator 4.1.1.	Comparative per child cost for comparable services (school construction/rehabilitation; provision of different services)			
Data sources	Financial data of the EUTF programmes	Project documents	Implementing partners	
Method	Interviews	Desk review	Interviews	
<b>Judgement criterion 4.2.</b>	<b>There is a clear cost efficiency when comparing the different types of support.</b>			
Indicator 4.2.1.	Comparative costs of provision of services or rehabilitation/reconstruction of schools undertaken by national government versus projects implemented by other implementing partners.			
Data sources	Financial data of the EUTF programmes	Project documents	Implementing partners	Ministries
Method	Interviews	Desk review	Interviews	Interviews

<b>EQ 5 EFFICIENCY</b>	<b>How is efficiency measured and taken into account by EUTF BE implementing partners?</b>			
<b>Judgement criterion 5.1.</b>	<b>EUTF BE implementing partners have clear efficiency indicators and strategies to provide the best value for money in the activities they undertake.</b>			
Indicator 5.1.1.	Quality of efficiency strategies and indicators and extent to which these are monitored and revised.			
Data sources	Financial data of the EUTF programmes	Project documents	Implementing partners	
Method	Interviews	Desk review	Interviews	

<b>EQ 6 COHERENCE &amp; COMPLEMENTARITY</b>	<b>To what extent do the EUTF BE programmes ensure a minimum of duplication and a maximum level of complementarity amongst each other and with other major funding mechanisms (EU including ENI, ECHO, FRIT)?</b>			
<b>Judgement criterion 6.1.</b>	<b>The EUTF BE programmes show a high degree of complementarity and a minimum degree of duplication in each of the areas of intervention amongst each other and with other major funding mechanisms (ENI, ECHO, FRIT)</b>			
Indicator 6.1.1.	Degree of overlays and gaps in the mapping.			
Data sources	Programme design and reports	Programme managers	EU Delegations	
Method	Mapping	Interviews	Interviews	
<b>Judgement criterion 6.2.</b>	<b>EUTF BE implementing partners meaningfully participate in coordination mechanisms at national level.</b>			
Indicator 6.2.1.	Mechanisms for data and information sharing have been established (Y/N)			
Data sources	Minutes of coordination meetings	Implementing partners	Coordinating organisation	

Method	Desk review	Interviews	Interviews
Indicator 6.2.2.	Number of coordination meetings during which EUTF programmes share data and information amongst each other and with other actors involved in BE.		
Data sources	Minutes of coordination meetings	Implementing partners	Coordinating organisation
Method	Desk review	Interviews	Interviews
Indicator 6.2.3.	Existence of joint or complementary initiatives		
Data sources	Minutes of meetings / programme reports	EUDs	Implementing partners
Method	Desk review	Interviews	Interviews

<b>EQ 7 SUSTAINABILITY</b>	<b>To what extent have the EUTF BE actions provided sustainable results?</b>		
<b>Judgement criterion 7.1.</b>	<b>EUTF has coordinated its actions with DEVCO and ECHO to maximise the sustainability of its actions in the area of basic education.</b>		
Indicator 7.1.1.	Number of actions implemented		
Data sources	EUTF Brussels	EUD	ECHO
Method	Interviews	Interviews	Interviews
<b>Judgement criterion 7.2.</b>	<b>Factors limiting the sustainability of EUTF BE interventions in the field of basic education have been identified.</b>		
Indicator 7.2.1.	Explicit identification of limiting factors in EUTF BE strategy / project documents.		
Data sources	EUTF Brussels	EUD	Strategic / programme documents
Method	Interviews	Interviews	Desk review
<b>Judgement criterion 7.3.</b>	<b>EUTF BE programmes have identified strategies for continuing / handing over activities after project end.</b>		
Indicator 7.3.1.	Number of sustainability strategies integrated in project documents by implementing partners.		
Data sources	Project documents	Implementing partners	
Method	Interviews	Interviews	

<b>EQ 8 EU ADDED VALUE &amp; VISIBILITY</b>	<b>What EU added value is resulting from the EUTF BE programmes/projects?</b>		
<b>Judgement criterion 8.1.</b>	<b>EUTF support in BE has enabled implementing partners to obtain additional funding for BE activities.</b>		
Indicator 8.1.1.	Amount of additional funding obtained for BE activities from implementing partners		
Data sources	Implementing partners	Stakeholders (donors)	
Method	Interviews	Interviews	

<b>Judgement criterion 8.2.</b>	<b>There has been an increase in funds for BE programmes for Syrian refugee children in large part due to EUTF BE outreach and visibility</b>		
Indicator 8.2.1.	Increase in overall funding for BE programmes from different donors		
Data sources	Donor documents	Ministries of Education	
Method	Desk review	Interviews	

<b>EQ 9 EU ADDED VALUE &amp; VISIBILITY</b>	<b>To what extent are the communication and visibility actions providing added value in terms of contributing to mainstreaming the BE programmes/projects desired effects?</b>			
<b>Judgement criterion 9.1.</b>	<b>EUTF support in BE has enabled or encouraged schools to integrate child protection minimum standards.</b>			
Indicator 9.1.1.	Comparison between schools supported under the EUTF programme and other schools in terms of child protection standards.			
Data sources	Implementing partners	EUD	Ministries	Sector analyses
Method	Interviews	Interviews	Interviews	Desk review
<b>Judgement criterion 9.2.</b>	<b>The EUTF programmes have been successful in advocating for changes in national education policies to take into account the particular vulnerabilities of Syrian refugee children in their access to basic education.</b>			
Indicator 9.2.1.	Comparison of the main advocacy points raised by implementing partners and decisions taken by national authorities.			
Data sources	Policy documents	Country / sector analyses / documents	Ministries of Education	Education stakeholders (incl implementing partners)
Method	Desk review	Desk review	Interviews	Interviews

<b>EQ 10 GENDER, PROTECTION &amp; SPECIAL NEEDS</b>	<b>What actions are taken by EUTF BE implementing partners to require / encourage schools / NFE structures to strengthen child protective behaviour and attitudes (code of conduct, prohibition of physical punishment, promotion of inclusiveness, non-violent communication, complaint mechanisms, etc.)</b>		
<b>Judgement criterion 10.1.</b>	<b>Adults working with children and children within the framework of EUTF BE programmes are aware of potential risks.</b>		
Indicator 10.1.1.	Adults and children state they are aware of potential risks.		
Data sources	Parents	Children	Adults working with children
Method	Group interview	Focus groups	Group interviews
<b>Judgement criterion 10.2.</b>	<b>Spaces are available to discuss openly with partners and children and families child protection issues (abuse, exploitation, neglect, as they affect girls and boys) and stakeholders have established mechanisms to overcome barriers.</b>		
Indicator 10.2.1.	Parents and children know about and feel their voices can be heard about child protection issues.		
Data sources	Parents	Children	
Method	Group interviews	Focus groups	

Indicator 10.2.2.	Schools and NFE structures within the EUTF BE programme provide services or ensure the availability of services allowing children, parents and families to discuss protection and gender issues.			
Data sources	Parents	Children	Teachers	Implementing partners
Method	Group interviews	Focus groups	Group interviews	Interviews

<b>EQ 11 GENDER, PROTECTION &amp; SPECIAL NEEDS</b>	<b>How do EUTF implementing partners ensure school construction and/or rehabilitation promotes child safe environments?</b>				
<b>Judgement criterion 11.1.</b>	<b>New / rehabilitated schools under the EUTF BE programmes address and promote child safe environments (including taking into account specific gender issues).</b>				
Indicator 11.1.1.	School are physically accessible and adaptable to all children's needs, including the needs of children with physical or sensory disabilities (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews
Indicator 11.1.2.	Schools provide access to safe drinking water (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews
Indicator 11.1.3.	Schools ensure safe travel to and from school (Y/N)				
Data source	Children		Teachers / headmasters		Implementing partners
Method	Focus groups		Group interviews		Interviews
Indicator 11.1.4.	Schools ensure that no unauthorised outsiders can enter the premises (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews
Indicator 11.1.5.	Adequate temperatures are ensured all year long in the children's learning environment (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews

### 4.3. Timeline / workplan

#### Inception report

During the inception phase, all of the documents made available by the European Commission were reviewed and an extensive desk research was undertaken. This has enabled the definition of the evaluation matrix and the development of the different tools which will be used during the field phase.

## Field phase

The field phase has been planned on the basis of the minimum number of days required to carry out the individual and group interviews and focus groups. The revised number of days take into account the priorities that were detailed during the kick-off meeting by the different European Commission representatives and a preliminary review of the projects and programmes. The suggested agendas for the field phase include sufficient time to carry out the individual interviews with the most important stakeholders and implementing partners; the groups interviews and focus groups with the teachers, educators, parents and children; and the school and classroom observations. In order to reduce the number of days to the minimum, only one school and one NFE centre will be visited per country. However, group interviews are foreseen with teachers at least 3 schools / 3 NFE centres per country, to ensure that sufficient data is collected to respond to the evaluation questions.

The field visits are planned during the months of April, May and June. The consultants have taken into account the holiday periods in each country and the start of Ramadan<sup>55</sup>. As much as possible, the field visits will take place before the start of Ramadan, although it is not possible, given the overall timeline, to fit all of the field missions before the 5 May 2019.

An overall timetable and workplan is provided below in Table 2. The detailed agendas for each country are provided in Tables 3-5.

## Analytic phase

The analytic phase will start in the field, when the experts can take advantage of national holidays to start putting together all of the notes and comparing them with the main elements derived from the desk research. Given the date of the foreseen Board meeting in Brussels (18 May), an outline of the preliminary findings will be made available, albeit it will only include a part of the target countries as not all of them will have been visited before this date.

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<sup>55</sup> Easter holidays in Lebanon will impact the availability of stakeholders for the interviews.

**Table 2 – Timetable & Workplan**

Date	Agenda	Resource Persons <sup>56</sup>	Country
Inception Phase			
06 March	Kick-off meeting	Team	Brussels
07 March-4 April	Drafting inception report	Team	Brussels
10 April	Validation of inception report		Brussels
Field Phase			
15-19 April	Field mission Turkey (part 1)	F. Silahsor, S. Borel	Ankara
21-27 April	Field mission Turkey (part 2)	F. Silahsor, R. Ghosn	Gaziantep
27 April-5 May	Field mission Jordan (part 1)	S. Borel, A. Malantowicz	Amman
12-16 May	Field mission Jordan (part 2)	S. Borel, A. Malantowicz, E. Alatoom	Jordan
19-25 May	Field mission Lebanon (part 1)	R. Ghosn, E. Alatoom	Beirut
9-14 June	Field mission Lebanon (part 2)	R. Ghosn, E. Alatoom	Lebanon
Reporting Phase			
1-25 June	Drafting fled report	Team	
25 June	Submission of field report	Team	
25 June-30 July	Drafting final report	Team	
28-30 July	Team meeting	Team	Brussels
31 July	Submission of final report	Team	
August/September	Presentation of final evaluation report	Team	

### Manning schedule of the experts

As much as possible, the number of days accounted for in the terms of references have been respected. During the inception phase only four of the five experts were available, and this has been reflected in the manning schedule. As mentioned above, the number of field days has been increased to take into account the school / NFE centres visits, focus groups and group interviews. These have been kept to a minimum but are required to collect the necessary data to respond to the evaluation questions. As such, there is an increase in the number of field days allocated to all of the experts.

The field visits will be undertaken by two experts minimum. The only exception is Jordan where three experts have been assigned for the focus groups and group interviews due to language requirements.

Task	Location	Indicative division of working days					Calendar
		Key Expert 1 S. Borel	Key Expert 2 R. Ghosn	Key Expert 3 F. Silahsor	Key Expert 4 A. Malantowicz	Key Expert 5 E. Alatoom	
<b>Inception phase</b>							

<sup>56</sup> Refer to the team composition below.

Task	Location	Indicative division of working days					Calendar
Kick off meeting with EUTF Services	Brussels with VC connection to the region	1 day	0 days	2 days	1 day	0 days	March 2019
Preparation for field missions and Draft Inception report	Home office	7 days	5 days	2 days	5 days	0 days	
Preparation of Final Inception report	Home office	1 day	1 day	1 day	1 day	0 days	
<b>Subtotal inception phase</b>		<b>9</b>	<b>6</b>	<b>5</b>	<b>7</b>	<b>0</b>	
<b>Field phase</b>							
Field missions, incl. analytical work and preparation of internal mission notes	Turkey, Lebanon, Jordan	Jordan: 12 days Turkey: 5 days Total=17	Lebanon: 10 days Turkey: 5 days Total=15	Turkey: 8 days	Jordan: 12	Lebanon: 10 days Jordan: 4 days Total=14	April/ May / June 2019
Debriefing of field missions	Brussels with VC connection to the region	2 days	2 days	-	-	-	May / June 2019
<b>Subtotal field phase</b>		<b>19</b>	<b>17</b>	<b>8</b>	<b>12</b>	<b>14</b>	
<b>Reporting phase</b>							
Presentation of findings at Operational Board (optional)	Brussels	1 day	-	-	-	-	May 2019
Preparation of Draft Evaluation report	Home office	8 days	8 days	4 days	4 days	1 days	June 2019
Preparation of Final Evaluation report	Home office	3 days	2 days	1 day	2 days	1 day	July 2019
Presentation of Final Evaluation report (optional)	Brussels with VC connection to the region	1 day	-	-	-	-	August/September 2019
<b>Subtotal reporting phase</b>		<b>13</b>	<b>10</b>	<b>5</b>	<b>6</b>	<b>2</b>	
<b>Total</b>		<b>41 days</b>	<b>33 days</b>	<b>18 days</b>	<b>25 days</b>	<b>20 days</b>	

Table 3 – Turkey mission agenda

### Stakeholders interviews (15-19 April)

Place / Date	Organisation	Persons interviewed
15 April 2019	Travel Brussels-Ankara (SB)	
16 April 2019, Ankara		
9.00-11.30	EUD Turkey	Laura Fallavollita, International Cooperation Officer, Facility for Refugees in Turkey Email: Laura.FALLAVOLLITA@eeas.europa.eu  İlhan Gültekin, Programme Manager- Infrastructure, Facility for Refugees in Turkey Email: ilhan.gultekin@eeas.europa.eu
11:30-12:30	EUD Turkey (Frit)	Emma Clua, Head of Section- Facility for Refugees in Turkey Email: Emma.CLUA@eeas.europa.eu

13:30-14:30	Presidency FRIT Coordination Office	-
15:00-16:00	Ministry of National Education	- Deputy Undersecretary
16:30-17:30	Ministry of National Education	- Project teams (UNICEF and Qudra)
17 April 2019, Ankara		
9.00-10.30	UNICEF	-
11:00-12:30	Ministry of Family, Labour and Social Services	-
14.00-15:30	Association for Solidarity with Asylum Seekers and Migrants  (ASAM) or Refugee Education Trust (RET) (NGOs)	-
16:00-17:30	DG ECHO field office	-
18 April 2019, Ankara		
9.00-10.30	GIZ	-
11.00-12.30	KfW	-
14:00-15:30	Ministry of National Education- KfW project management team (Construction Dept.)	-
16:00-17:00	UNHCR	-
19 April 2019	Travel Ankara-Brussels (SB)	

### School visits, focus groups and group interviews (21-27 April)

Place / Date	Location	Activity
21 April 2019	Travel Brussels/Ankara-Gaziantep	
22 April 2019		
9.00-17.00	School visit	Head teachers interview (45')  School checklist (accompanied by head teacher) (35')  Classroom observation x 2 (60' x 2)  Total time = 3h20'  Focus groups with children (90' x 3)  Total time = 4h30'
23 April 2019 (national holiday)		
	Notes revision	
24 April 2019		
9.00-17.00	Gaziantep	Focus group with children out of school (90 x 3)

		<p>Group interviews with parents of out of school children (45')</p> <p>Total time: 5h15'</p> <p>Group interview with teachers from different schools (45')</p> <p>Group interview with educators from different NFE centres (45')</p> <p>Total time: 1h30'</p>
25 April 2019		
9.00-12.00	Gaziantep	<p>Group interviews with parents (schools) (45' x 2)</p> <p>Group interviews with parents (NFE) (45' x 2)</p> <p>Total time: 3h</p>
14.00-15.30	UNICEF	Interview with local teams
16.00-17.30	KfW or GIZ	Interview with local teams
26 April 2019		
9.00-17.00	NFE centre visit	<p>Head teachers interview (45')</p> <p>School checklist (accompanied by head teacher) (35')</p> <p>Classroom observation x 2 (60' x 2)</p> <p>Total time = 3h20'</p> <p>Focus groups with children (90' x 3)</p> <p>Total time = 4h30'</p>
27 April 2019	Travel to Brussels/Ankara	

**Table 3 – Jordan mission agenda**

**Stakeholders interviews (27 April – 5 May)**

Place / Date	Organisation	Persons interviewed
Amman		
27 April 2019	Travel Brussels-Amman	
28 April 2019		
9.00-11.30	EUD Jordan	<p>Maria-Rosa Vettoretto, Programme Manager, <a href="mailto:Rosa.VETTORETTO@eeas.europa.eu">Maria-Rosa.VETTORETTO@eeas.europa.eu</a></p> <p>Other EUD Jordan staff as deemed relevant</p>
11.30-12.30	DG ECHO field office	
13.00-14.30	GIZ	<p>Qudra Module Team Leader</p> <p>Country Module Implementing Officer</p>
15.30-17.00	Ministry of Education	<p>Khaled Mohareb, Head of NFE Department</p> <p>Zainab al-Shawabkeh, Director of Education Management</p>
29 April 2019		

9.00-10.30	UNICEF	Kenan Madi, Makani Programme Coordinator, <a href="mailto:kemadi@unicef.org">kemadi@unicef.org</a> Diana Moulla, M&E Specialist, <a href="mailto:dmoulla@unicef.org">dmoulla@unicef.org</a> Other staff in charge of the project T04.78 as deemed necessary
11.30-13.00	Questscope	Mentoring Programme Manager Other staff in charge of education
15.00-16.30	World Vision, Generations for Peace	Chief of Party, WV Country Programme Manager, WV Children in Emergencies & Education Sector Manager, WV GfP representative
30 April 2019		
9.00-10.30	AVSI	Lucia Castelli, Chief of Party, <a href="mailto:Lucia.Castelli@avsi.org">Lucia.Castelli@avsi.org</a> Nicola Orsini, Area Manager (Jordan), <a href="mailto:Nicola.Orsini@avsi.org">Nicola.Orsini@avsi.org</a> Simon Suweis, Country Representative, <a href="mailto:Simon.Suweis@avsi.org">Simon.Suweis@avsi.org</a> Fadi Hrimat, Project Coordinator
11.30-13.00	Terre des Hommes	Giuseppe Campisi, Area Manager (Jordan), <a href="mailto:g.campisi@tdhitaly.org">g.campisi@tdhitaly.org</a> Giuliano Paterniti, M&E Officer, <a href="mailto:g.paterniti@tdhitaly.org">g.paterniti@tdhitaly.org</a>
15.00-16.30	AFD	-
1 May 2019		
9.00-10.30	National holiday	Notes revision
2 May 2019		
9.00-10.30	NRC	
11.30-13.00	Relief International	-
15.00-17.00	Selected Makani partners (2-3)	-
3 May 2019		
9.00-17.00	Notes revision	
4 May 2019	Day off	
5 May 2019		
9.00-10.30	KfW	
11.30-13.00	School Infrastructure Donor Coordination Working Group	
13.00	Departure to the airport	
Afternoon	Travel Amman-Brussels	

### School visits, focus groups and group interviews (12-16 May)

Place / Date	Location	Activity
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12 May 2019	Travel Brussels-Amman	
13 May 2019		
9.00-17.00	School visit	<p>Head teachers interview (45')</p> <p>School checklist (accompanied by head teacher) (35')</p> <p>Classroom observation x 2 (60' x 2)</p> <p>Total time = 3h20'</p> <p>Focus groups with children (90' x 3)</p> <p>Total time = 4h30'</p>
14 May 2019		
9.00-17.00	NFE centre visit	<p>Head teachers interview (45')</p> <p>School checklist (accompanied by head teacher) (35')</p> <p>Classroom observation x 2 (60' x 2)</p> <p>Total time = 3h20'</p> <p>Focus groups with children (90' x 3)</p> <p>Total time = 4h30'</p>
15 May 2019		
9.00-17.00	Region 1	<p>Focus group with children out of school (90 x 3)</p> <p>Group interviews with parents of out of school children (45')</p> <p>Total time: 5h15'</p> <p>Group interview with teachers from different schools (45')</p> <p>Group interview with educators from different NFE centres (45')</p> <p>Total time: 1h30'</p>
16 May 2019		
9.00-12.00	Region 1	<p>Group interviews with parents (schools) (45' x 2)</p> <p>Group interviews with parents (NFE) (45' x 2)</p> <p>Total time: 3h</p>
Afternoon	Travel Amman-Brussels	

**Table 4 – Lebanon mission agenda**

**Stakeholder interviews (19-25 May 2019)**

Place / Date	Organisation	Persons interviewed
Beirut		
19 May 2019	Travel Brussels-Beirut	
20 May 2019		

9.00-11.30	EUD Lebanon	- Ryan Knox, Project Officer EUTF Lebanon - Georgia Galati, Programme Manager for the EUTF, Email: <a href="mailto:Georgia.GALATI@eeas.europa.eu">Georgia.GALATI@eeas.europa.eu</a>
11.30-12.30	DG ECHO field office	-
13.00-14.30	AVSI	- Davide Amurri, Chief of Party, Email: <a href="mailto:davide.amurri@avsi.org">davide.amurri@avsi.org</a>
15.30-17.00	Ministry of Education & Higher Education (MEHE)	- Fadi Yarak, DG, Email: <a href="mailto:FYarak@MEHE.gov.lb">FYarak@MEHE.gov.lb</a> , - Sonia Khoury, PMU, Email: <a href="mailto:SKhoury@MEHE.gov.lb">SKhoury@MEHE.gov.lb</a>
21 May 2019		
9.00-10.30	Qudra (GIZ)	- Mohammed Kollak, Email: <a href="mailto:mohammed.kolak@giz.de">mohammed.kolak@giz.de</a> - Haikal El Abed, Email: <a href="mailto:haikal.elabed@giz.de">haikal.elabed@giz.de</a>
11.30-13.00	Lebanon Humanitarian NGO Forum (LHIF)	- Camilla Jelbart Mosse, Email: <a href="mailto:coordinator@lhif.org">coordinator@lhif.org</a>
15.00-16.30	AFD	-
22 May 2019		
9.00-10.30	UNICEF	-
11.30-13.00	UNRWA	-
15.00-16.30	UNHCR	-
23 May 2019		
9.00-10.30	DE	-
11.30-13.00	Kayani (AUB)	-
15.00-16.30	DFID	-
25 May 2019	Travel Beirut-Brussels	

### School visits, focus groups and group interviews (9-14 June)

Place / Date	Location	Activity
9 June 2019	Travel Brussels-Beirut	
10 June 2019		
9.00-17.00	School visit	Head teachers interview (45') School checklist (accompanied by head teacher) (35') Classroom observation x 2 (60' x 2) Total time = 3h20' Focus groups with children (90' x 3) Total time = 4h30'
11 June 2019		
9.00-17.00	NFE centre visit	Head teachers interview (45') School checklist (accompanied by head teacher) (35') Classroom observation x 2 (60' x 2) Total time = 3h20'

		Focus groups with children (90' x 3) Total time = 4h30'
12 June 2019		
9.00-17.00	Region 1	Focus group with children out of school (90 x 3) Group interviews with parents of out of school children (45') Total time: 5h15'
13 June 2019		
	Region 1	Group interviews with parents (schools) (45' x 2) Group interviews with parents (NFE) (45' x 2) Total time: 3h Group interview with teachers from different schools (45') Group interview with educators from different NFE centres (45') Total time: 1h30'
14 June 2019	Travel Beirut-Brussels	

#### 4.4. Roles of the experts

The team is composed of five experts, bringing together a complementary set of skills and expertise:

Sophie Borel, Key expert 1 – Team Leader with child protection, human rights and education expertise and experience in the formulation, implementation and evaluation of cooperation programmes and a good knowledge of the region. She will coordinate the evaluation process and ensure the delivery of the evaluation outputs.

Robert Ghosn, Key expert 2 – Basic education and child protection expert with first-hand experience with programmes/projects funded by the EU and other international institutions and donors, and in-depth knowledge of the region, in particular Lebanon.

Firuzan Silahsor, Key expert 3 – BE expert and co-evaluator, with in-depth knowledge of Turkey and good experience in evaluating and monitoring education programmes and projects.

Artur Malantowicz, Key expert 4 – Junior expert with research, data collection and analysis expertise, and proficiency in mapping and graphic design, and good knowledge of the region.

Enas Alatoom, Key expert 5 – Junior expert with good knowledge of Jordan and good experience in basic education, data collection and analysis.

## 4.5. Evaluation report format

THE STRUCTURE OF THE EVALUATION REPORT IS PROPOSED AS FOLLOWS:

Table of Contents		Annexes	
1	Glossary of Acronyms	A1	Terms of Reference
2	Executive Summary	A2	Scope of the evaluation
3	Main Report	A3	Evaluation matrix
3.1	Introduction	A4	Evaluation details
3.2	Response to evaluation questions	A5	Options for further EUTF support
3.3	Conclusions	A6	List of interviews
3.4	Lessons learnt and recommendations	A7	List of documents

## 4.5. Quality control

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

- Meet information needs
- Appropriate design
- Reliable data
- Sound analysis
- Credible findings
- Valid and useful conclusions
- Realistic recommendations
- Clarity

The quality assessment will ensure that the evaluation 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. Limitations on data reliability or related

to the availability, quantity or quality of data which have implications for the findings, conclusions and recommendations will be articulated.

## 5. Assumptions and risks

**Table 4 – Assumptions and risks**

Assumption/Risk	Assessment	Mitigation
Limited access to key information from families, children, teachers and other field practitioners	Medium risk, compounded by the limited number of foreseen field days and a very tight schedule that runs through Ramadan, Easter week (for Lebanon) and local bank holidays.	Commitment by all parties to display flexibility, including for increasing the number of field days, in order to support the organisation of interviews with children, families and those working with them.  EU Delegations and implementing partners provide support in contacting key stakeholders to organise these focus groups and interviews.
Unreliability or inconsistency of data	Low risk	Triangulation of data  Collection of primary data  Mention conflicting data with sources, where relevant
Security and political stability	Very low risk	Should the security or political situation significantly deteriorate, we will consult with in-country EU delegations on the best way to move forward, adapting our approach to the new situation
Scope of the evaluation is too large	High risk	During the process, all parties should continuously coordinate to ensure the evaluation remains focused and in line with agreed upon priorities.  Maintaining expectations at a reasonable level  Clear identification of areas that will not be covered by the evaluation if required.
Information collected from partners is influenced by their own equities	Medium risk	The EU should clearly frame the evaluation as an integral part of the programme that should be approached in a constructive way and work in-country to ensure ownership of evaluation by all partners.  Triangulation of information.
Challenge to collect data from children in a fashion that is useful and protective of their rights	Medium risk, especially in environments where children are not used to be listened to by adults	Use appropriate child protection safeguards during interaction with children (code of Conduct as a minimum)

		<p>Use activities such as drawings to help children express their views.</p> <p>Allow enough time for children interviews and accept that children might want to mention issues outside the scope of the evaluation.</p>
Maintain consistency in the approach and analysis across countries	Low risk	<p>Detailed data gathering tools (evaluation matrix, semi structured interview format, etc.)</p> <p>Evaluators will work in pairs.</p> <p>Findings, challenges, lessons learned in any country will cross-pollinate to all countries.</p>

## 6. Annexes

### Annex 1 – Code of conduct for evaluation team

This Code of Conduct - applies to the members of the team involved in the evaluation of the EUTF BE programmes. This Code of Conduct is an adaptation of the *Save the Children Denmark Code of Conduct*.

The guidelines applies to us throughout the field phase of the evaluation, 24/7, and is as relevant and applicable to our personal life as it is to our professional life during this period. For this reason, all of the team members who will be in contact and working with children during the field phase are required to sign a declaration confirming that they have read and understood the Code of Conduct and agree to comply with the requirements of the Code at all times. That is:

#### **I will work actively to safeguard children**

During any time of the field phase when I will be working or communicating with children, in particular during the school visits and focus groups, I will report to Particip any concerns about the welfare of a child.

I will not:

- Act in any way that places children at risk of harm.
- Withhold information about any current criminal convictions, charges or civil proceedings in relation to child neglect or abuse, prior to conducting to the field missions.

#### **I will maintain high standards of personal and professional conduct**

Striving for high standards in my work, taking responsibility for my actions and not abusing my position of power as an expert in the evaluation team.

I will not:

- Behave in a way that undermines my ability to do my job.
- Take part in any form of discrimination, harassment, or abuse (physical, sexual or verbal), intimidation or exploitation, or in any other way infringe on the rights of others.
- Engage in sexual relations with anyone under the age of 18, or abuse or exploit a child in any way.

#### **PERSONAL DECLARATION**

I confirm that I have read, understood and shall abide by the Code of Conduct principles for the entire field mission period.

..... Signature

..... Date ..... Name in block letters

## Annex A3 – Evaluation matrix

<b>EQ 1 RELEVANCE</b>	<b>To what extent do the EUTF BE programmes provide increased opportunities to access basic education for children refugees from Syria?</b>			
<b>Judgement criterion 1.1.</b>	<b>The needs and barriers / particular vulnerabilities (including specific gender vulnerabilities) to access basic education have been adequately identified by the programmes and are regularly / systematically updated.</b>			
Indicator 1.1.1.	List & description of barriers / vulnerabilities in project documents (including specific gender vulnerabilities)			
Data sources	Project documents	Country / sector analyses / documents		
Method	Desk review	Desk review		
Indicator 1.1.2.	Updated list of needs and barriers / vulnerabilities (including specific gender vulnerabilities) in project documents (monitoring / progress reports)			
Data sources	Project documents	Implementing partners	Country / sector analyses / documents	
Method	Desk review	Interviews	Desk review	
<b>Judgement criterion 1.2.</b>	<b>The services provided by the EUTF BE programmes take into account the particular vulnerabilities of children refugees from Syria and their families and specifically address these (including specific gender vulnerabilities).</b>			
Indicator 1.2.1.	Level of correlation between main barriers / vulnerabilities and services provided by implementing partners			
Data sources	Project documents	Implementing partners		
Method	Desk review	Interviews		
Indicator 1.2.2.	Level of correspondence between responses from parents, children, teachers and implementing partners with regards to needs and barriers / vulnerabilities and services provided			
Data sources	Children	Families (parents)	Teachers	Implementing partners
Method	Focus groups / radar charts	Group interviews / radar charts	Group interviews / radar charts	Interviews / radar charts
<b>Judgement criterion 1.3.</b>	<b>The geographical distribution of the EUTF BE programmes within the countries of operation ensures that the most vulnerable communities are served.</b>			
Indicator 1.3.1.	Geographical distribution of programmes (disaggregated by type of intervention) compared with location of particularly vulnerable / underserved Syrian refugee communities and host communities.			
Data sources	Country / sector analyses / documents	Project documents		
Method	Mapping	Mapping		

<b>EQ 2 EFFECTIVENESS</b>	<b>To what extent are the EUTF BE programmes providing inclusive quality basic education (including taking into account specific gender aspects) for children refugees from Syria?</b>			
<b>Judgement criterion 2.1.</b>	<b>A majority of the children and families interviewed feel encouraged and value going / sending their children to school.</b>			
Indicator 2.1.1.	% of children who respond positively with regards to the quality of their education (analysed from a gender perspective).			
Data sources	Children			
Method	Focus groups			
Indicator 2.1.2.	% of parents who respond positively with regards to the quality of education of their children (analysed from a gender perspective).			
Data sources	Parents			
Method	Group interviews			
Indicator 2.1.3.	Number of children who attend NFE (provided by EUTF programmes) and who have been able to re-integrate the FE system (analysed from a gender perspective).			
Data sources	Project documents	Parents	Implementing partners	
Method	Desk review	Group interviews	Interviews	
<b>Judgement criterion 2.2.</b>	<b>There is an increase in the number of children enrolled / attending schools (with the assumption that there is sufficient capacity to host an increase in the number of children).</b>			
Indicator 2.2.1.	% increase in the number of children attending schools over the past 3 years.			
Data sources	Implementing partners	EUD	Ministries	
Method	Interviews	Interviews	Interviews	

Indicator 2.2.2.	The reasons given by parents for not sending their children to schools and by children not enrolled in schools have been taken addressed by the implementing partners.			
Data sources	Parents (of children not enrolled in schools)	Children (not enrolled in schools)	Implementing partners	EUD
Method	Group interviews	Focus groups	Interviews	Interviews

<b>EQ 3 EFFECTIVENESS</b>	<b>To what extent have the EUTF BE programmes been able to achieve their set objectives and results in each country of operation?</b>			
<b>Judgement criterion 3.1.</b>	<b>Each programme is on schedule in terms of the achievement of results, according to the defined logframes and timelines.</b>			
Indicator 3.1.1.	% of achievement according to EUTF programmes progress and results indicators.			
Data sources	Logframes and monitoring reports	Implementing partners	EUDs	
Method	Desk review	Semi-structured interviews	Interviews	

<b>EQ 4 EFFICIENCY</b>	<b>What is the currently most effective aid modality to support the provision of BE under the EUTF-Syria or other EU instruments?</b>			
<b>Judgement criterion 4.1.</b>	<b>There is a clear cost efficiency when comparing the different approaches (multi-country/regional versus national)</b>			
Indicator 4.1.1.	Comparative per child cost for comparable services (school construction/rehabilitation; provision of different services)			
Data sources	Financial data of the EUTF programmes	Project documents	Implementing partners	
Method	Interviews	Desk review	Interviews	
<b>Judgement criterion 4.2.</b>	<b>There is a clear cost efficiency when comparing the different types of support.</b>			
Indicator 4.2.1.	Comparative costs of provision of services or rehabilitation/reconstruction of schools undertaken by national government versus projects implemented by other implementing partners.			
Data sources	Financial data of the EUTF programmes	Project documents	Implementing partners	Ministries
Method	Interviews	Desk review	Interviews	Interviews

<b>EQ 5 EFFICIENCY</b>	<b>How is efficiency measured and taken into account by EUTF BE implementing partners?</b>			
<b>Judgement criterion 5.1.</b>	<b>EUTF BE implementing partners have clear efficiency indicators and strategies to provide the best value for money in the activities they undertake.</b>			
Indicator 5.1.1.	Quality of efficiency strategies and indicators and extent to which these are monitored and revised.			
Data sources	Financial data of the EUTF programmes	Project documents	Implementing partners	
Method	Interviews	Desk review	Interviews	

<b>EQ 6 COHERENCE &amp; COMPLEMENTARITY</b>	<b>To what extent do the EUTF BE programmes ensure a minimum of duplication and a maximum level of complementarity amongst each other and with other major funding mechanisms (EU including ENI, ECHO, FRIT)?</b>			
<b>Judgement criterion 6.1.</b>	<b>The EUTF BE programmes show a high degree of complementarity and a minimum degree of duplication in each of the areas of intervention amongst each other and with other major funding mechanisms (ENI, ECHO, FRIT)</b>			
Indicator 6.1.1.	Degree of overlays and gaps in the mapping.			
Data sources	Programme design and reports	Programme managers	EU Delegations	
Method	Mapping	Interviews	Interviews	
<b>Judgement criterion 6.2.</b>	<b>EUTF BE implementing partners meaningfully participate in coordination mechanisms at national level.</b>			
Indicator 6.2.1.	Mechanisms for data and information sharing have been established (Y/N)			
Data sources	Minutes of coordination meetings	Implementing partners	Coordinating organisation	
Method	Desk review	Interviews	Interviews	
Indicator 6.2.2.	Number of coordination meetings during which EUTF programmes share data and information amongst each other and with other actors involved in BE.			

Data sources	Minutes of coordination meetings	Implementing partners	Coordinating organisation
Method	Desk review	Interviews	Interviews
Indicator 6.2.3.	Existence of joint or complementary initiatives		
Data sources	Minutes of meetings / programme reports	EUDs	Implementing partners
Method	Desk review	Interviews	Interviews

<b>EQ 7 SUSTAINABILITY</b>	<b>To what extent have the EUTF BE actions provided sustainable results?</b>		
<b>Judgement criterion 7.1.</b>	<b>EUTF has coordinated its actions with DEVCO and ECHO to maximise the sustainability of its actions in the area of basic education.</b>		
Indicator 7.1.1.	Number of actions implemented		
Data sources	EUTF Brussels	EUD	ECHO
Method	Interviews	Interviews	Interviews
<b>Judgement criterion 7.2.</b>	<b>Factors limiting the sustainability of EUTF BE interventions in the field of basic education have been identified.</b>		
Indicator 7.2.1.	Explicit identification of limiting factors in EUTF BE strategy / project documents.		
Data sources	EUTF Brussels	EUD	Strategic / programme documents
Method	Interviews	Interviews	Desk review
<b>Judgement criterion 7.3.</b>	<b>EUTF BE programmes have identified strategies for continuing / handing over activities after project end.</b>		
Indicator 7.3.1.	Number of sustainability strategies integrated in project documents by implementing partners.		
Data sources	Project documents	Implementing partners	
Method	Interviews	Interviews	

<b>EQ 8 EU ADDED VALUE &amp; VISIBILITY</b>	<b>What EU added value is resulting from the EUTF BE programmes/projects?</b>		
<b>Judgement criterion 8.1.</b>	<b>EUTF support in BE has enabled implementing partners to obtain additional funding for BE activities.</b>		
Indicator 8.1.1.	Amount of additional funding obtained for BE activities from implementing partners		
Data sources	Implementing partners	Stakeholders (donors)	
Method	Interviews	Interviews	
<b>Judgement criterion 8.2.</b>	<b>There has been an increase in funds for BE programmes for Syrian refugee children in large part due to EUTF BE outreach and visibility</b>		
Indicator 8.2.1.	Increase in overall funding for BE programmes from different donors		
Data sources	Donor documents	Ministries of Education	
Method	Desk review	Interviews	

<b>EQ 9 EU ADDED VALUE &amp; VISIBILITY</b>	<b>To what extent are the communication and visibility actions providing added value in terms of contributing to mainstreaming the BE programmes/projects desired effects?</b>			
<b>Judgement criterion 9.1.</b>	<b>EUTF support in BE has enabled or encouraged schools to integrate child protection minimum standards.</b>			
Indicator 9.1.1.	Comparison between schools supported under the EUTF programme and other schools in terms of child protection standards.			
Data sources	Implementing partners	EUD	Ministries	Sector analyses
Method	Interviews	Interviews	Interviews	Desk review
<b>Judgement criterion 9.2.</b>	<b>The EUTF programmes have been successful in advocating for changes in national education policies to take into account the particular vulnerabilities of Syrian refugee children in their access to basic education.</b>			
Indicator 9.2.1.	Comparison of the main advocacy points raised by implementing partners and decisions taken by national authorities.			
Data sources	Policy documents	Country / sector analyses / documents	Ministries of Education	Education stakeholders (incl implementing partners)
Method	Desk review	Desk review	Interviews	Interviews

<b>EQ 10 GENDER, PROTECTION &amp; SPECIAL NEEDS</b>	<b>What actions are taken by EUTF BE implementing partners to require / encourage schools / NFE structures to strengthen child protective behaviour and attitudes (code of conduct,</b>			
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	<b>prohibition of physical punishment, promotion of inclusiveness, non-violent communication, complaint mechanisms, etc.)</b>			
<b>Judgement criterion 10.1.</b>	<b>Adults working with children and children within the framework of EUTF BE programmes are aware of potential risks.</b>			
Indicator 10.1.1.	Adults and children state they are aware of potential risks.			
Data sources	Parents	Children	Adults working with children	
Method	Group interview	Focus groups	Group interviews	
<b>Judgement criterion 10.2.</b>	<b>Spaces are available to discuss openly with partners and children and families child protection issues (abuse, exploitation, neglect, as they affect girls and boys) and stakeholders have established mechanisms to overcome barriers.</b>			
Indicator 10.2.1.	Parents and children know about and feel their voices can be heard about child protection issues.			
Data sources	Parents	Children		
Method	Group interviews	Focus groups		
Indicator 10.2.2.	Schools and NFE structures within the EUTF BE programme provide services or ensure the availability of services allowing children, parents and families to discuss protection and gender issues.			
Data sources	Parents	Children	Teachers	Implementing partners
Method	Group interviews	Focus groups	Group interviews	Interviews

<b>EQ 11 GENDER, PROTECTION &amp; SPECIAL NEEDS</b>	<b>How do EUTF implementing partners ensure school construction and/or rehabilitation promotes child safe environments?</b>				
<b>Judgement criterion 11.1.</b>	<b>New / rehabilitated schools under the EUTF BE programmes address and promote child safe environments (including taking into account specific gender issues).</b>				
Indicator 11.1.1.	School are physically accessible and adaptable to all children's needs, including the needs of children with physical or sensory disabilities (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews
Indicator 11.1.2.	Schools provide access to safe drinking water (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews
Indicator 11.1.3.	Schools ensure safe travel to and from school (Y/N)				
Data source	Children		Teachers / headmasters		Implementing partners
Method	Focus groups		Group interviews		Interviews
Indicator 11.1.4.	Schools ensure that no unauthorised outsiders can enter the premises (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews
Indicator 11.1.5.	Adequate temperatures are ensured all year long in the children's learning environment (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews

## **Annex A4 – Evaluation details – Jordan**

### **1. Socio-economic context of the country and the outlook for the near future**

<b>Country context (2018)<sup>57</sup></b>	
Population (million)	9 956 011
GDP (current US\$ billion)	42.4
GDP per capita (current US\$)	4 278
Life expectancy at birth (years)	74.3

The Hashemite Kingdom of Jordan, surrounded by a hostile and violent neighbourhood, almost fully landlocked, deprived of significant natural resources and concerned with its water scarcity, exists within a sensitive socio-political environment that is economically, militarily and demographically weaker than its neighbours. And yet, Jordan remains one of the most stable countries in the Middle East, skilfully navigating regional volatility, consecutive waves of refugees and domestic demands for political reform. It is possible thanks to the political, military and economic support of the European Union, the United States and the Gulf States, all having vested interest in this geopolitically strategic part of the world and its stability<sup>58</sup>.

At the same time, despite undertaking reforms in education, health, as well as privatization and liberalization, Jordan's economy remains structurally weak and dependent on the flow of external capital, be it in the form of foreign aid or private remittances from the Jordanians living abroad. While it has gradually lost its significance in the last years, redistribution of rent among the supporters of the Hashemite monarchy has historically proven to be the most efficient tool to ensure the regime's survival<sup>59</sup>. Following two decades of a relative economic stability, in the aftermath of the Arab spring and, in particular, the civil war in Syria and the war with the so-called Islamic State, Jordan has recently witnessed fluctuations in its economic indicators with rising levels of inflation, poverty, unemployment rates and socio-economic inequality. The unprecedented influx of refugees, disrupted trade routes, loss of foreign investments and decline in tourism revenues have further constrained the already challenging socio-economic environment<sup>60</sup>.

<sup>57</sup> World Bank, *Macro Poverty Outlook for the Middle East and North Africa*, April 2019, pp. 146-147, available at: <http://pubdocs.worldbank.org/en/837261553672494334/jordan-MEU-April-2019-Eng.pdf> [accessed 4 August 2019].

<sup>58</sup> A. Malantowicz, "Democracy or Stability? Everlasting Dilemma of the Hashemite Kingdom of Jordan", *Hemispheres. Studies on Cultures and Societies*, No. 32, 2017.

<sup>59</sup> W. Knowles, *Jordan Since 1989: A Study in Political Economy*, I.B. Tauris, London 2005.

<sup>60</sup> World Bank, *The World Bank in Jordan/Overview*, available at: <https://www.worldbank.org/en/country/jordan/overview> [accessed 4 August 2019].

In 2018, Jordan's economy has grown by mere 2 per cent (GDP growth being almost twice smaller than before the Syria crisis), constrained by structural impediments and a difficult regional setting. Unemployment rate continued to increase, to 18.6 per cent in 2018 on average (compared to 18.3 per cent in 2017 and 12.5 per cent in 2010), with the youth unemployment rate reaching a staggering 37.2 per cent, the highest in country's history<sup>61</sup>. Importantly, the labour market has not been able to provide enough high skilled jobs for Jordan's young and educated population and unemployment patterns consistently show marginalisation of females, youth and university graduates<sup>62</sup>. While efforts were made by the Jordanian government to cut state subsidies and curb public spending as well as introduce the new income tax legislation in November 2018, Jordan's fiscal deficit will remain almost intact, same as its foreign debt, estimated at around 93.9 per cent of GDP in 2019<sup>63</sup>. With the above in mind, it is clear that Jordan's economy has very little to no capacity to absorb additional external shocks or to deal with the Syrian refugee crisis by itself. A substantial international support is needed to ensure service provision to both refugees and vulnerable local communities in a country with the second biggest number of refugees per capita in the world.

## **2. The situation of refugees from Syria**

Jordan currently hosts more than 1.3 million Syrians<sup>64</sup>, including 662,010 UNHCR registered refugees as of July 2019, with approximately 123,000 living in camps (18.6 per cent)<sup>65</sup>. The remaining refugees have settled in urban and rural areas, primarily in northern governorates (Mafrq, Irbid, Zarqa) and in Amman. More than half of registered refugees are children (around 334,000), of which more than 210,000 are in school age (6-17 years old)<sup>66</sup>. While the number of Syrian refugees in Jordan remains relatively stable since 2016, they face increasing vulnerability as their savings, assets and resources are long exhausted. Over 90 per cent of the Syrian refugees are below poverty line<sup>67</sup>, a much higher rate than the one prevailing among Jordanians – 14.4 per cent<sup>68</sup>. Providing for their needs and ensuring their access to key public services, including health, education, housing, municipal services and water and electricity supply, has impacted heavily on Jordan's finances and ability to deliver quality services for all.

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<sup>61</sup> World Bank, *Youth unemployment in Jordan*, available at: <https://data.worldbank.org/indicator/SL.UEM.1524.ZS> [accessed 4 August 2019].

<sup>62</sup> World Bank, *Macro Poverty Outlook...*

<sup>63</sup> Ibid.

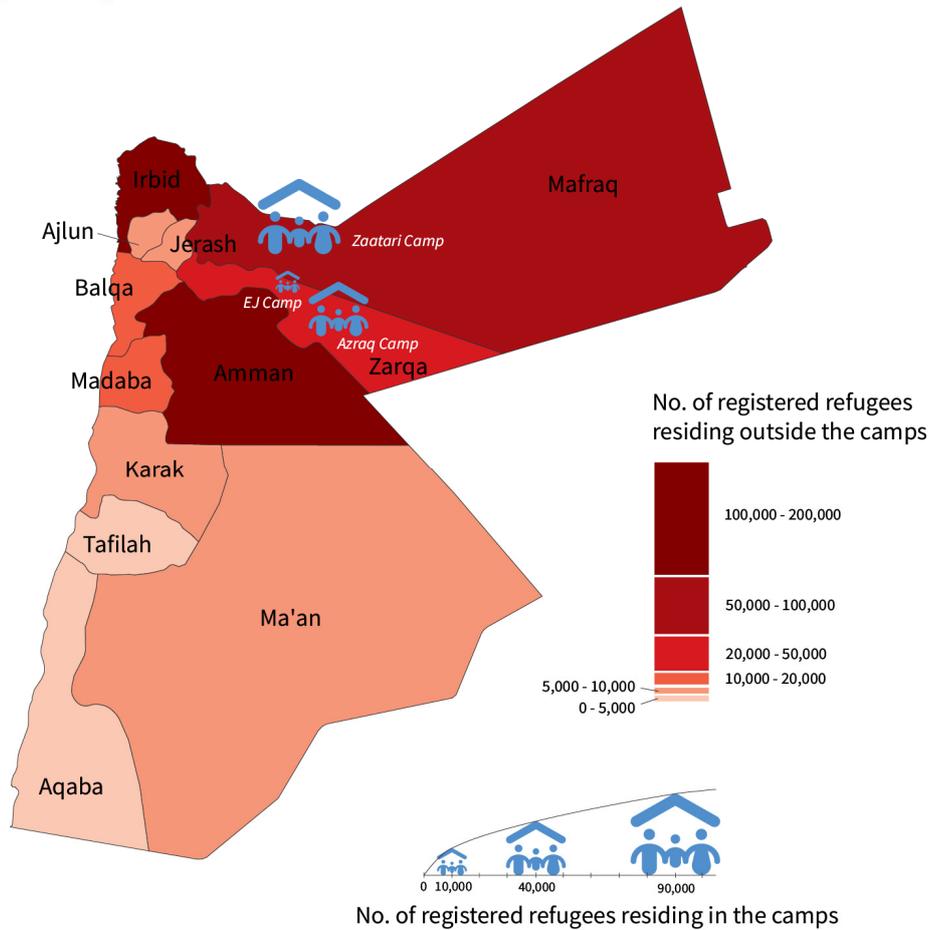
<sup>64</sup> According to Jordanian authorities (e.g., *Jordan Response Plan 2018-2020*).

<sup>65</sup> UNHCR, *Syrian Regional Refugee Response / Jordan*, available at: <https://data2.unhcr.org/en/situations/syria/location/36> [accessed 4 August 2019].

<sup>66</sup> Ibid.

<sup>67</sup> UNHCR, *UNHCR and partners warn in Syria report of growing poverty, refugee needs*, 5 July 2016, available at: <https://www.unhcr.org/news/press/2016/7/577b717a4/unhcr-partners-warn-syria-report-growing-poverty-refugee-needs.html> [accessed 4 August 2019]

<sup>68</sup> World Bank, *Macro Poverty Outlook...*



**Fig. 1 – UNHCR Registered Syrians in Jordan as of 4 August 2019.**

Source: Author's own work on the basis of UNHCR data, available at: <https://data2.unhcr.org/en/situations/syria/location/36> [accessed 4 August 2019].

A recent survey of a sample of Syrian refugee households, conducted by the Department of Statistics (DoS) between November 2017 and January 2018, confirmed the statistics presented by UNHCR. The refugees covered by the survey have been in Jordan for 4.6 years, on average, with only 2 per cent having been back in Syria during this time. Mean household size is 5.3 persons and 22 per cent of all households are headed by women. The Syrian refugee population in Jordan is quite young, with 48 per cent of the population aged below 15, which is much younger than figures for the population in Syria prior to the crisis. Additionally, Syrian refugee women marry much earlier now than in pre-war Syria: around 14 per cent of 15 years old Syrian refugee girls were already married, compared to around 3 per cent in Syria before the war<sup>69</sup>.

Around 15 per cent of Syrian refugee adults aged 20 and above have achieved a secondary or postsecondary degree of education, while another 59 per cent have completed either basic or

<sup>69</sup> All data comes from: Å. Tiltnes et al, *The living conditions of Syrian refugees in Jordan: Results from the 2017-2018 survey of Syrian refugees inside and outside camps*, Fafo Institute for Labour and Research, Fafo-report 2019:04, available at: <https://www.fafo.no/index.php/zoo-publikasjoner/fafo-rapporter/item/the-living-conditions-of-syrian-refugees-in-jordan> [accessed 4 August 2019].

elementary education; 26 per cent did not complete any level of education altogether. Concurrently, the enrolment rates for Syrian refugee children aged 6 to 11 are high, at 99 to 100 per cent. Enrolment rates start falling from age 12 onwards: from 92 per cent at age 12, through 71 per cent at age 14, to 23 per cent at age 17 and 13 per cent at age 18. While the survey has not identified reasons behind the decreasing enrolment rates, it showed that the child labour in the sample population was fairly low: approximately 1 per cent of children aged 9 to 14 were employed and another 0.5 per cent were both employed and enrolled in school. The incidence of child labour was higher amongst boys (2.6 per cent employed and not in school) than girls (0.4 per cent). Around 12 per cent of Syrian refugee children – boys and girls alike – were neither working nor enrolled in school<sup>70</sup>.

In order to address the negative effects of the crisis, the Jordanian government has adopted the Jordan Response Plan (JRP) 2018-2020, a resilience-based approach that bridges the divide between short-term humanitarian and longer-term developmental responses. The JRP 2018–2020 is a three-year plan that seeks to respond to the needs and vulnerabilities of both Syrian refugees and the Jordanians, communities and institutions affected by the crisis. It incorporates refugee and resilience responses into one comprehensive vulnerability assessment and one single plan for each sector<sup>71</sup>, thereby becoming the only national document within which international grants for the Syria crisis should be provided<sup>72</sup>.

### **3. The national basic education landscape**

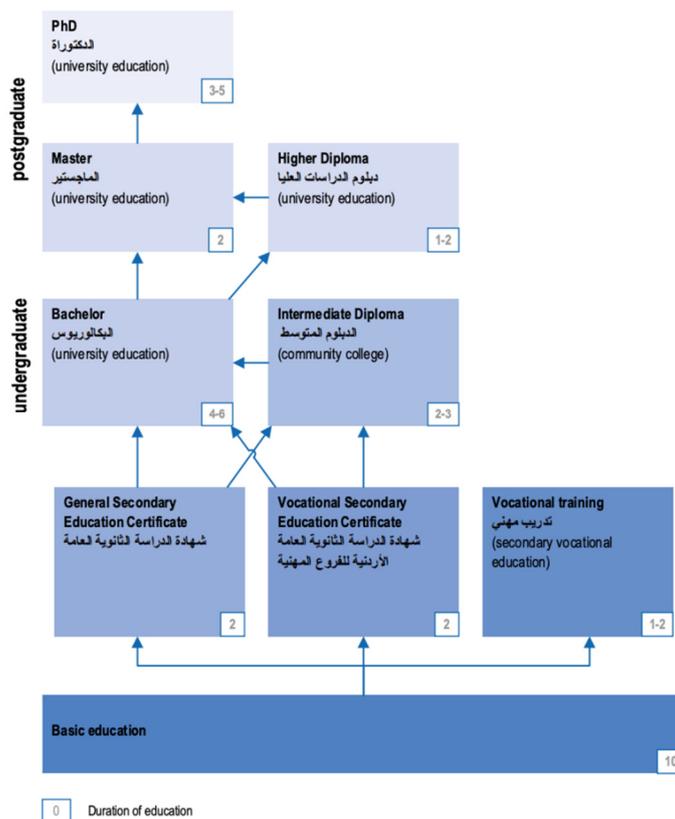
The education system in Jordan is based on both public and private schools, on the pre-primary (early childhood education [ECE] / kindergarten), primary and secondary levels of education, all falling under the responsibility of the Ministry of Education (MoE). At the same time, the Ministry of Higher Education and Scientific Research (MoHESR) oversees the higher education sector, with a plethora of public and private universities operating across the country.

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<sup>70</sup> Ibid.

<sup>71</sup> The sectors included in the JRP are the following: education, energy, environment, food security, health, justice, livelihoods, local governance and municipal services, shelter, social protection, transport, WASH, management and coordination.

<sup>72</sup> Government of Jordan, *Jordan Response Plan for the Syria Crisis 2018-2020*, available at: [https://static1.squarespace.com/static/522c2552e4b0d3c39ccd1e00/t/5a84036708522971785025b6/1518601080546/JRP2018\\_2020+%28final%29.pdf](https://static1.squarespace.com/static/522c2552e4b0d3c39ccd1e00/t/5a84036708522971785025b6/1518601080546/JRP2018_2020+%28final%29.pdf) [accessed 4 August 2019].



**Fig. 2 – Education system of Jordan.**

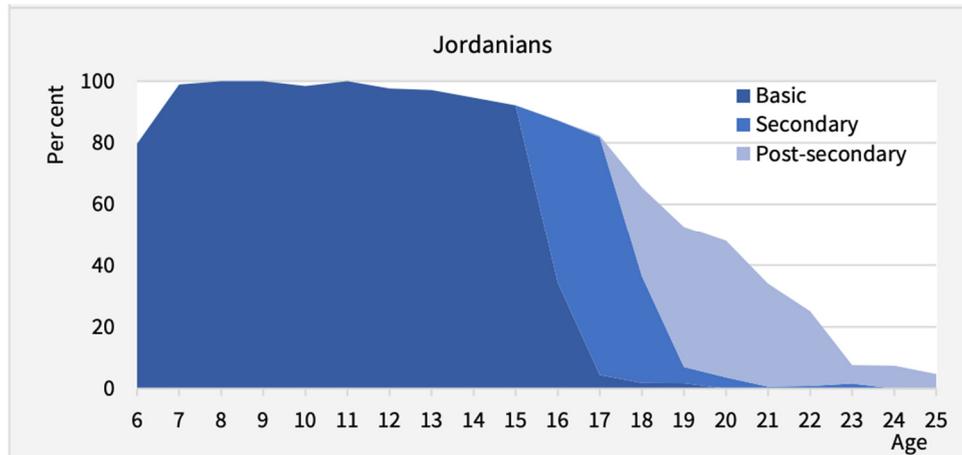
Source: NUFFIC, *Education system of Jordan*, December 2017, available at: <https://www.nuffic.nl/documents/369/education-system-jordan.pdf> [accessed 4 August 2019].

Basic (primary) education in Jordan lasts 10 years and is compulsory for children aged 6 to 16 (grades 1 to 10). It is offered in Arabic, for free in public schools (enrolling 70% of the students) and against a fee (relatively high one when compared with local salaries) in private schools (30% of the students), with education in various subjects, including English as of grade 5. No certificate is issued to the students upon completion, but they can freely pursue secondary education, either in general or in vocational track. The former offers three distinct learning streams to the students (sciences, literature or information management), all ending with a national final exam (*tawjihi*) in multiple subjects (compulsory: Math, Arabic, English, Islamic education and cultural studies). Successfully passing *tawjihi* opens the way to enter the higher education system, as described in Fig. 2 above<sup>73</sup>.

The gross primary enrolment rate remains very high in Jordan, reaching close to 100% in the age group 7 to 12 years old, and then gradually declining with age. At the same time, the gross secondary enrolment rate amounts to around 88% and the enrolment in post-secondary education exceeds 46%

<sup>73</sup> NUFFIC, *Education system of Jordan*...

on average (Fig. 3 below). Importantly, the transitions between different levels indicate relatively small drop-out and grade repetition levels<sup>74</sup>.



**Fig. 3 – Enrolment of Jordanians in different levels of education.**  
Source: Å. Tiltne et al, *The living conditions of Syrian refugees in Jordan...*, p. 82.

#### 4. Basic education for refugees from Syria

The refugee crisis has directly impacted the public education sector in Jordan, with a significant increase in public expenditure on education in the last years. According to the MoE, the capacity of both the education system and teachers are overstretched, and schools have limited capacity to absorb the increased demand, which has led to an overcrowding of classes. Many challenges in terms of equitable access to quality learning for vulnerable children thus prevail. For the school year 2018-2019, 134,121 Syrian children were enrolled in public schools and 29,300 out-of-school children (OOSC) benefitted from certified non-formal education or learning support services. It means that some 50,000-70,000 children have no access to certified education whatsoever<sup>75</sup>. The total direct financial cost of the Syrian crisis for the education sector in Jordan is estimated at around 150 USD million, i.e. 11 per cent of the MoE tentative budget for 2019<sup>76</sup>.

<sup>74</sup> Å. Tiltne et al, *The living conditions of Syrian refugees in Jordan...*, p. 82

<sup>75</sup> Government of Jordan, *Jordan Response Plan for the Syria Crisis 2019 [JRP 2019]*, p. 7, available at: <https://static1.squarespace.com/static/522c2552e4b0d3c39ccd1e00/t/5c9211e6e79c7001701ba9b3/1553076715901/Final+2019+JRP.pdf> [accessed 6 August 2019].

<sup>76</sup> Please note that the total number of students has significantly decreased in comparison with the statistics included in the *JRP 2018-2020* (1 995 790 students estimated for 2019) with almost unchanged total MoE budget, therefore inflating the average cost per student and thus, the total cost of Syrian students in public schools. Cf. *JRP 2018-2020*, p. 53.

Table 1 – Total direct financial cost of the Syria Crisis for the education sector in Jordan (2019)

	2019 (USD)
Ministry of Education Budget	1 398 563 481
Total Number of Students in Public Schools (generated through EMIS)	1 243 307
Total Number of Syrian Refugee Students in Public Schools	134 121
Estimated Cost per Student	1 125
<b>Total Cost of Syrian Students in Public Schools</b>	<b>150 869 200</b>

Source: *JRP 2019*.

The Jordanian authorities are consequently undertaking steps to address the constraints of the education system in absorbing Syrian refugee children. These are related to improving capacities of education authorities to continue deliver inclusive education services (introduction of EMIS and OpenEMIS to enable evidence-based planning and effective decision-making; development of Education Strategic Plan 2018-2022, recruitment of additional education personnel), improving provision and quality of education (training of MoE staff and education personnel) as well as increased provision of adequate, protective and safe learning spaces and facilities (access). The latter translated into the provision of school facilities in refugee camps, introduction of double shifts system in 204 schools, but also MoE agreeing to waive documentation condition on children enrolment in public schools or provide tuition fees and textbooks for Syrian students<sup>77</sup>. Despite the substantial progress made, enormous needs remain ahead of the education sector, inter alia, construction of new schools; extension, rehabilitation and maintenance of existing infrastructure; support for families with financial vulnerabilities with increased access to transportation and learning materials; strengthened service provision and outreach to out-of-school children and at-risk children and youth; enhanced cohesion between Jordanian and Syrian children at school and community level, etc.<sup>78</sup>

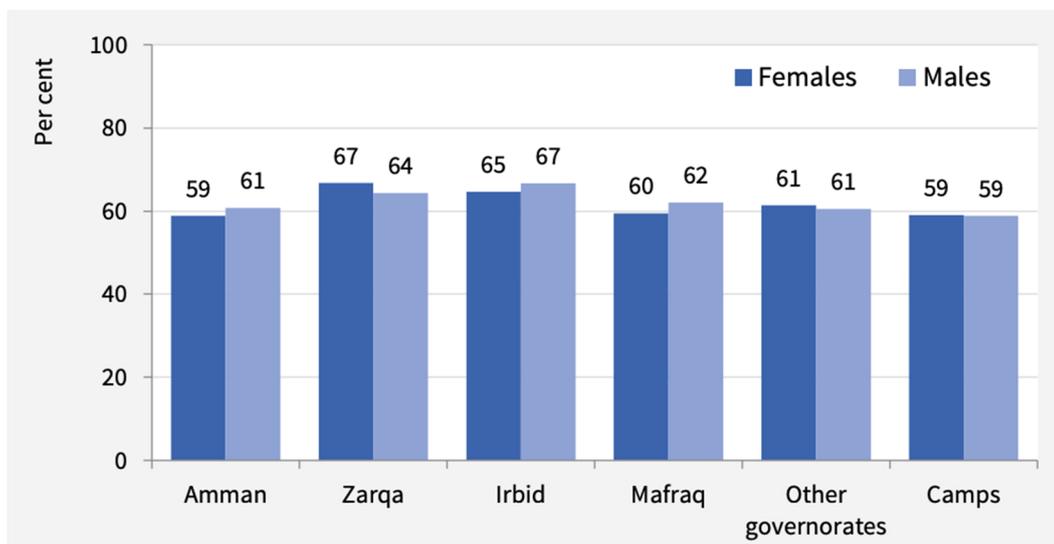
There is a lack of coherent data related to the enrolment and attendance of Syrian children in the formal education system in Jordan. The Jordan Population and Housing Census 2015, for example, indicated that 38 per cent of Syrian children aged 5 to 15 remained out of school at the end of 2015<sup>79</sup>. UNICEF reported that at the end of 2016, some 79 per cent of registered school-aged Syrian refugee children

<sup>77</sup> *JRP 2019*, p. 7-8.

<sup>78</sup> *Ibid.*

<sup>79</sup> The number included Syrian children who were not registered with UNHCR. Data from the Department of Statistics of the Government of Jordan, quoted in: UNICEF Jordan, *2017 Situation Analysis of Children in Jordan. Summary*, September 2018, available at: <https://www.unicef.org/jordan/reports/situation-analysis-children-jordan> [accessed 6 August 2019].

were enrolled in formal education with additional 4 per cent attending NFE or IFE<sup>80</sup>. More recent study by the Government of Jordan and Fafo Institute concluded that between 59 and 67 per cent of Syrian refugees aged 6 to 25 years were enrolled in formal education in 2017-2018 school year (Fig. 4 below)<sup>81</sup>.



**Fig. 4 –** Percentage of Syrian refugees aged 6 to 25 currently enrolled in formal education.  
Source: Å. Tiltnes et al, *The living conditions of Syrian refugees in Jordan...*, p. 79.

When disaggregated into age groups (Fig. 5 below), the data indicates that there is a relatively high level of enrolment in formal education for children aged 6-10 (>96 per cent), followed by a gradual decline for children aged 11-15 years old (from 93 to 61 per cent). Finally, majority of children aged 16-18 years old remain outside of the formal education system, indicating difficulty in maintaining enrolment beyond the subsidised basic education (grades 1-10) and high level of drop-out of refugee children after a few years spent in school. Many barriers affecting regular formal education attendance or enrolment in formal education have been identified among Syrian refugee population in Jordan, the most prevailing being the high cost of regular attendance (school materials, transportation), insufficient quality of teaching and learning environment, distance to schools, financial pressure within the family resulting in child labour, violence on the way to and in schools, health problems and the family refusing to educate their children. It is worth noting that not all of the barriers affect boys and girls in the same manner, e.g., child labour is more common among boys, same as inadequate teaching and learning environment (more corporal punishment is used by male teachers), while girls are more affected by the long distances to school or cultural barriers<sup>82</sup>.

<sup>80</sup> Ibid, p. 20.

<sup>81</sup> Å. Tiltnes et al, *The living conditions of Syrian refugees in Jordan...*, p. 78-79. The statistics also include enrolment in higher education.

<sup>82</sup> UNICEF Jordan, *2017 Situation Analysis of Children in Jordan...*, p. 21-24.

	Amman	Zarqa	Irbid	Mafrq	Other governorates	All outside camps	Camps	All
6 years	96	97	90	95	92	75	96	97
7 years	99	97	100	100	100	99	99	97
8 years	99	96	100	99	100	100	99	96
9 years	100	100	99	99	99	98	100	100
10 years	98	98	99	99	99	100	98	98
11 years	97	93	99	93	92	98	97	93
12 years	89	92	96	90	92	92	89	92
13 years	82	86	89	77	78	86	82	86
14 years	68	77	79	62	69	71	68	77
15 years	54	61	65	51	49	39	54	61
16 years	44	40	51	25	31	39	44	40
17 years	38	28	43	26	26	23	38	28
18 years	16	16	19	10	10	13	16	16
19 years	13	8	9	6	15	12	13	8
20 years	9	12	10	6	3	5	9	12
21 years	10	2	7	1	-	2	10	2
22 years	3	5	4	5	-	3	3	5
23 years	3	1	4	2	-	-	3	1
24 years	1	11	3	12	4	4	1	11
25 years	1	1	2	-	-	3	1	1

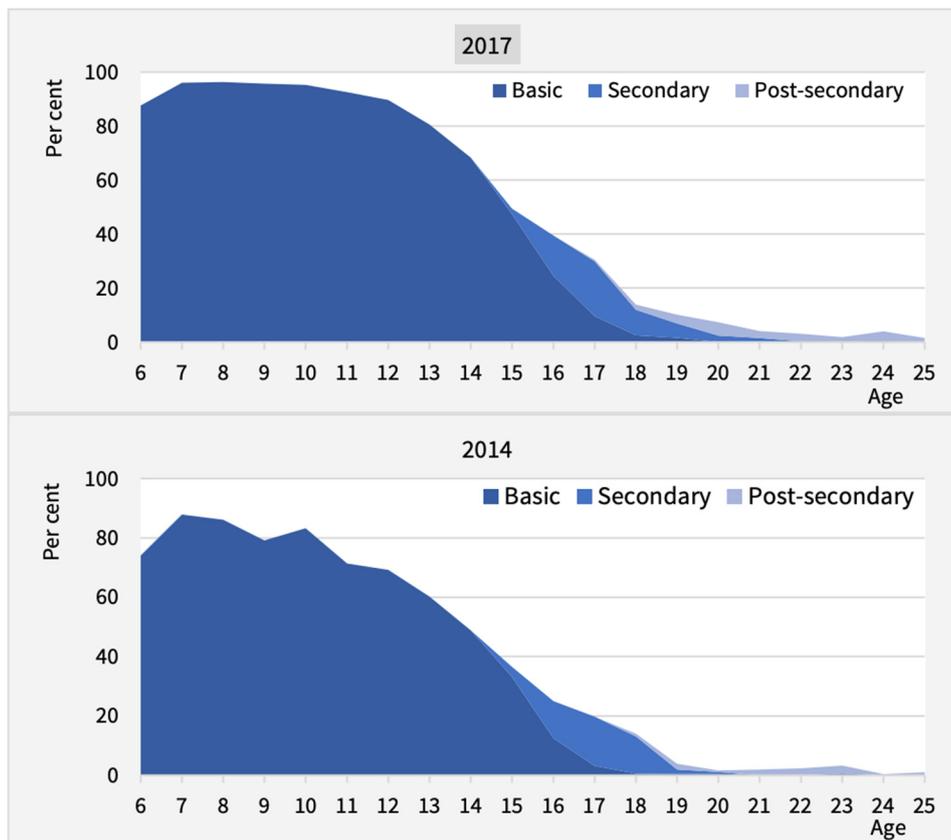
**Fig. 5** – Percentage of Syrian refugees aged 6 to 25 currently enrolled in formal education.

Source: Å. Tiltne et al, *The living conditions of Syrian refugees in Jordan...*, p. 80.

Similar list is provided in relation to reasons for children dropping out of formal education, with an addition of early marriage for girls<sup>83</sup>. Importantly, a comparison between the current situation and the situation in 2014 indicates a significant improvement in enrolment over time (Fig. 6 below). In 2017, more Syrian refugee children were enrolled in basic education and they remained in the system for a longer time. This is particularly visible in older age groups (14-17 years old). While the enrolment in secondary and post-secondary education has slightly improved with time, it still remains very low<sup>84</sup>.

<sup>83</sup> Ibid., p. 25-26.

<sup>84</sup> Å. Tiltne et al, *The living conditions of Syrian refugees in Jordan...*, p. 80.



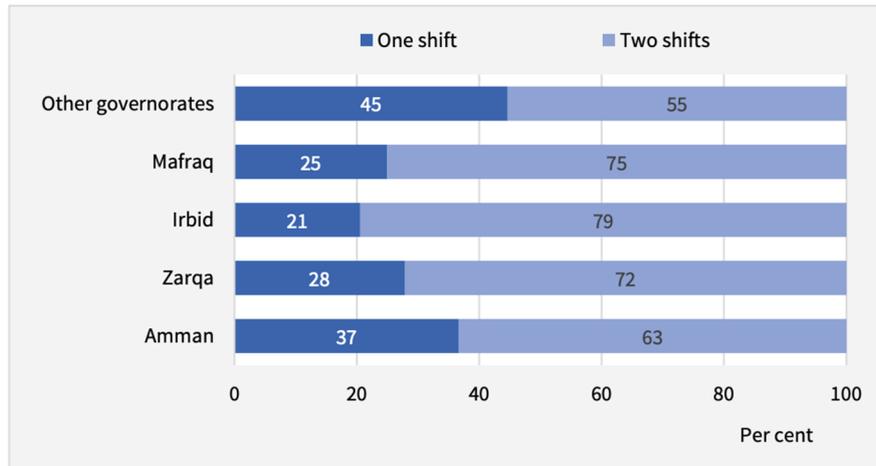
**Fig. 6** – Percentage of Syrian refugees aged 6 to 25 enrolled in formal education.  
Source: Å. Tiltnes et al, *The living conditions of Syrian refugees in Jordan...*, p. 81.

Syrian refugee children in Jordan can access education through one or more of the following: UNRWA schools, MoE schools (in camps, single or double-shift schools in host communities), or non-formal or informal education programs. As indicated above, the vast majority of children attend basic schooling, and they are primarily (95 per cent) enrolled at the schools run by the Jordanian government. In the Syrian refugee camps, all schools are administered by the Ministry of Education. Outside camps, around 4 per cent of children attend private schools (mostly in Amman and Irbid)<sup>85</sup>, with the remaining 1 per cent of Syrian refugee children (including Palestinian refugee children from Syria, PRS) are enrolled in schools run by UNRWA (1,417 students in 2019)<sup>86</sup>. In the refugee camps, all schools operate two shifts with the girls attending the morning shift and the boys attending the afternoon shift. Outside camps, altogether 71 per cent of Syrian refugee children attend two-shift schools, although the practice differs across governorates (Fig. 7 below). The double-shift schools open for Syrian refugee children receive two separate groups of students during the school day: one in the morning for Jordanians and one in the afternoon for Syrians. Additionally, in response to previous challenges with reduced instructional time, the MoE increased lesson length and added Saturday classes in the Jordanian-Syrian double-shift

<sup>85</sup> Ibid, p. 84.

<sup>86</sup> During the Key Stakeholder Interview (KSI), UNRWA representatives provided a figure of 418 Syrian refugee children and 999 PRS children (a total of 1,417) who were covered by the emergency appeal in UNRWA schools. Amman, 18 June 2019.

schools in 2016. This, however, proved to be an ineffective solution due to low attendance rate on Saturdays<sup>87</sup>.



**Fig. 7 –** Percentage of outside-camp Syrian refugee children enrolled in formal basic education.  
Source: Å. Tiltnes et al, *The living conditions of Syrian refugees in Jordan...*, p. 85.

Syrian refugee children have also benefitted from access to the non-formal education (NFE) and learning-support services (LSS). It is important to note that in Jordan, there is a distinction between MoE-certified NFE, introduced in 2005 and managed primarily by Questscope<sup>88</sup>, and non-certified forms of NFE, commonly labelled as informal education (IFE). Both fall within the scope of this evaluation. According to JRP 2019, in the school year 2017-2018, over 3,500 Syrian children aged 9-12 years old accessed the NFE through the catch-up classes and over 4,000 of children and youth aged 13-20 years old attended the drop-out programme. Additionally, as many as 83,745 children were provided with non-certified learning support services<sup>89</sup>.

<sup>87</sup> J. Pfaffe, Project No. 2018/401259, *Mission 1, Output 3: Monitoring, assessment and support to EU and other donors-funded Education and complementary programmes implemented by the Ministry of Education to deal with the Syria refugee crisis*, 15 February 2019.

<sup>88</sup> Questscope's NFE programme targets out-of-school children and youth (boys 13-18 years old, girls 13-20 years old) and is implemented in partnership with MoE since 2005, based on participatory learning methodology. Students in the programme complete 3 educational cycles within 24 months and upon graduation receive a certificate that is equivalent to 10<sup>th</sup> grade certificate in the formal education system. However, the certificate does not allow the students to re-enter the formal education system. Initially designed for the Jordanians, the NFE programme was expanded to include the Syrian refugees in Jordan. KSI, Questscope, Amman, 17 June 2019.

<sup>89</sup> Government of Jordan, *Jordan Response Plan for the Syria Crisis 2019...*

## 5. Responses to the evaluation framework

<b>EQ 1 RELEVANCE</b>	<b>To what extent do the EUTF BE programmes provide increased opportunities to access basic education for children refugees from Syria?</b>
<b>Judgement criterion 1.1.</b>	<b>The needs and barriers / particular vulnerabilities (including specific gender vulnerabilities) to access basic education have been adequately identified by the programmes and are regularly / systematically updated.</b>
Indicator 1.1.1.	List & description of barriers / vulnerabilities in project documents (including specific gender vulnerabilities)
Indicator 1.1.2.	Updated list of needs and barriers / vulnerabilities (including specific gender vulnerabilities) in project documents (monitoring / progress reports)

All implementing partners have undertaken an adequate analysis of the needs and barriers hindering access to basic education. The analysis of the situation has been regularly updated, on the basis of available information and data. However, the existence of different databases and the lack of reliable data remain an important issue. This will be partly resolved as the MoE moves towards a more comprehensive system of data gathering, but the process is slow and different interlocutors have pointed towards an agenda-driven collection and use of data, which may impair its reliability and therefore the relevance and effectiveness of the responses.

The lack of reliable data affects, in particular, out-of-school children and an adequate response, or lack thereof. According to all of the interlocutors interviewed, except for one, access to BE remains a problem for between 30-41 per cent of Syrian refugee children. The number of Syrian out-of-school refugee children is difficult to estimate and estimates widely vary from one stakeholder to another due to, inter alia, the methodology used for calculation. As an example, the MoE bases its calculation on the age group within compulsory education whereas UNICEF includes kindergarten until 17 years. In addition, different databases have been used to register children. There is an official database, EMIS; UNICEF uses its own database; and implementing partners are using estimates from different sources (e.g. from UNHCR). All fully acknowledge that these estimates are not reliable. There was an idea to join databases, but this has, thus far, not materialised. UNICEF will be publishing a full report on out-of-school children in October, which may partly off-set the problem.

There has also been an erosion of trust vis-à-vis the two main organisations in charge of collecting data – namely, the MoE and UNICEF – for different reasons. Concerning the MoE, while all interlocutors commended the GoJ on the efforts being made to accommodate the high influx of Syrian refugees in the country, including with regards to BE, most stated that there is, today, a lack of capacity and an overburdened unit within the MoE, coupled with an extremely burdensome bureaucracy. Concerning UNICEF, their role as a trusted coordinating agency, has been questioned by several of the stakeholders interviewed.

The issue of reliable data and analysis also impacts the barriers and vulnerabilities identified and the reasons why access is a problem. The table 2 below shows the factors identified by the different implementing partners. While the majority of them have identified similar barriers and vulnerabilities, none of them approached the problem in a comprehensive manner, focusing on the specific barriers and vulnerabilities related to the area of interventions included in their projects. For instance, only projects involved in rehabilitation of school infrastructure (T04.15, T04.17, T04.22) have identified downgraded facilities as one of the barriers to access education. The most complete, yet non-exhaustive, list of barriers and vulnerabilities can be gauged from the project T04.78, which could be related to the fact of UNICEF implementing multiple and diverse projects in the education sector in Jordan, beyond EUTF funding.

Table 2 – Barriers and vulnerabilities of Syrian refugee children in Jordan to access basic education identified by EUTF BE implementing partners in project documentation and during KSIs

Main barriers	T04.15	T04.17	T04.22	T04.50	T04.66	T04.78	T04.112
Transport (cost / availability / safety)							
Attitude towards public space / community ownership							
Discrimination / physical and verbal violence / bullying							
Overcrowding / lack of space							
Availability of teachers							
Cost / Financial resources / child labour							
Early marriage							
Underperformance / Difficulty							
Lack of perspectives							
Out for more than 3 years							
System (downgraded facilities)							
Lack of reliable information							
Risk of marginalisation / radicalisation							
Risk of exploitation and exposure							
Fear / Psychological distress							
Low quality of education							
<b>Documentation / Legal issues</b>							
<b>Health / Disability</b>							

The overcrowding of schools and financial burden are considered as the main factors hindering Syrian refugee children from accessing education. While the former is being seen as the main reason why children are denied access to formal education<sup>90</sup>, the latter – encompassing high cost of regular attendance (including transport) and high financial pressure within the families (child labour, early marriage) – affects both enrolment in formal education and regular attendance of FE, NFE and IFE and is one of the primary reasons for children dropping out of formal education<sup>91</sup>. Low or unsatisfactory

<sup>90</sup> According to UNICEF data, it is a reason provided to 58% of those who are denied access to formal education. UNICEF Jordan, *2017 Situation Analysis of Children in Jordan...*, p. 24.

<sup>91</sup> *Ibid.*, p. 20-25.

quality of teaching and learning environment as well as unavailability of reliable transport to schools are also considered important barriers to access education and reasons for dropping out, followed by safety concerns (violence, bullying and discrimination on the way to and in schools) affecting both enrolment and attendance<sup>92</sup>. Other barriers and vulnerabilities, such as insufficient information about access to education and available learning pathways, unavailability of teachers (in particular male), psychological distress and underperformance of children or risk of their marginalisation, have also been identified. Interestingly, despite the fact that missing or invalid documentation has been mentioned as a barrier of access to formal education by both previous studies<sup>93</sup> and other, non-EUTF funded, interlocutors (e.g., UNRWA – see below), none of the EUTF projects has acknowledged the problem. Similarly, none of the projects identified health problems, including disability, as one of the barriers or vulnerabilities, despite the data showing a prevailing occurrence of this phenomenon and a reason for both not enrolling children in formal education and their dropping out once they are in the school system<sup>94</sup>.

All projects are taking into account the age bracket 6-16 (grades 1-10 in Jordan), which is equivalent to the age group for which education is mandatory<sup>95</sup>. Evidence suggests that there is a relatively high level of enrolment in formal education for children aged 6-10 (>96 per cent), followed by a gradual decline for children aged 11-15 years old (from 93 to 61 per cent). Finally, majority of children aged 16-18 years old remain outside of the formal education system, indicating difficulty in maintaining enrolment beyond the subsidised basic education (grades 1-10) and high level of drop-out of refugee children after a few years spent in school (refer to context section above). Disaggregated data by age has not been obtained from implementing partners, it is therefore difficult to ascertain whether there has been a specific outreach to particular age groups, even within those who fall under compulsory education.

Out of school adolescents, although outside the scope of BE, are not, as yet, specifically targeted by any single organisation in terms of access and quality of education. They are only included as part of a broader group of 12-18 years old children participating in the IFE and NFE programmes implemented within the scope of projects T04.17 and T04.78. As shown in Fig. 5 and 6 above, enrolment rates for

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<sup>92</sup> One of the interviewed experts working in the sector, however, has questioned the findings presenting lack of school transportation or early marriage as ongoing barriers to access formal education, in his opinion the former being limited to weekends (schools operating on Saturdays) and the latter being almost non-existent.

<sup>93</sup> For example, according to UNICEF data, it is a reason provided to 13% of those who are denied access to formal education. UNICEF Jordan, *2017 Situation Analysis of Children in Jordan...*, p. 24.

<sup>94</sup> *Ibid.*, p. 22-26.

<sup>95</sup> In Jordan, compulsory basic education refers to grades 1-10 (ages 6-10), non-formal education refers to an alternative education pathway for youth who have missed at least one year of school or who have never been enrolled in FE and who can have the possibility of following a curriculum allowing them to obtain a certificate that is equivalent to 10<sup>th</sup> grade. It targets the age groups 13-18 for boys and 13-20 for girls. Informal education in Jordan refers to one cycle of NFE focusing on personal development, life skills, Arabic, English and Math and which enables children to enroll in NFE. It targets all children, even those who are in school.

Syrian refugee adolescents decrease dramatically as of age 13 onwards. This means that, for many Syrian refugee children, their perspective to complete school and obtain the *tawjihi* and thereafter the option to pursue a university education, is trumped. It may be an additional disincentive for them and their parents to enrol them in school, even at an earlier age. As anecdotal evidence, at the request of the MoE, AVSI was asked to support *tawjihi* students. However, because so few Syrian students reached that level of education, it was agreed that the project would focus on lower grades.

According to UNRWA estimates, there are 17,565 Palestinian Refugees from Syria in Jordan (June 2019). 7,651 are children under 18 years of age, and 4,920 (2,394 girls, 2,526 boys) are school-age children. The UNRWA education system is currently overloaded and cannot cope with the provision of services. A two-year project in education (provision of PSS, equipment for schools etc.) was funded by the Belgian government and ended in 2018. The project was discontinued due to lack of funding. 1,300 students (999 PRS and 418 Syrian children) are currently covered by the emergency appeal and enrolled in UNRWA schools. The rest are either attending government schools or not enrolled. Reliable data with regards to the number of out-of-school PRS is not available. While the problem of documentation has not been identified as a barrier for Syrian refugee children, UNRWA has stated that for PRS without documentation, access to Jordanian schools is not possible.

<b>Judgement criterion 1.2.</b>	<b>The services provided by the EUTF BE programmes take into account the particular vulnerabilities of children refugees from Syria and their families and specifically address these (including specific gender vulnerabilities).</b>
Indicator 1.2.1.	Level of correlation between main barriers / vulnerabilities and services provided by implementing partners

By and large, all of the services provided by the EUTF BE programmes take into account the particular vulnerabilities of children refugees from Syria and their families, if indeed the premises upon which they have analysed the barriers and vulnerabilities prove correct. A more in-depth and reliable analysis of the barriers and vulnerabilities, including of vulnerable Jordanian communities, would need to be undertaken to ensure that the responses are indeed fully relevant.

Together, the portfolio of projects under EUTF BE could provide a comprehensive response, addressing a wide range of barriers and vulnerabilities of both, Syrian refugee children and Jordanian vulnerable children. Such a mix of implementing partners and of activities ensures that the full scope of issues is addressed, that is, strengthening systems and capacities to provide quality education (including the legal framework), inclusive and equitable access to BE, strengthening the safety and protective environment in schools and NFE centres, and strengthening links with other sectors that impact on performance and well-being.

The main problem remains one of coordination, at various level, including amongst EUTF BE partners (see below), which hinders the sustainability, impact and, to a lesser extent, efficiency, of the actions undertaken. It also hinders the perspectives and options available to Syrian refugee children, whether within the formal education system or at the non-formal and informal levels. Syrian refugee children and their families would greatly benefit from bridges being built between the different EUTF projects (and beyond) as it would widen the scope of options available to them, ensure a continuity as they progress in their education and future pathways. From the interviews with different groups of stakeholders, it can be gauged that there is an insufficient information being provided to the beneficiaries but also to educational and PSS staff about learning pathways available to children. This applies even in the cases when implementing partners run complementary activities as part of different projects, be it funded under EUTF or other sources (e.g. Questscope providing IFE for T04.17 and NFE for T04.78 and some of the staff involved in IFE being unaware of NFE opportunities potentially available for their students).

Table 3 – Overview of EUTF BE implementing partners areas of intervention

System strengthening	Capacity building	Infrastructure / rehabilitation / construction	Material / equipment support	Remedial classes	IFE	NFE	Outreach / awareness raising	Other
T04.66	T04.15 (FM)	T04.17	T04.66	T04.17	T04.78	T04.78	All project partners	T04.50 (Child-friendly spaces / support to CBOs / PSS)
T04.15 (Facility management (FM) / school transportation)	T04.17 (RC)	T04.22	T04.17	T04.22	T04.17			T04.78 (Dom community – PSS)
	T04.22 (NFE)	T04.112		T04.15				T04.17 (mentoring / PSS)
	T04.78 (NFE)							
	T04.66							
	T04.15 (extra-curricular activities)							

Nevertheless, at an individual level, the EUTF BE programmes do address a number of barriers as identified by them. The table 3 above provides an overview of the areas of intervention of the EUTF BE implementing partners. They cooperate with the schools (T04.15, T04.17, T04.22, T04.66, T04.112) and CBOs (T04.17, T04.22, T04.50, T04.78), targeting Syrian population both in the refugee camps (T04.66) and in rural/urban areas (remaining projects), therefore reaching out to a variety of vulnerable groups of children, both attending school and remaining outside of the formal education system. Only some of the projects address directly the main barriers to access to formal education: overcrowding of schools and financial burden of Syrian families. T04.112 aims to construct new schools in the areas where overcrowding is particularly prevalent, while T04.17 supports children by providing them with

transportation allowance, stationery and backpacks. Similarly, one of the activities envisioned for T04.66 is distribution of textbooks to refugee children residing in camps. Other projects engage in a direct provision of different form of education and learning-support services (T04.15, T04.17, T04.22, T04.50, T04.78) or psycho-social support to children (T04.17, T04.50, T04.78). Capacity building of educational personnel is also addressed by several of the projects (T04.15, T04.17, T04.22, T04.66, T04.78), thus potentially indirectly contributing to the increase in quality of education and the level of support children receive from their teachers.

Indicator 1.2.2.	Level of correspondence between responses from parents, children, teachers and implementing partners with regards to needs and barriers / vulnerabilities and services provided			
Data source	Children	Families (parents)	Teachers	Implementing partners
Method	Focus groups / radar charts	Group interviews / radar charts	Group interviews / radar charts	Interviews / radar charts

There is a relatively high level of correspondence between responses from parents, children, teachers and implementing partners with regards to needs or barriers to access basic education, inasmuch as they all identify a list similar, though never exhaustive, to the one presented in table 2 above. What differs, however, is their emphasis and gradation of significance of different factors, depending on their position within the education system.

Children participating in FGDs unequivocally stated that verbal and psychical violence in schools, both from their peers and the teachers (corporal punishment), is a pervasive problem contributing to their underperformance or dropping out of schools. Importantly, the phenomenon exists in both boys' and girls' schools, albeit it was mentioned more frequently and was considered as more severe by the boys. Worryingly, almost every single boy who participated in FGDs stated that he was subjected to corporal punishment on a regular basis, often as a form of collective punishment, for a variety of reasons (e.g., being late for class, not doing homework, asking for a permission to leave to use the bathroom, talking in class) and in some instances, by the school psycho-social worker. The refugee children also indicated overcrowding of classrooms, the lack of individual support and/or understanding of their needs on the side of teachers or school administration, as well as the feeling of being discriminated against and of growing mistrust between Jordanian and Syrian children. In their view, this further increased after the double-shift system was introduced in their schools, de facto depriving the children an opportunity to interact and build social networks. Likewise, in the view of many, the schools were not adapted to provide comfortable learning environment during summers (too hot in the classrooms) and winters (too cold).

Additionally, older boys (14 and more years old) identified child labour as one the barriers to their education, either affecting their daily attendance or forcing them out of the formal education system. Around one third of the boys participating in FGDs stated that they were already working, in a wide

array of professions (e.g., shop assistants, bakers, car mechanics). The cost of school transportation as well as safety concerns related to using public and/or private school buses (e.g. bad technical condition of the vehicles, over speeding) were also described as hindering effective access to education. No public/group transportation available on Saturdays when the double-shifts schools operate was also considered a problem for those children who were dependent on it during the weekdays. Additionally, the girls indicated being afraid of harassment on the way to and from school, primarily by male students/youth. Finally, the fact that the employment opportunities for educated Syrians remain limited and that the costs related to higher education are unaffordable to majority of Syrians in Jordan further disincentivise Syrian children from remaining in the formal basic education system or continuing to secondary education.

Concurrently, parents indicated financial pressures as one of key barriers to access education. Child labour was seen as a common phenomenon among older boys, in particular in single-parent families or when the head of family was elderly. The parents stated that despite the fact that majority of the Syrians highly valued education of their children, their financial situation was sometimes forcing them to send their children to work. It was also coerced by the reality of the labour market: some parents mentioned that it was easier to find a job for children than for adults due to lower wages they would receive. In a similar manner, early marriage of girls was practiced by some of the families in anticipation of easing their financial burden. In majority of the cases presented, it meant that the girls dropped out of the formal education system the moment they got married. Furthermore, insufficient opportunities to pursue HE for children who successfully passed *tawjihi*, primarily due to financial constraints, was also considered a reason for students' despair, frustration and declining motivation to study.

Likewise, the parents emphasised the very often unfriendly environment their children have to face while in schools – violence, abuse, discrimination and corporal punishment – often leading their children to lose interest in or to be afraid of attending the school. They also noted that overcrowding of schools limited the time the teachers could spend on individual support for the children. One of the points commonly raised was that the perception that the quality of education offered during the second shifts or in the refugee camps schools was comparatively lower than that of single-shift schools. The parents observed that the staff employed to teach exclusively Syrian children was sometimes inexperienced and inadequately prepared to teach, albeit opinions on the matter differed, indicating that the quality of education in female schools was usually higher. Finally, majority of the parents inside the camps, while appreciative of RC, NFE and other educational programmes offered by different organisations, would have preferred that their children were provided with a good quality education inside schools. To the contrary, majority of the parents residing within host communities expressed

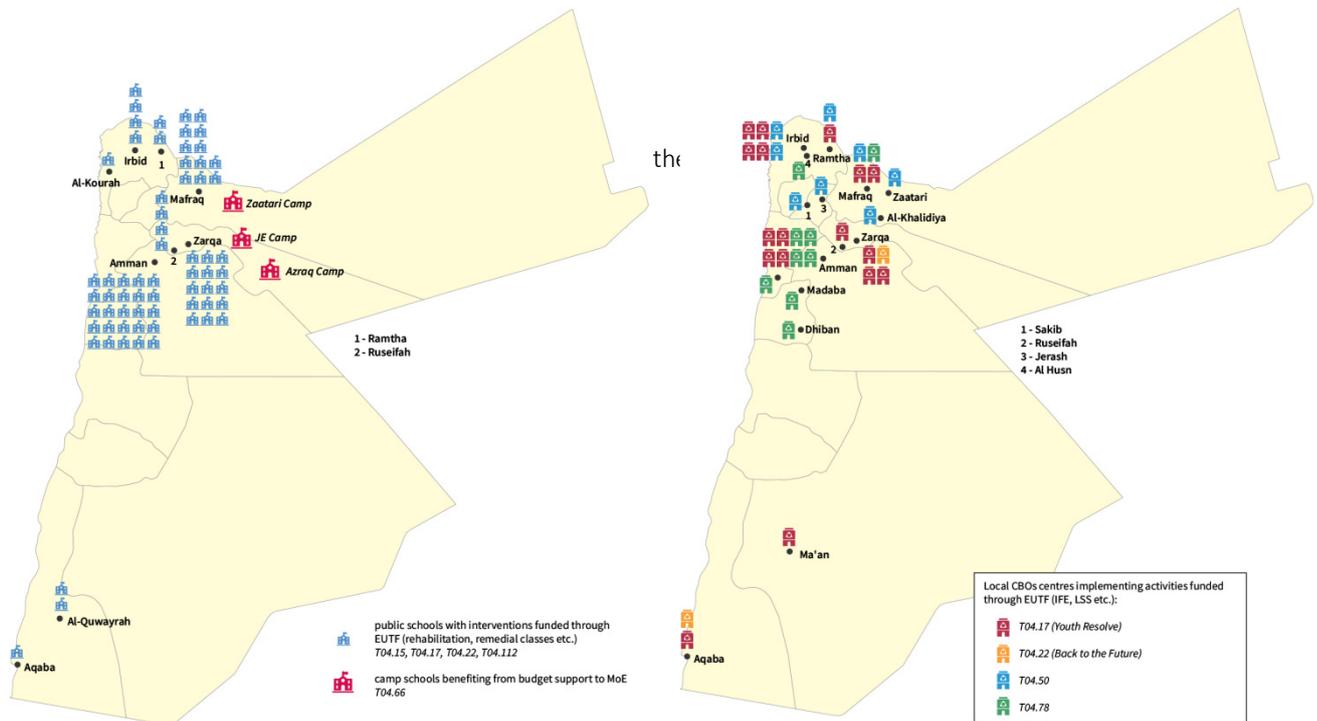
their satisfaction with the IFE and NFE programmes their children participated in, requesting more opportunities, in particular for MoE-certified NFE or TVET.

Non-school educational (NFE, IFE) and PSS personnel also indicated financial burden of Syrian families and the formal education system being inadequately prepared to deal with Syrian refugee children as the main impediments of access to basic education. In relation to the former, they observed a strong pressure and social acceptance for both early marriage and child labour negatively affecting students' attendance and retention in education programmes. The latter was exemplified by overcrowding of schools and resulting therefrom insufficient teachers' capacity to approach children's educational and psycho-social needs on an individual basis. The staff also raised the problem of disillusion among Syrian refugee children who felt that the education did not provide them with equal opportunities on the labour market, as compared with their Jordanian peers.

The above sentiment was shared by the teachers who emphasised lack of opportunities to pursue higher education by Syrian children, which in their view was particularly frustrating for well-performing students. They also indicated the problem of child labour, again primarily among older boys, affecting student performance and attendance, as well as often forcing them to drop out of the formal education. Several of the interviewed teachers indicated the difficult working conditions, affecting both their performance and quality of teaching and the students' learning environment, e.g. burdensome temperatures in summers and in winters, lack of electricity in one of the camp schools and overcrowding of classrooms de facto rendering it impossible to work efficiently and to give enough attention to individual students. Finally, one of the barriers to access formal education for Syrian refugee children, but also the Jordanians, was the difficulty in finding sufficient number of teachers to cover all needs, in particular in male schools. In the case of education for Syrian children inside the refugee camps it was further complicated by the fact that the teachers were employed only for the duration of school year (9 months), being deprived of salaries and social security during the summer holidays period. It is important to note that due to the strike of the Jordanian Teachers' Syndicate taking place during the field phase of this evaluation, the sample of teachers interviewed was limited to those working with Syrian refugee children in double-shifted schools or in camp schools.

<b>Judgement criterion 1.3.</b>	<b>The geographical distribution of the EUTF BE programmes within the countries of operation ensures that the most vulnerable communities are served.</b>
Indicator 1.3.1.	Geographical distribution of programmes (disaggregated by type of intervention) compared with location of particularly vulnerable / underserved Syrian refugee communities and host communities.

In terms of geographical relevance, all projects targeting the public formal education system identified the schools or locations (in the case of construction) in close cooperation with the MoE and the local directorates. There are no gaps with regards to the areas where there is a large presence of Syrian refugees and the areas of intervention, and the MoE seems to be ensuring that schools where overcrowding is a major problem and underserved areas are covered by the implementing partners. Majority of interventions are located in the northern governorates of Jordan (Irbid, Mafraq, Zarqa, Jerash) and in Amman, where the biggest number of Syrian refugees reside, with two projects (T04.17 and T0.22) active in the south (Aqaba and Ma'an) (see Fig. 8a and 8b below). The budget support (T04.66) addresses specifically needs of the school system in refugee camps while all other projects support Syrian refugees living among local host communities. Additionally, one project (T04.78) targets explicitly the Dom community through EUTF funding, thereby addressing the needs of this vulnerable group in a more systemic way. It supports integration of Dom children into the public education system and assists the GoJ in dealing with Dom issues more broadly, including with their gradual integration into the society. Nine of the UNICEF Makani centres worked the Dom community.



EQ 2 EFFECTIVENESS	To what extent are the EUTF BE programmes providing inclusive quality basic education (including taking into account specific gender aspects) for children refugees from Syria?		
Judgement criterion 2.1.	A majority of the children and families interviewed feel encouraged and value going / sending their children to school.		
Indicator 2.1.1.	% of children who respond positively with regards to the quality of their education (analysed from a gender perspective).		
Data sources	Children		
Method	Focus groups		

<sup>96</sup> The list of schools pre-selected for T04.112 is only indicative and may be modified.

Overall, majority of the children interviewed stated that they value education and wanted to attend schools, however many of them identified several shortcomings related to both the learning environment and the teaching and pedagogic approach of their teachers (see indicator 1.2.2. above for more details), directly and indirectly affecting the quality of education they received. Additionally, there was a significant difference between the perception of girls and boys. While the girls were all mostly or very satisfied with their school experience, emphasising also the socialising process taking place at schools, this was not the case of male schools. Only 40 per cent boys found school experience fun or entertaining, and around 50 per cent indicated that the difficulty level and unsupportive environment overshadowed the quality of their education. All interviewed boys stated that they were victims of verbal and psychical violence at schools, both from their peers and their teachers and, in some cases, also PSS workers.

At the same time, all interviewed students participating in the IFE programme (T04.17) were happy and satisfied with the quality of education received in the CBO centres, indicating that they were more children-friendly, more entertaining and better catered to their needs. They also perceived the CBO staff as well-prepared, open and engaging, as well as adequately listening to and acting upon their problems and concerns. This differed significantly from their experience of the school staff. Similar opinions were raised by children participating in the LSS and PSS programme (T04.50).

Indicator 2.1.2.	% of parents who respond positively with regards to the quality of education of their children (analysed from a gender perspective).		
Data sources	Parents		
Method	Group interviews		

All parents interviewed – mothers and fathers alike – commented on insufficient quality of education as well as on the problems existing in the schools, i.e. violence, abuse and discrimination. They also indicated that the majority of schools were only interested in “processing” big number of students, instead of offering quality education. In their view, it was evidenced by the fact that many of the students were receiving high marks with the sole purpose of promoting them to higher grades, often leading to situations when students in the 4<sup>th</sup>-5<sup>th</sup> grade were de facto illiterate.

The perceived quality of the second shift education was lower than that of the first shift or of single-shift schools; likewise, the education provided within refugee camps was seen as inferior to the education provided in public schools in host communities (see indicator 1.2.2. above for more details). Additionally, the quality of education was perceived better in female schools, primarily due to a more supportive learning environment.

On the other hand, the parents of students participating in IFE programme (T04.17) were all very happy with the quality of programmes offered in the centres and requested more diverse offer of courses, both for their children and for themselves. At the same time, other parents – primarily those residing in the camps – questioned the value of different extracurricular educational programmes (RC, IFE, NFE, LSS etc.), not specifically related to the projects covered by this evaluation, emphasising that they would have preferred that instead the provision of high quality education was ensured in public schools as a priority.

Indicator 2.1.3.	Number of children who attend NFE (provided by EUTF programmes) and who have been able to re-integrate the FE system (analysed from a gender perspective).		
Data sources	Project documents	Parents	Implementing partners
Method	Desk review	Group interviews	Interviews

Information about transition rate from IFE to FE as well as from IFE/NFE to FE were requested from Questscope (T04.17) and UNICEF (T04.78). In the case of the former, the evaluation team was informed that 65 out of 1871 children participating in the first three IFE cycles (August 2018 – August 2019) returned to school. While this corresponds to only 3.47 per cent of the total number of IFE participants, not all of them were OOSC in the first place (IFE targets also children at risk of dropping out) and as such no conclusions can be drawn. Additionally, 35 students were referred to Questscope's NFE programme.

In the case of UNICEF, in 2018, through the support of Makani centres around 2,327 children were successfully enrolled in formal education for the 2018/2019 school year. Importantly, the number reflects all Makani centres, of which only a handful benefitted from the EUTF support (9 centres were involved in provision of services to Dom community, for which EUTF funding was earmarked). Again, no conclusions regarding this component of effectiveness evaluation can be drawn.

Table 4 – Overview of enrolment, retention rate and referrals in the IFE programme (T04.17).

		Jordanian male	Jordanian female	Syrian male	Syrian female	Total
Enrolled in IFE	Cycle 1	108	131	179	222	640
	Cycle 2	158	174	124	149	605
	Cycle 3	229	233	78	86	626
	<b>Total</b>	<b>495</b>	<b>538</b>	<b>381</b>	<b>457</b>	<b>1871</b>
Completed IFE	Cycle 1	81	104	98	146	429
	Cycle 2	127	150	107	103	487
	Cycle 3	163	216	62	86	527
	<b>Total</b>	<b>371</b>	<b>470</b>	<b>267</b>	<b>335</b>	<b>1443</b>
Retention rate	Cycle 1	75.00%	79.39%	54.75%	65.77%	67.03%
	Cycle 2	80.38%	86.21%	86.29%	69.13%	80.50%
	Cycle 3	71.18%	92.70%	79.49%	100.00%	84.19%
	<b>Total</b>	<b>74.95%</b>	<b>87.36%</b>	<b>70.08%</b>	<b>73.30%</b>	<b>77.12%</b>
Referred to NFE	Total	6	15	5	11	35

Returned to school after IFE	Total	23	16	10	15	65
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Source: Author's own compilation on the basis of data provided by Questscope.

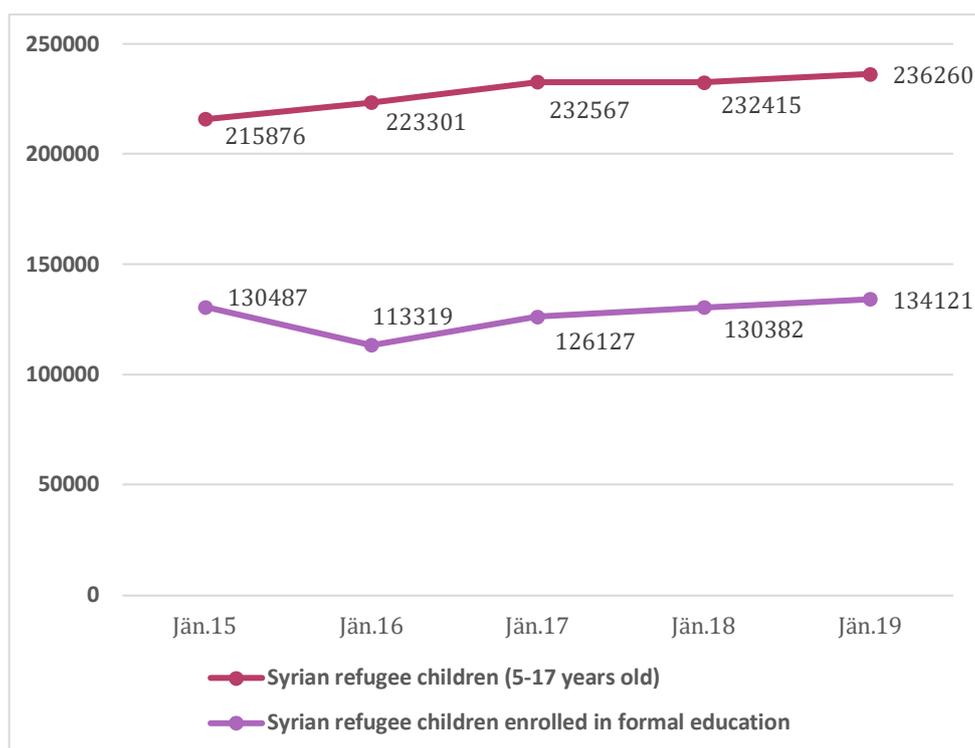
One of the indicators enlisted for the budget support to MoE (T04.66), namely indicator 8b, provides percentage of Catch-Up graduates who enrol in formal education. While relevant for the evaluation of the budget support specifically, the number includes students who were registered in all catch-up programmes, regardless of the source of funding, as captured by the MoE (EMIS database). As such, it does not reflect effectiveness of EUTF support per se. Nevertheless, according to the evidence provided by MoE/EMIS, 1,925 students out of a total of 2,969 students for the 2018/2019 school year (64,83 per cent) have been transferred to FE<sup>97</sup>.

<b>Judgement criterion 2.2.</b>	<b>There is an increase in the number of children enrolled / attending schools (with the assumption that there is sufficient capacity to host an increase in the number of children).</b>
Indicator 2.2.1.	% increase in the number of children attending schools over the past 3 years.

As mentioned in the country background section, a comparison between the recent situation and the situation in 2014 indicates a significant improvement in enrolment over time (see Fig. 6 above). According to Å. Tiltnes et al, in 2017, more Syrian refugee children were enrolled in basic education and they remained in the system for a longer time. This is particularly visible in older age groups (14-17 years old). While the enrolment in secondary and post-secondary education has slightly improved with time, it still remains very low<sup>98</sup>. Similar trend can be observed through analysis of the official MoE data presenting enrolment rates of Syrian refugee children in formal education system (both primary and secondary). However, they also reflect a growing population of Syrian children (Fig. 9 below) as proven by UNHCR registration data. Relatively speaking, in 2014-2015 school year, 58.33 per cent of children aged between 5 and 17 years old were enrolled in schools, followed by a decline in 2015-2016 to 48.33 per cent and then an increase in three consecutive years up to 56.77 per cent in 2018-2019. On the basis of this data alone, it can be posited that as many as around 102,000 Syrian refugee children remained out of the formal education system, from kindergartens to secondary schools, in the school year 2018-2019.

<sup>97</sup> J. Pfaffe, Project No. 2018/401259, *Mission 2, Output 6: Final Progress Report on identified indicators of the Common Results Frameworks*, 12 July 2019, p. 11.

<sup>98</sup> Å. Tiltnes et al, *The living conditions of Syrian refugees in Jordan...*, p. 80.



**Fig. 9** – Number of UNHCR registered Syrian refugee children vs number of Syrian refugee children enrolled in formal education in Jordan<sup>99</sup>.

Source: Author's own compilation on the basis of UNHCR and MoE data.

The EUTF BE programmes have no doubt contributed to improvements in the number of children enrolled and attending schools and, again, the mix of different types of programmes addressing systemic, legal, access, quality, capacity and support services may be playing an important role. Nevertheless, in order to verify the extent to which the EUTF BE projects have actually contributed to the increase in the number of children enrolled / attending schools, disaggregated data pre-project and post-project per school / exact areas of intervention would need to be gathered and compared. Furthermore, students and children having received support would need to be systematically followed up 6 months to one year after having received support from the implementing partners to monitor what pathway they have selected and whether they have been able to stay in the selected pathway. Most of the implementing partners consulted stated that this information was not systematically gathered.

Indicator 2.2.2.	The reasons given by parents for not sending their children to schools and by children not enrolled in schools have been addressed by the implementing partners.			
Data sources	Parents (of children not enrolled in schools)	Children (not enrolled in schools)	Implementing partners	EUD

<sup>99</sup> For simplification purposes, the number of Syrian refugee children enrolled in formal education in January of a given year presents a figure for the school year starting in September the preceding year, e.g. January 2016 for the school year 2015-2016.

Method	Group interviews	Focus groups	Interviews	Interviews
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There is no evidence that the most pressing concerns identified by both parents and children not enrolled in schools, namely financial vulnerability (insufficient funds to cover for school transportation, child labour, early marriage etc.), school violence and lack of employment and/or further education (HE, TVET) opportunities after BE have been addressed by the implementing partners. While many of the projects acknowledged financial underpinnings of the phenomenon of OOSC, none of them has provided direct financial support to vulnerable families as part of the EUTF interventions (beyond transportation-related costs). Likewise, while everyone seems to be aware of the problem of violence in schools, no actions aimed at eliminating corporal punishment have been identified within the scope of the EUTF projects.

<b>EQ 3 EFFECTIVENESS</b>	<b>To what extent have the EUTF BE programmes been able to achieve their set objectives and results in each country of operation?</b>		
<b>Judgement criterion 3.1.</b>	<b>Each programme is on schedule in terms of the achievement of results, according to the defined logframes and timelines.</b>		
Indicator 3.1.1.	% of achievement according to EUTF programmes progress and results indicators.		
Data sources	Logframes and monitoring reports	Implementing partners	EUDs
Method	Desk review	Semi-structured interviews	Interviews

Most of the implementing partners have been able to achieve their set objectives and results, even though in some cases the targets or activities planned had to be modified to adapt to requests from MoE or EUD. The lengthy procedures in terms of registration and approvals from either MoPIC, MoPWH or MoE have delayed the start of implementation in some cases, but once the relevant approvals have been obtained, the activities have been undertaken without major hurdles. Several of the projects (T04.17, T04.50) requested a cost-free extension to deal with the delays, which were accordingly granted. Three of the EUTF projects (T04.15, T04.22 and T04.78) were completed in mid-2019 and four were still ongoing in September 2019 (T04.17, T04.50, T04.66, T04.112).

The table below shows the results achieved as at April/June 2019 for each of the project results under review within the EUTF BE portfolio (note that many of the projects include a wider range of activities which fall outside the scope of the evaluation).

Table 5 – Results achieved by EUTF BE implementing partners – April/June 2019<sup>100</sup>

Project	Result (BE)	Target / Indicators	Achieved as at April or June 2019	Comments
T04.15 Qudra [as of April 2019]	Physical conditions at schools have improved	10 schools rehabilitated 15 schools with child friendly facilities	26 public schools	LOT I (8 schools) finalised and handed over to MoE LOT II (10 schools in Zarqa and Rusaifeh) finalised and handed over to MoE LOT III (8 schools in Mafraq) finalised and handed over to MoE. A handover ceremony was organised on 28 March 2019 at Dar Al-Arqam School in Sahab, Amman. Through the finalisation of the rehabilitation works at 26 public schools, over 34,000 students; (50% female, 25% Syrian) as well as their teachers are now benefitting from the improved school conditions.
	At least 20 schools offer transportation services for students	40 school buses provided to 20 schools	0	The initial idea of providing buses to schools was rejected by MoE. After several other ideas were exchanged with relevant stakeholders (e.g. proposal to formalise transportation services and introduce minimum safety standards for school buses), GIZ decided to partner with Careem/Uber to organise a pilot project providing school transportation for children.
	Capacities of staff in facilities management has improved	30 staff in about 3-6 directorates 80 staff at 40 schools complete training 120 teachers and social workers acquire new skills 25 WASH focal points trained	320 teachers, Ministry staff and volunteers (of which 96 females, 86 Syrians)	Due to the fact that facility management is not recognised as a profession and there is no similar intervention/measure, there is no example of training modules. Hence respective modules and materials shall be newly developed, and they are expected to be utilised after the completion of the Qudra programme which is innovative and durable. Facility management as an important component of rehabilitation is of interest for other countries as well, e.g. as potential employment area for Syrians. Given the fact that it is a new concept, module development on FM requires intense coordination with relevant stakeholders and, similar to the school transportation approach, a longer-term engagement to reach sustainable levels.
T04.17 Youth RESOLVE [as of June 2019]	Capacities of teachers (or education personnel) in remedial education has improved	45 teachers trained	45 (21 female, 24 male)	The training was done in two cycles, each targeting two governorates that are relatively close to one another. The first training cycle hosted 29 teachers from Amman and Zarqa governorates during the month of January 2019, while the second training cycle targeted teachers in northern Jordan (Mafraq, Irbid, and Ramtha) during the month of February 2019.
	Physical conditions at schools has improved	14 educational facilities renovated	17	The renovated spaces are being utilized for several purposes: a place for Mentors engagement, Core Team and Questscope staff meetings, focus groups and regular follow up meetings. In addition, they are used to conduct Mentoring Basic Trainings. All partner CBOs and universities in the project are fully equipped now. The process took place over two phases, the first one was furnishing for all 11 locations including 6 CBOs, 3 universities and 5 juvenile centres (tables, chairs, desks, cabinets and IT equipment). The second phase was IT equipment for all universities. QS has now completed furnishing all locations.

<sup>100</sup> The most recent QINs were requested at multiple occasions from IPs and/or contracting party. The table reflects the data made available to the evaluation team.

	Learning environment has improved	4650 children received school supplies	Total: 4028 Jor Females: 1138 Jor Males: 929 Syr Females: 1053 Syr Males: 896 Other nationalities female: 11 Other nationalities male: 1	WVJ: The academic semester started on Feb 10. All 15 targeted schools received the allocated school supplies and distributed them to students. A total of 2,643 students have received the stationery they need for this semester. As for the remedial classes students lists, they are being updated on a continuous basis due to drop-out cases and changes in the schedule that is made by the school principals. QS: Questscope provided stationery to all IFE working CBOs on a monthly basis. Moreover, refreshments were provided to all CBOs in order to be distributed during sessions.
	Access to learning opportunities and students' performance has improved	3000 children enrolled in remedial classes	Total: 2,643 Jor Females: 787 Jor Males: 605 Syr Females: 658 Syr Males: 581 Other nationalities female: 11 Other nationalities male: 1	Some school principals do not show willingness to fully cooperate. E.g., some teachers reported difficulties operating inside the designated schools due to unavailability of spaces to start classes, despite prior agreement with school directors. 2 of the schools in Amman will be excluded from the program for the fall semester due to low cooperation quality and poor commitment.
		1650 children enrolled in IFE programme	Total: 1,385 Jor Females: 351 Jor Males: 324 Syr Females: 395 Syr Males: 315	The program witnessed a number of drop-outs among the male students (16 to 18 years old) due to the challenge of children engaged in employment in Mafraq, Zarqa and Ramtha. Those children have to work to support their families financially.
T04.22 Back to the Future [as of June 2019]	Formal education system has improved	(revisited) 14 schools rehabilitated	15 (total of 12,997 children benefitting)	With the savings made on cancelled teachers training, one additional school was rehabilitated as part of the project.
	Retention rates of school aged children and adolescents has improved	2700 children benefit from learning support programme	2,836 students (49% female - 51% male; 42% Jordanian - 58% Syrian and other nationalities) benefited from RC and homework support	
	The capacity of local NFE actors has improved	40 teachers trained on CP/PSS delivery 20 project staff trained in monitoring methodology	58 project staff trained in M&E system 58 teachers trained in PSS and CP	Difficulty in receiving MoE permission to train teachers in PSS and CP.
T04.50 AFD / TdH Lausanne [as of June 2019]	Access to learning opportunities and support services has improved	2 child-friendly spaces established for implementation of PSS activities	0	During the reporting period, 2 CBOs each were supported to set up a static/permanent CFSS through training and provision of equipment; 1 in Irbid and 1 in Mafraq. These CFSSs both operate 5 days per week, providing structured psychosocial support (PSS) activities, life skills (LS) and learning support services (LSS) for children and youth from the host community and Syrian refugee community. The facilities of the two static/permanent CFSSs are not yet in full compliance with the Protection Minimum Standard (CPMS).

	<i>partner in change</i>	3800 vulnerable children having access to psychosocial support and life skills including through referral services	2568	Since the beginning of the project until the end of June 2019, a total of 2,568 children benefited from the project: 1,155 girls (370 Jordanian & 785 Syrian) and 1,413 boys (417 Jordanian & 996 Syrian) were reached through PSS, Life skills, LSS and case management services.
T04.66 Budget support [as of June 2019]	Availability of teachers and administrators for the camp schools for Syrian students has improved	At least 1,937 staff in camps, of which at least 1,695 teachers (of which 1,501 school teachers and 194 KG teachers) and 242 administrators (of which 11 in KGs)	The total of employed teaching staff (1,466) represents a 97.7% achievement of the target; the total of employed non-teaching staff (192) represents a 83.1% achievement of the target.  The total of employed KG teachers (198) represents a 102.1% achievement of the target; the total of employed non-teaching staff (11) represents a 100.0% achievement of the target.	
		Combined Pupil-Teacher Ratio in all camp schools (primary and secondary) 26:1	The total number of teachers remains slightly below the target, but with a resulting PTR of 21.8:1, representing an achievement of 119.3%.	
	Quality education has been provided to Syrian pupils in single and second shift schools in camps comparable to the Jordanian standards	Percentage of schools performing at least adequate: 70%	70% of the surveyed schools were judged as being adequate or better.	
	Packages of free school books for Syrian pupils in camp schools have been distributed	1 package of school books for every pupil, up to 34,000 packages of school books (with – if possible – 10% reused books in the pilot camp schools)	Textbooks were distributed to all 31,984 students in the Camps, covering the first and second semester.	Lower number of students actually enrolled in school year 2018/19 (31,984 instead of estimated 34,000) resulted in a smaller number of textbooks distributed.

		(covering school year 2018/19)		
	Equal access to additional services and facilities in camp schools has been ensured for Syrian pupils	12 camp schools are equipped with functioning libraries and computer labs and science education facilities, including staff; and have access to electricity	12 schools were equipped with functioning libraries and computer labs.  Only 1 out of 12 schools had access to electricity.	Access to electricity remains an issue. While MoE certainly made progress in construction efforts, final connection of the schools remains uncompleted due to various factors related to approval processes by the Ministry of Public Works and Housing, organisational constraints on the side of the contractor, and difficulties of installing meters on the electric network which is owned by the UNHCR. The connection has not been completed (and cannot be expected to be completed in the near future), leading to a non-achievement of this part of the indicator.
T04.78 UNICEF [as of January 2019]	Access to learning opportunities and support services has improved	1,850 of young people (13-20 years old) out of school provided with non-formal education services (70% Syrians, 30% Jordanians and other nationalities)	Currently enrolled in Drop-Out centres: 3,442 beneficiaries – 58% Syrian, 38% Jordanian, 4% other nationalities; 37% female, 63% male; 31% refugee camps (11% Azraq, 20% Za'atari), 69% HC. EU result: 1,104. Cumulative results for Drop-Out: 7,869 children - 53% Syrian, 42% Jordanian, 5% other nationalities; 40% female, 60% male; 17% refugee camps (8% Azraq, 9% Za'atari), 83% HC.	
		50% (or 10,000) of boys and girls out of school successfully referred to certified education service	31% or 3,416 children (54% female, 46% male)	In 2018, UNICEF and its partners have reached 10,875 children through awareness raising sessions and dissemination of key messages. An additional 192 children have been reached since the last report. UNICEF does not anticipate being able to reach the targets owing to the shift in implementation and delivery whereby UNICEF has worked with MOE to deliver school-based mobilization messages in 20 schools with high rates of children at risk of dropping out.
	Capacities of NFE educational personnel has improved	100% of Non-Formal education facilitators having received adequate training	97.5% of facilitators have been trained on the participatory learning methodology	
	Awareness about learning opportunities has increased among the target groups	20,000 boys and girls out of school reached with the national Learning For All campaign and Makani	10,875 children (51% female, 49% male; 67% Syrian, 21% Jordanian, 8% Iraqi, 4% other including Egyptian, Pakistani,	

		routine referral services [as funded by MADAD]	Palestinian, Saudi, Sudanese, Somali and Yemeni)	
	Access to learning opportunities and support services has improved	1500 of Dom girls and boys reached with structured learning support service	1,737 (1,020 female, 717 male)	Learning support services are provided to Dom boys and girls in Makani centres in 11 Dom concentrated locations across 4 governorates (Amman, Madaba, Irbid, Balqa) based on their educational needs and level. All Makani centres serving Dom have completed the first cycle of LSS and have begun the second cycle with 60% new enrolment.
		1500 of Dom girls and boys reached with psychosocial support services	1,670 (860 female, 810 male)	Vulnerable children are enrolled in community-based child protection activities which support a sense of routine and structure in their life, while also raising awareness of basic rights and child protection. The Child Protection services at Makani are structured, adult-supervised and community supported activities that promote social cohesion within the community.
		1500 of Dom girls and boys reached with life-skills training	968 (475 female, 493 male)	Children and young people attending Makani have access to the basic life skills programme as well as youth-led, community-based initiatives that aim to increase young people's decision making and contribute to making positive choices in life. Youth and adolescents are being engaged and supported with better communication skills and knowledge on how to be active members of their community as well as fostering leadership skills
	Awareness about learning opportunities, children rights, violence against children and GBV has increased	2000 of Dom girls, women, boys and men reached through information campaigns around child rights, violence against children, GBV and information around services available	7,065 (2,855 girls, 1,285 women, 2784 boys, 141 men)	Door-to-door outreach campaigns, awareness sessions and community events were conducted to attract Dom children to Makani centres. These activities increase awareness of the importance of education, personal hygiene and better parenting in the community level. A total of 2,754 winterization kits were distributed to Dom children of which 1,745 were funded by the EU. Makani centres leveraged on the presence of family members during the distribution process to disseminate important information on winter safety tips and services provided during winter months.
<b>T04.112 KfW [as of June 2019]</b>	Access to inclusive and child-friendly quality primary and secondary education for children in Jordan, including refugee children as well as host community children has been increased	10 new schools have been constructed in areas with a large number of Syrian refugee students and are usable throughout the whole year	0	No infrastructure works have been implemented during the reporting period. It is expected that construction works can start in 2020, after site selection and other preparatory works have been concluded. The site selection is ongoing. 4 fast track school sites have been selected (EU schools), the design process for these has started. Further school sites are under analysis.

<b>EQ 4 EFFICIENCY</b>	<b>What is the currently most effective aid modality to support the provision of BE under the EUTF-Syria or other EU instruments?</b>
<b>Judgement criterion 4.1.</b>	<b>There is a clear cost efficiency when comparing the different approaches (multi-country/regional versus national)</b>
Indicator 4.1.1.	Comparative per child cost for comparable services (school construction/rehabilitation; provision of different services)
Indicator 4.2.1.	Comparative costs of provision of services or rehabilitation/reconstruction of schools undertaken by national government versus projects implemented by other implementing partners.

Cost per child and the cost breakdown for the provision of services was not made available and is difficult to calculate for projects that encompass a range of other activities beyond BE. Implementing partners stated that there was no comparison of costs amongst the different stakeholders either to define budgets or to compare cost efficiency, and that costs were based on their own past experience in the country. Likewise, costs of similar activities within the same project differed significantly, based on the context and location of specific intervention, e.g. transportation was cheaper in urban neighbourhoods than in rural areas due to the distance needed to be covered. As such, it was impossible to establish unified unit costs.

Only AVSI (T04.22) has outsourced an analysis of the cost efficiency of its project, with an estimated breakdown of costs per service provided<sup>101</sup>. This should be undertaken for all implementing partners using a standard and comparable methodology. The MoE and EUD did not provide any financial data for the budget support programme (T04.66) beyond cost estimates of the MoE for the school years 2017/2018 and 2018/2019, nor does a financial analysis appear in the monitoring reports (portion of total budget, breakdown between current and capital spending, breakdown per education level, etc.), although the general cost per Syrian student enrolled in the public school system is estimated at 1125 JOD (equal to an average cost of Jordanian student). The amount was calculated by dividing the global MoE budget for 2019 fiscal year by the number of students enrolled in the public education system (see table 1 above for further details). The only information available to the evaluation team is the fact that the budget support is meant as a contribution to the MoE's following budget lines: 1. Teacher and admin salaries, 2. Tuition fees, 3. Costs of textbooks, 4. School operational costs (water, electricity, fuel). Without an actual expenditure report from MoE, however, it is impossible to gauge the extent of this contribution.

The table 6 below shows the comparison of support provided for children for each category of service (remedial classes, NFE, IFE, other).

<sup>101</sup> Advance Consulting Services, Annex 7, *Response to EU Madad Trust Fund Request for additional Analysis for the Mid Term Evaluation of "Back to the Future: School readiness, inclusion and retention for children victims of the Syrian Crisis in Lebanon and Jordan"*, 2019.

Table 6 – Comparison of support provided for children

	Remedial classes	NFE	IFE	Other (e.g. LSS, PSS)
Transportation provided		T04.78	T04.17	T04.15 (pilot project) T04.78
Material and equipment	T04.17		T04.17	
Snacks	T04.17 T04.50		T04.17 T04.50	T04.50
Stipend (or financial support to family)	T04.17 (for transportation)			

There are different perceptions with regards to the type and level of incentives / support that should be provided to children and/or families to ensure attendance and minimise drop-out. Most of the parents and IPs interviewed emphasised that the transportation costs remain a challenge for the children if they do not live within a walking distance from the centres. Some indicated that it was also a direct reason for the children to drop out of schools and other forms of education. In spite of this, only two projects (T04.17, T04.78) provided transportation support for the children.

EQ 5 EFFICIENCY	How is efficiency measured and taken into account by EUTF BE implementing partners?
<b>Judgement criterion 5.1.</b>	<b>EUTF BE implementing partners have clear efficiency indicators and strategies to provide the best value for money in the activities they undertake.</b>
Indicator 5.1.1.	Quality of efficiency strategies and indicators and extent to which these are monitored and revised.

The majority of projects focus on outputs and numerical targets. Quantitative indicators need to be streamlined and more systematically reported during the lifetime of the projects to ensure that progress is also measured against these and more substantive and comparable data obtained beyond numbers.

The above is partly offset by a number of factors, including the long-standing presence of some of the implementing partners, their close relationship with national and local stakeholders (including, and very importantly, partnerships with CBOs), and a generally good knowledge of the context. Thus, for example, while the GIZ indicators (T04.15) are by and large targets, the project manager's in-depth knowledge of the context provides for an analysis of the legal and operational framework that favours the project's adaptability and changes in strategy that could allow for more sustainable and more systemic changes in the area of transport and facility management. Word Vision Jordan has partnered with Questscope (T04.17), a national NGO with a wide-ranging network of CBOs, with a good knowledge of the context and a strong relationship with the relevant ministries. In the same way, AVSI (T04.22), AFD and TdH (T04.50), as well as UNICEF (T04.78) are working in close collaboration with a network of national and local partners.

As mentioned above, implementing partners have not systematically integrated a follow-up of the children supported by the EUTF programmes (either NFE, IFE). It is therefore difficult to measure what options the children and their families have selected, whether they have been able to follow through with their choices and whether they have faced additional barriers (or the same ones again) six months to a year after they have received support from the implementing partners. A more thorough follow-up with possible referrals providing support in the different pathways chosen by the students may be needed.

<b>EQ 6 COHERENCE &amp; COMPLEMENTARITY</b>	<b>To what extent do the EUTF BE programmes ensure a minimum of duplication and a maximum level of complementarity amongst each other and with other major funding mechanisms (EU including ENI, ECHO, FRIT)?</b>
<b>Judgement criterion 6.1.</b>	<b>The EUTF BE programmes show a high degree of complementarity and a minimum degree of duplication in each of the areas of intervention amongst each other and with other major funding mechanisms (ENI, ECHO, FRIT)</b>

Coordination and complementarity have been hampered by several factors and could be greatly improved. Firstly, internal EU procedures and constraints, including lack of capacity, make it difficult to ensure the continuity of certain projects even when these have proven to be efficient, effective and relevant. The AVSI project (T04.22), for example, is not likely to continue in Jordan, while it has been financed for a next phase in Lebanon and it is mainly due to lack of consultation between the EUD in Jordan and the EUD in Lebanon. There is, at the moment, no modality foreseen to fill in the gap resulting from AVSI's project ending. While support to Syrian refugees is no longer considered within a crisis context, instead development aid, the contracting modalities and the instruments available are not sufficiently enabling the implementing partners and, very importantly, their national and local partners and counterparts, to transition to a more sustained EU support. There is therefore a risk that, once the majority of EUTF projects finish, major gaps will emerge in service provision, and very specifically in the essential support that is being provided by CBOs and community engagement. This concern has been explicitly mentioned in relation to all of the projects involving partnerships with CBOs.

The main aid modality to support the provision of BE in Jordan is budget support (T04.66). According to the EUD, the MoE has been committed and is providing the services required (teachers are trained, books are distributed, etc.), and much efforts have been made to provide BE to all children in the country. Furthermore, the February 2019 Monitoring and assessment report, demonstrates an overall improvement in the quality of education against the CRF indicators, with the majority being achieved or overachieved<sup>102</sup>. EUTF support to the GoJ will continue through budget support (new Action Document approved in December 2018). There is an undeniable added value and sustainability in

<sup>102</sup> J. Pfaffe, Project No. 2018/401259, *Mission 1, Output 4: Progress Report on identified indicators of the Common Results Framework, including documentation of CRF Revisions following the CRF Revision Workshop*, 15 February 2019.

continuing to support the GoJ through budget support and to continue strengthening the capacity of the MoE. This is all the more important in view of the current strained capacity of the MoE. Austerity measures have made it very difficult for the MoE to hire new personnel in an acutely understaffed context. High turnover of personnel has also eroded the Ministry's institutional memory, capacity building efforts and continuity. The Donor Coordination Unit (DCU) is very small and currently overburdened.

However, there is a complementarity between the different aid modalities that needs to be preserved and improved, that is, between budget support, to ensure that adequate system strengthening; and through project modalities.

Secondly, there needs to be an acknowledgement, strategically and programmatically, of the essential work of national and local civil society actors (see below, exit strategies). Questscope (WVJ and UNICEF partner, T04.17 / T04.78), for example, started working on NFE with the MoE since 2004, with more than 100 locations being served to date. They have the capacity to manage EU funding, having been its recipients in the past. In the same way, the Jordan River Foundation (UNICEF partner, T04.78) is well established and working through a wide network of CBOs. Both of these organisations could benefit from direct funding from the EU, without an intermediary international organisation. AVSI (T04.22) and AFD/TdH (T04.50) have also been working with a network of local CBOs. How these CBOs can continue to be supported needs to be analysed.

Direct support to national civil society organisations would fit in with the EU's Grand Bargain commitment and push for a greater localisation of aid, in addition to reducing overheads and management costs, and enabling these organisations to continue providing essential support services to communities and children.

Thirdly, the methods of intervention between the different implementing partners differ to varying degrees. For example, AVSI (T04.22), WVJ/Questscope (T04.17), have each developed different methodology for remedial education. There are questions with regards to whether there should be one approach or whether different approaches can lead to increased pass rates and decrease drop-out rates. The MoE does not have its own approach. However, lack of coordination amongst the different implementing partners means that there has not been a transfer of lessons learned and best practices or an alignment of methodologies and practices.

DG ECHO has been focusing mainly on unregistered refugees who could not be covered by any other instrument, with a combination of education and child protection activities. However, DG ECHO is currently assessing whether there is a humanitarian need in Jordan and is likely to continue focusing more on Syria, which is more in line with its mandate. There already is a common understanding that

funding for EiE in Jordan will be slowly phased out. As such, the EUTF BE support continues to be highly relevant, with a longer timeframe and a flexibility to transition from crisis to development support.

Judgement criterion 6.2.	EUTF BE implementing partners meaningfully participate in coordination mechanisms at national level.
Indicator 6.2.1.	Mechanisms for data and information sharing have been established (Y/N)
Indicator 6.2.2.	Number of coordination meetings during which EUTF programmes share data and information amongst each other and with other actors involved in BE.
Indicator 6.2.3.	Existence of joint or complementary initiatives

Coordination mechanisms, internal to the EUTF BE programmes (that is, gathering EUTF implementing partners) and external (that is, gathering all stakeholders involved in BE support in Jordan) have been dysfunctional, especially over the last years. There are challenges to sector-wide coordination as evidenced by accounts of multiple stakeholders interviewed by the evaluation team or as discussed during the recent AAI Transition Workshop<sup>103</sup>; these challenges specifically apply to the Education Sector Working Group (ESWG). There seems to have been a gradual erosion of trust vis-à-vis UNICEF, which is the lead agency ensuring coordination of BE programmes. It also seems that only UNICEF partners are continuing to actively participate in this coordination mechanism, which has become, for a lot of other stakeholders, disappointing. The stakeholders interviewed indicated that lack of efficient leadership and coordination resulted in an inability of the sector to identify existing gaps and capacities, as well as to ensure common goals.

UNICEF representatives have acknowledged that the coordination of the education sector in Jordan has been challenging in the past two years, primarily due to operational difficulties in aligning between ESP and JRP. Traditionally, it was the JRP serving as a mechanism for government approvals for the education sector; with the ESP published in March 2018 and given a donor priority, UNICEF proposed to dissolve ESWG, merge JRP with ESP and form ESP technical working groups instead. This move was eventually blocked by MoPIC. Currently, UNICEF is working on redefining the role of ESWG and reengaging with all key stakeholders, also in light of its merge with the Tertiary Education Working Group.

Most of the EUTF implementing partners interviewed stated that there is no internal coordination amongst EUTF BE partners, whether organised by the EUD or at their own initiative. Their knowledge of each other's projects is limited, fragmenting and diffusing the actions being undertaken, when links and bridges could be established or, at the very least, lessons learned.

<sup>103</sup> E. Selenica, *The Accelerated Access Initiative to Quality Formal Education for Syrian Refugee Children (AAI). A look back and forward. AAI Transition Workshop Report*, July 2019.

The majority of education programmes focus on the formal education system itself and on children under 12 years of age and are provided mainly through budget support or the joint donor account. NFE and IFE activities as well as PSS and community engagement, all essential to addressing some of the most important barriers to education, are by and large being undertaken by CBOs, national and international NGOs or UNICEF and NFE is not a priority to-date for the MoE.

EQ 7 SUSTAINABILITY	To what extent have the EUTF BE actions provided sustainable results?		
<b>Judgement criterion 7.1.</b>	<b>EUTF has coordinated its actions with DEVCO and ECHO to maximise the sustainability of its actions in the area of basic education.</b>		
Indicator 7.1.1.	Number of actions implemented		
Data sources	EUTF Brussels	EUD	ECHO
Method	Interviews	Interviews	Interviews

There is a push from both the EUD and the GoJ to channel funds through budget support, as a way of maximising sustainability. For the moment, budget support through EUTF will continue for at least the next 2 years. As mentioned above, budget support contributes greatly to a sustainable strengthening of the provision of quality education for children in Jordan.

However, there seems to be an insufficient coordination between different EU entities involved in funding BE interventions in Jordan (ECHO, DEVCO), primarily due to a missing capacity to effectively implement all coordination mechanisms or even attend meetings organised by different stakeholders. Despite declared divergent focus of DG ECHO's Education in Emergencies (EiE) and EUTF, there is a degree of overlap in terms of type of activities funded through both mechanisms: at least one of the implementing partners is running two different projects with a similar scope of services (in different locations), one funded by DG ECHO and another by EUTF. It could imply that even the stakeholders active in the sector cannot see a clear distinction between mandates of different funding mechanisms.

<b>Judgement criterion 7.2.</b>	<b>Factors limiting the sustainability of EUTF BE interventions in the field of basic education have been identified.</b>
Indicator 7.2.1.	Explicit identification of limiting factors in EUTF BE strategy / project documents.

Overall, discussion with implementing partners with regards to the sustainability of their actions and exit strategies is insufficient. The only exception has been with UNICEF (T04.78), where the EUD has recently discussed a possible extension of funding on the condition that a clear exit strategy is drafted (that has as yet to be submitted). T04.15 project will most probably continue, although it is not yet sure to what extent the education component of a broader intervention will be maintained, while T04.22 project has ended and is unlikely to be funded again. T04.17 and T04.50 are, for the moment, on-going, but there are no plans for sustaining the activities outside the EUTF funding. This will put partner CBOs in a fragile position, and will no doubt leave a gap in provision of essential services in support to BE

which needs to be filled in through other donors and/or other EU instruments. With the exception of UNICEF, none of the other implementing partners nor the EUD have, thus far, developed exit strategies. A number of factors limiting the sustainability of EUTF BE interventions were discussed during the interviews, including:

- Rehabilitation of schools: all implementing partners involved in the rehabilitation of schools mentioned that, in a lot of cases and especially in schools for boys, there is a rapid degradation of the rehabilitated infrastructure. There have been efforts to make rehabilitation sustainable, though, for example, awareness raising activities, community involvement, ensuring child participation, etc. Nevertheless, in some cases, schools that were rehabilitated one year ago have, according to some interlocutors, already suffered and the sustainability of these efforts needs to be verified after the end of the projects.
- NFE / IFE: as mentioned above, according to some of the stakeholders interviewed, NFE does not seem to be a priority for the MoE. As such, international and national NGOs providing NFE – essential in particular for vulnerable Jordanian children and Syrian refugee children, need to be sustained. The same is true for IFE and remedial classes.

<b>Judgement criterion 7.3.</b>	<b>EUTF BE programmes have identified strategies for continuing / handing over activities after project end.</b>
Indicator 7.3.1.	Number of sustainability strategies integrated in project documents by implementing partners.

Aside from budget support, the other EUTF BE implementing partners have been working in close partnership with community-based organisations and/or national NGOs. Whilst most implementing partners have provided support to strengthen the capacities of their local partners, how to phase out such support and at what stage the local partners will be able to undertake the activities without the support of INGOs remain important questions that has thus far not been answered.

Nevertheless, UNICEF is already phasing out its collaboration with INGOs and partnering with local stakeholders instead. Both UNICEF and JRF have mentioned that they are trying to support CBOs to develop income generating activities to enable them to continue their activities with decreasing donor support.

<b>EQ 8 EU ADDED VALUE &amp; VISIBILITY</b>	<b>What EU added value is resulting from the EUTF BE programmes/projects?</b>
<b>Judgement criterion 8.1.</b>	<b>EUTF support in BE has enabled implementing partners to obtain additional funding for BE activities.</b>
Indicator 8.1.1.	Amount of additional funding obtained for BE activities from implementing partners
Indicator 8.2.1.	Increase in overall funding for BE programmes from different donors

Several stakeholders mentioned that the EU has had a high impact in raising awareness and advocating for strengthened support for Syrian refugees in the region. However, there is no concrete evidence to-date that EUTF support in BE has actually enabled implementing partners to obtain additional funding for BE activities and, at regional level and overall, less than 50% of pledges made during the Brussels conference (2018) have been met.

Only TdH Italy (T04.22) mentioned that the successful EUTF project had helped them secure further funding. In addition, GIZ stated that Qudra's (T04.15) achievements were used by GoJ to meet the indicator under the 200 million USD loan from the World Bank. It refers to the disbursement-linked indicator #6 describing improved psychological environment in schools of the Education Reform Support Program-for-Results (PforR)<sup>104</sup>.

<b>EQ 9 EU ADDED VALUE &amp; VISIBILITY</b>	<b>To what extent are the communication and visibility actions providing added value in terms of contributing to mainstreaming the BE programmes/projects desired effects?</b>
<b>Judgement criterion 9.1.</b>	<b>EUTF support in BE has enabled or encouraged schools to integrate child protection minimum standards.</b>
Indicator 9.1.1.	Comparison between schools supported under the EUTF programme and other schools in terms of child protection standards.

There is no evidence that EUTF support in BE has enabled or encouraged schools to integrate child protection minimum standards. This can be gauged by the fact that in all schools visited, albeit to a different extent, there was a problem of corporal punishment identified. This does not differ from the overall problem of violence and corporal punishment present in schools in Jordan.

<b>Judgement criterion 9.2.</b>	<b>The EUTF programmes have been successful in advocating for changes in national education policies to take into account the particular vulnerabilities of Syrian refugee children in their access to basic education.</b>
Indicator 9.2.1.	Comparison of the main advocacy points raised by implementing partners and decisions taken by national authorities.

In the last years, Jordan has made efforts to improve access to education as well as to increase the efficiency of its education system. Through multi-donor development programs such as the Education Reform for Knowledge Economy (ERfKE), the monarchy made a substantial progress in terms of school access and attainment and enrolment rates. For instance, under the first phase of ERfKE, the primary gross enrolment ratio increased from 71 to 99 per cent between 1994 and 2010 (98 per cent for girls and 99 per cent for boys), and the transition rate to secondary school increased from 63 per cent to 98

<sup>104</sup> World Bank, *Hashemite Kingdom of Jordan. Education Reform Support Program-for-Results*, Report No. 121282-JO, November 2017, available at: <http://documents.worldbank.org/curated/en/731311512702123714/pdf/Jordan-Educ-Reform-121282-JO-PAD-11142017.pdf> [accessed 4 August 2019].

per cent over the same period<sup>105</sup>. Other programmes, such as the recently launched Education Reform Support Program-for-Results, aim to expand access to early childhood education, and to improve student assessment and teaching and learning conditions for Jordanian children and Syrian refugee children<sup>106</sup>.

Importantly, international efforts are only supplementary to the initiatives undertaken by the Government of Jordan and other national stakeholders active in the education sector. As such can be seen the National Education Development Conference which took place in August 2015 and which played a crucial role in crystallising the vision for the reform and development of the Jordanian education system (New Vision for Education in Jordan 2015-2025); a vision which was later re-shaped into the National Human Resources Development (NHRD) Strategy and Action Plan. The latter set ambitious objectives for the education system in Jordan, e.g., improvement in quality of and access to education on all levels, starting from pre-primary (with plans to introduce compulsory Kindergarten class 2 across the country) and ending with vocational and higher education, as well as introduction of the Accelerating Access to Quality Formal Education for Syrian Refugee Children<sup>107</sup>.

The reform drive eventually took the shape of the Education Strategic Plan (ESP) 2018-2022, a comprehensive document aligned with NHRD Strategy to benefit children, students and learners, teachers and education providers and, ultimately, the community as a whole. Its full implementation would advance the vision of quality education for all, including vulnerable Jordanians and refugees residing in the Kingdom<sup>108</sup>. The ESP identified six priority domains, each defining its own strategic objectives and indicators of achievement:

Table 7 – Key strategic objectives identified by the Education Strategic Plan 2018-2022

Key strategic objectives in the education sector		
ESP Domains	Components	Strategic objectives
Early Childhood Education and Development (ECED)	Access and Expansion Quality of ECED	To increase access to quality of education for children in early childhood and to increase their readiness to learn for life.
Access and Equity	Infrastructure (including NFE and school planning) Inclusive Education and Special Needs Lifelong Learning and Non-Formal Education (NFE)	To ensure access and equality to achieve justice for both male and female sexes by raising the enrolment rate in schools and absorbing all age groups in education for all residents in Jordan.

<sup>105</sup> Ibid.

<sup>106</sup> Ibid.

<sup>107</sup> J. Pfaffe, *Mission 1, Output 3: Monitoring, assessment and support...* p. 18.

<sup>108</sup> Ministry of Education, *Education Strategic Plan 2018-2022* [ESP 2018-2022], available at: <https://planipolis.iiep.unesco.org/en/2018/education-strategic-plan-2018-2022-6461> [Accessed 4 August 2019].

Key strategic objectives in the education sector		
ESP Domains	Components	Strategic objectives
System Strengthening	Institutional Performance Management Management of Educational Information Systems (EMIS) Risk and Crisis Management	To promote the educational system for innovation and excellence based on effective educational policies, based on achieving the priorities of the Jordanian education sector.
Quality	Curriculum and Assessment ICT in Education School Leadership and Community Participation Accountability (Education and Quality Assurance Unit) Safe and Stimulating School Environment	To improve the quality of education for the preparation of good and productive citizens who are loyal (feeling of belonging) to their country.
Human Resources	Selection, Recruitment and Pre-service Qualification of Teachers Selection & Development of Leadership at Administrative Levels In-service Professional Development and Teacher Licensing Teacher Rewards and Incentives Monitoring, Evaluation and Quality Control of Teacher Policies	To provide, develop and sustain human resources for the education system.
Technical and Vocational Education and Training	Improving Management Increasing Access Improving Quality	To increase access to vocational education and improve its quality.

Source: Compilation on the basis of *ESP 2018-2022*.

To fully operationalise the ESP, i.e., to provide quality learning opportunities for all children amidst the ongoing refugee crisis, the MoE has engaged in collaboration with a number of sector partners. Additionally, the education donor group has allocated substantial funding to strengthen the public education system and quality services in the form of direct financial assistance (a.k.a. Accelerated Access Initiative, AAI). It is worth pointing out that the education sector in Jordan is at a critical junction, in a transition period from the humanitarian refugee response to the longer-term system support. As such, it becomes increasingly important to plan and prioritise education interventions accordingly.

Against this background, EUTF interventions in BE have only marginally engaged in advocacy efforts. The only project which attempted reform and strengthening of the education system in Jordan was T04.15. Its work was related to two specific domains: facility management (FM) and school transportation. In the area of FM, GIZ developed a model based on both international and regional practices and, in cooperation with MoE, initiated FM working group bringing together donor community working on the topic. As part of its efforts, GIZ suggested to outsource cleaning services to

external contractors to improve efficiency of the process (instead of current practice of the janitors being employed by MoE, de facto rendering their control by the school headmasters impossible), advocated for maintenance of the schools to be taken up on the municipal level (as part of the decentralisation efforts) and tried to involve other ministries and private sector in the discussion about FM more generally in order to facilitate change in the education FM. To date, no tangible outcomes of the FM advocacy efforts are available.

In the second domain, GIZ conducted a study to explore options and provide solutions to the school transport issue, in cooperation with MoE and Ministry of Transport (MoT). The first round of consultations resulted in a decision to regulate the hitherto informal transport services, formally approved by the GoJ in November 2018. Additionally, GIZ proposed to introduce minimal safety standards for school transportation (annual checks, proper sitting arrangements, limited number of passengers, training in first aid and safe driving for the drivers, licencing etc.) and developed a business model for bus owners, allowing them to run sustainable and high-quality services. These, however, were not as of yet approved by GoJ, with the MoT introducing its own requirements. In cooperation with Careem/Uber and the GoJ, GIZ is also piloting a project to increase efficiency in organising routes for school buses.

There seems to be a big potential for EUTF to engage in more advocacy work, especially if several aspects of the education system strengthening are prioritised by the EU and are mainstreamed throughout different interventions. Other than FM and school transportation, an example of advocacy work for future EUTF projects could be elimination of corporal punishment from the schools.

<b>EQ 10 GENDER, PROTECTION &amp; SPECIAL NEEDS</b>	<b>What actions are taken by EUTF BE implementing partners to require / encourage schools / NFE structures to strengthen child protective behaviour and attitudes (code of conduct, prohibition of physical punishment, promotion of inclusiveness, non-violent communication, complaint mechanisms, etc.)</b>
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Jordan has made a significant progress toward the implementation of the UN Convention on the Rights of the Child (UNCRC), to which the monarchy is a signatory since 1990. Among others, it has attempted to reinforce the legislative framework in favour of children, e.g., the Penal Law, the Juvenile Law, the Personal Status Law and the Nationality Law have all been reviewed to incorporate notions from UNCRC<sup>109</sup>. It has also ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1992 with reservations), the Optional Protocol on the involvement of children in armed conflict (May 2007), the Optional Protocol on the sale of children, child prostitution and child

<sup>109</sup> UNICEF, *Children in Jordan. Situation Analysis 2006-2007 Summary*, 2007, available at: <http://ncfa.org.jo:85/ncfa/sites/default/files/publications/children-jordan-situation-analysis-2006-2007-summary.pdf> [Accessed 6 August 2019].

pornography (2006), the Convention on the Rights of Persons with Disabilities (2008) and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (2009), the ILO Conventions: No. 138 – Minimum Age [for Admission to Employment] Convention 1998) and No. 182 – Worst Forms of Child Labour Convention (2000). To date, Jordan submitted five periodic reports on UNCRC implementation to the Committee on the Rights of the Child (CRC) in Geneva, the last one in 2014. The CRC noted at the time that while a substantial improvement in child protection was made in Jordan, there were still several areas requiring utmost attention, such as violence against children, non-discriminatory access to education or child labour<sup>110</sup>.

In more concrete terms, the progress made by Jordan since ratification of UNCRC includes the following: “(a) Under five mortality has fallen by over a third; (b) Jordan has almost achieved its target of universal access to primary education, with 97 per cent of children in school; (c) Jordan has maintained gender parity in education since 1979; (d) There is nearly universal access to improved water (97 per cent) and sanitation facilities (99 per cent)”<sup>111</sup>. However, the environment for protection of children and women require further strengthening, as many groups of children still face high level of vulnerability, i.e., children from poor socio-economic backgrounds, refugee children, children with disabilities etc. Violence against children is socially and culturally accepted, with 89 per cent of children being subjected to a violent form of discipline at home (both physical and/or psychological), 66 per cent of children subjected to physical punishment at home and 11 per cent of school children reporting experiencing corporal punishment in schools<sup>112</sup>. At the same time, public services that exist and are tasked with responding to violence, rather than focusing on its prevention through increased access to better parenting information or positive behaviour management, only manage cases brought forward to them. Peer violence in and around schools, bullying and discrimination are also prevailing phenomena undermining the learning process of children: 18 per cent of school children reported experiencing verbal violence in schools. Likewise, child labour and early marriage, particularly among the refugee population, are considered impediments to child protection. According to UNICEF, in 2016, almost 36 per cent of newly registered marriages of Syrians in Jordan involved a child (usually girls) under the age of 18, a number twice as high as in 2012 which would indicate that the problem of exploitation of girls is on the rise<sup>113</sup>. Already in 2015, the national census reported that 3.7 per cent of 13-17 years old girls in Jordan were married. This applied to 13 per cent of Syrian and 2 per cent of

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<sup>110</sup> UN Committee on the Rights of the Child (CRC), *Concluding observations on the consolidated fourth and fifth periodic reports of Jordan*, 13 June 2014, CRC/C/JOR/CO/4-5, available at: <https://www.refworld.org/docid/541bf99a4.html> [accessed 6 August 2019].

<sup>111</sup> UNICEF, *Situation Analysis of Children in Jordan*, available at: <https://www.unicef.org/jordan/media/506/file> [accessed 6 August 2019].

<sup>112</sup> UNICEF Jordan, *For Every Child. Child Protection 2018-2022*, Information Sheet, 2018.

<sup>113</sup> Ibid.

Jordanian girls respectively<sup>114</sup>. UNICEF further estimates that around 70,000 children in Jordan, both Jordanian and Syrian, are involved in child labour. This is in line with the findings of the 2016 National Child Labour Survey which stated that over 75,000 children were engaged in economic activities, of which 45,000 – in hazardous forms of labour<sup>115</sup>.

To address the shortcomings of the protective environment for children in Jordan, both in terms of the social norms that lead to violations of children’s rights and the capacity of institutions responding to such violations, UNICEF drafted its new strategy 2018-2022, with an ultimate goal of “improved and equitable prevention of violence, abuse, exploitation and neglect of children”. The core components of

<b>Judgement criterion 10.1.</b>	<b>Adults working with children and children within the framework of EUTF BE programmes are aware of potential risks.</b>		
Indicator 10.1.1.	Adults and children state they are aware of potential risks.		
Data sources	Parents	Children	Adults working with children
Method	Group interview	Focus groups	Group interviews

the strategy include: “(1) Strengthening the legislative environment and national capacity to plan, budget and implement prevention & response programmes to violence, abuse and exploitation and neglect; (2) Reaching boys, girls and women at-risk of violence and exploitation with an integrated package of quality child protection and gender-based violence prevention and response services; (3) Increasing capacities of children, families and communities to promote practices that protect themselves and reduce violence”<sup>116</sup>.

Protection and education have not been integrated throughout all of the EUTF projects, and the choice to do so is at the discretion of the implementing partners. A comprehensive approach, integrating protection in education projects, is not included as a requirement in the EUTF guidelines (call for proposals, call for expressions of interest). All stakeholders interviewed did, however, state, that this should be the way forward.

AVSI, for example, had to withdraw the child protection component from their project T04.22 and only later re-introduced it, through community engagement and awareness raising activities. The reason given by the EU was that UNICEF could take up child protection and therefore there was no need to mainstream it within the T04.22 project. At AVSI’s request, the EUD decided to reintegrate the protection component in the project.

All stakeholders interviewed – IPs, parents, children, teachers and volunteers – were fully aware of the potential and existing risks related to children’s educational pathways, e.g. violence and discrimination

<sup>114</sup> UNICEF Jordan, *Child Protection*, available at: <https://www.unicef.org/jordan/child-protection> [accessed 6 August 2019].

<sup>115</sup> Ibid.

<sup>116</sup> UNICEF Jordan, *For Every Child...*

on the way to and in schools, bullying, child labour and exploitation, early marriage. In some cases, these risks were the primary reason behind parents' or children's decision to stop attending the formal education system. As part of projects T04.17, T04.22, T04.50 and T04.78 different awareness raising activities in the area of CP were conducted with children, parents, teachers and/or local communities.

<b>Judgement criterion 10.2.</b>	<b>Spaces are available to discuss openly with partners and children and families child protection issues (abuse, exploitation, neglect, as they affect girls and boys) and stakeholders have established mechanisms to overcome barriers.</b>		
Indicator 10.2.1.	Parents and children know about and feel their voices can be heard about child protection issues.		
Data sources	Parents	Children	
Method	Group interviews	Focus groups	

In two projects implemented in partnerships with local CBOs and visited during the field phase, T04.17 and T04.50, both children and parents confirmed that their problems are heard by the centres' staff and accordingly addressed. In these centres, the children benefitted from PSS sessions (both group and individual) which, in the view of the children and parents alike, helped them release their emotions, learn to better express themselves and build their self-esteem. In other cases, in particular in school environment, perception of being listened to or even having a possibility to discuss issues of concern was not as common. Teachers and headmasters were only seldom mentioned as parties the children or parents would refer to in order to confer about child protection issues. Occasionally, the parents would contact other organisations working on CP, e.g. Save the Children, to address their concerns.

Indicator 10.2.2.	Schools and NFE structures within the EUTF BE programme provide services or ensure the availability of services allowing children, parents and families to discuss protection and gender issues.			
Data sources	Parents	Children	Teachers	Implementing partners
Method	Group interviews	Focus groups	Group interviews	Interviews

All stakeholders interviewed confirmed availability of such services as part of T04.17 (IFE centres) and T04.50 (LSS and PSS centres), e.g. workshops involving both parents and children on how to cooperate at home; group and individual PSS sessions; awareness sessions on legal/gender topics, such as early marriage or school violence. These sessions were considered attractive and beneficial for both parents and students. However, some parents raised an opinion that they would prefer educational activities instead, seeing them as more valuable for their children.

The availability of similar services at schools was not as evident. While formally all schools were employing a psycho-social support worker to support their students in their educational pathway, not always had they effectively fulfilled their role. In one case, during FGD several children reported their PSS worker beating them when they approached him with their problems and concerns. This further adds to the doubts as to EUTF success in enabling or encouraging schools to integrate child protection

minimum standards (see indicator 9.1.1. above). Additionally, some of the stakeholders interviewed mentioned failed or very challenging attempts at securing MoE permission to conduct CP sessions at the school premises.

<b>EQ 11 GENDER, PROTECTION &amp; SPECIAL NEEDS</b>	<b>How do EUTF implementing partners ensure school construction and/or rehabilitation promotes child safe environments?</b>				
<b>Judgement criterion 11.1.</b>	<b>New / rehabilitated schools under the EUTF BE programmes address and promote child safe environments (including taking into account specific gender issues).</b>				
Indicator 11.1.1.	School are physically accessible and adaptable to all children's needs, including the needs of children with physical or sensory disabilities (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews

Most of the rehabilitation work done as part of EUTF projects (T04.15, T04.17, T04.22, T04.50 – the last one had minor renovation activities not included in the original workplan) focused on rather basic issues, e.g. WASH facilities, playgrounds, wall paintings, fixing roof and wall fissures, with the objective of providing a safe environment for children.

Only one of the schools visited was adapted to the needs of children with psychical disabilities (ramps), which was part of recent rehabilitation efforts under T04.15 project.

Indicator 11.1.2.	Schools provide access to safe drinking water (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews

All schools visited were fitted with water fountains/disposals and children were seen using them accordingly.

Indicator 11.1.3.	Schools ensure safe travel to and from school (Y/N)				
Data source	Children	Teachers / headmasters		Implementing partners	
Method	Focus groups	Group interviews		Interviews	

Schools visited during the field phase were not providing transportation services for their students, which in general remains a rare practice across the country. This resulted in several of the children, in particular girls, raising concerns about their safety on the way to and from school.

Indicator 11.1.4.	Schools ensure that no unauthorised outsiders can enter the premises (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews

All visited schools were fitted with walls and/or fences stopping or at minimum limiting access to school premises by unauthorised outsiders. Public schools located in host communities were equipped with a security camera system covering either only outside areas (requirement of MoE) or both outside areas and school corridors. Schools in the Zaatari refugee camp had security guards monitoring incoming and outgoing traffic within the school zone.

Indicator 11.1.5.	Adequate temperatures are ensured all year long in the children's learning environment (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews

Both teachers and students complained about the uncomfortable teaching / learning environment, with high temperatures prevailing inside classrooms summertime and cold temperatures affecting them in winters. Importantly, this was an observation shared by stakeholders in both camps schools and public schools located in host communities.

## Annex A5 – Evaluation details – Lebanon

### **1. Socio-economic context of the country and the outlook for the near future**

Lebanon is considered an upper middle-income country<sup>117</sup> with a Human Development Index (HDI) value of 0.763, which puts it in the high human development category<sup>118</sup>. There is an unequal wealth distribution amongst its small population<sup>119</sup> of about 6 million. It is religiously very diverse, a key identity of the country. Lebanon hosts an estimate of one million Syrian refugees<sup>120</sup>. One feature of the country is that demographic data is unreliable, due to a combination of weak state capacity to collect data and the fact that data is politically charged, as it is perceived to be a threat to the fragile equilibrium between different religious groups.

Overall, the Lebanese state is faced with serious challenges, both domestic and external. Since the Syria crisis, the Lebanese economy saw four of its five main sources of income decrease. The import-export route overland to and through Syria is almost entirely halted. Tourism suffers from an unstable political and security situation, both domestically and regionally. In addition, political tensions with Gulf states has hindered the inflow of tourism from these countries, traditionally an important source of revenue. The banking sector, a mammoth of the Lebanon economy, continues to generate wealth. However, it is hampered by increased scrutiny of international and western banking regulators regarding money laundering and terror financing. In addition, Lebanese banks had to retreat hastily from Syria and, to a lesser extent, Iraq, both previously seen as expansion markets. The remittances from the Lebanese diaspora constitute the only pillar of the Lebanese economy that was not hit by the Syria crisis<sup>121</sup>. Added to this are the various influences stemming from regional power struggles, which have contributed to the fragile socio-economic and political situation in the country.

Lebanon's massive public debt hit of 80 billion USD in 2019, more than 150 per cent of the gross domestic product. It is one of the highest debt-to-GDP ratios in the world. The economic situation is difficult while the prospects are negative. In the summer of 2019, several credit rating agencies reduced

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<sup>117</sup> This has a significant impact as donors and UN humanitarian agencies are mandated to prioritise programs in poor countries.

<sup>118</sup> In 2018, Lebanon HDI rank was 76 out of 188 countries and territories. Source: UNDP, *HDI index 2018*, available at: <http://hdr.undp.org/en/2018-update> [accessed 4 September 2019].

<sup>119</sup> According to a Credit Suisse study in 2014, 0.3% of Lebanon population owned almost 50% of its wealth. Source: Credit Suisse, available at: <https://stateofmind13.com/2015/02/18/0-3-of-lebanese-own-50-of-lebanon/> [accessed 4 September 2019].

<sup>120</sup> The exact number of refugees in Lebanon is a matter of controversy and debate in Lebanon. The Government officially closed the border in late 2014 and instructed UNHCR to stop registering Syrian refugees, thus making the official number unreliable as a significant number of refugees are since then unregistered. The estimate of one million was confirmed by UNHCR and other sources to the evaluators.

<sup>121</sup> Even in this area, tensions with Gulf countries, as well as low oil prices have led to significant reduction of Lebanese workers in the Gulf, decreasing the influx of remittances in the country.

the rating of Lebanon debt citing “a significant decline in investor confidence” and a “lack of material reforms to reduce the budget deficit”<sup>122</sup>.

Lebanon has a vibrant and often world-class private sector, both in for-profit and not-for-profit areas, including, as described below, in the key area of education. The private sector, including not-for-profit organisations<sup>123</sup>, plays a pivotal role in providing essential services to the population, in the fields of education, health and others. It is Lebanon's backbone. It carried it through its darkest days during the Lebanon war and continues to drive the country forward.

## **2. The situation of refugees from Syria**

According to the World Bank<sup>124</sup>, the presence of Syrian refugees has strained Lebanon’s public finances, service delivery, and the environment. It has worsened poverty incidence among Lebanese as well as widened income inequality.

The situation for Palestinian refugees in Lebanon (PRL), already difficult, has also worsened. Unemployment amongst PRL has risen sharply to 23 per cent in 2015, compared to a similar Lebanese rate at the start of the Syrian crisis. Seventy-four per cent of PRL adolescents live in poverty, and five per cent in extreme poverty. Unemployment among the PRS stands at 52.5 per cent (68.1 per cent for women). 87 per cent of Syrian refugees and 67 per cent of poorest Lebanese are living in the 251 most vulnerable cadastres of the country<sup>125</sup>.

According to UNHCR, there are nearly one million registered refugees from Syria in Lebanon. Lebanon is not party to the 1951 Refugees Convention. Lebanon has no domestic law offering legal protection for refugees and asylum seekers. Although Lebanon has never formally published a legal position vis-à-vis Syrian refugees, all Lebanese authorities seem to recognize their obligation to abide to the principle of *non-refoulement*<sup>126</sup>. Lebanon is also bound by its obligations under the Human Rights treaties it has ratified. However, in the course of 2019, there were worrying reports about Lebanese authorities forcibly returning few thousands Syrian refugees to Syria. Human rights bodies raised the alarm about

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<sup>122</sup> Standard and Poors, August 2019 rating, in: *The Arab Weekly*, “New challenges to Lebanese economy as Fitch downgrades credit rating”, 24 August 2019, available at: <https://thearabweekly.com/new-challenges-lebanese-economy-fitch-downgrades-credit-rating> [accessed 4 September 2019].

<sup>123</sup> Most not-for-profit organisation are faith-based organisations that deliver services to all, irrespective of the faith of the beneficiaries.

<sup>124</sup> World Bank, *The World Bank in Lebanon/Overview*, available at: <https://www.worldbank.org/en/country/lebanon/overview> [accessed 4 September 2019].

<sup>125</sup> Government of Lebanon & UN, *Lebanon Crisis Response Plan 2017-2020*, available at: <https://reliefweb.int/sites/reliefweb.int/files/resources/67780.pdf> [accessed on 4 September 2019].

<sup>126</sup> Either as a *jus cogens* in international law or as a direct consequence of Article 14 of the Universal Declaration of Human Rights.

this clear violation in international law<sup>127</sup>, while Lebanese authorities denied it<sup>128</sup>. At the time of writing, it is unclear if this negative development is the beginning of a new policy by the Lebanese government aimed at returning Syrian refugees.

On 23 October 2014, the Lebanese Government issued a short policy paper on Syrian refugees<sup>129</sup>. It includes, inter alia, the qualification of Syrian nationals in Lebanon as "displaced"; a clearly stated objective of reversing the influx of Syrian nationals "except for exceptional humanitarian cases"; instruction to UNCHR to halt the registration of Syrian refugees; a commitment to encourage the return of Syrian nationals to Syria; a decision to withdraw the refugee status upon return in Syria; a renewed commitment in favour of stronger security measures vis-a-vis Syrian nationals; and strengthening the legal protection of Lebanese citizens' "access to employment". With public services overstretched, including infrastructure and social assistance, Lebanese authorities are wary of pull factors which may further increase the number of refugees from Syria into the country. Some interlocutors have stated that higher education opportunities for Syrian refugees – and scholarships in particular – could constitute an additional factor in deterring a return to Syria or attracting more refugees to Lebanon. Nevertheless, the total number of scholarships granted to Syrian refugees is and will, even with an increase, remain too small to become a significant pull factor. In addition, concerns and obstacles for return, and motivations for leaving Syria, are by and large security and safety related, concerns over poverty and lack of housing, and the scarcity of livelihood opportunities<sup>130</sup>.

Prior to this decision, Lebanon had allowed UNHCR to register refugees. Registration provided a certain level of protection and opened access to services, but it did not allow Syrian refugees to work, nor did it guarantee access to education.

Since December 2014, the issuance and renewal of residence permits for Syrian refugees requires amongst other documents, a 200 USD renewal fee, a rent contract, a sponsorship by a Lebanese national, and a written commitment not to work<sup>131</sup>. This decision is another dent in the already flimsy protection of Syrian refugees in Lebanon. Several publications showed how these requirements,

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<sup>127</sup> See, for example, Amnesty International statement: *Lebanon: Authorities must immediately halt deportation of Syrian refugees*, 27 August 2019, available at: <https://www.amnesty.org/en/latest/news/2019/08/lebanon-authorities-must-immediately-halt-deportation-of-syrian-refugees/> [accessed on 4 September 2019].

<sup>128</sup> Al Jazeera, *Lebanon denies forcing Syrian refugees back home*, 25 May 2019, available at: <https://www.aljazeera.com/news/2019/05/lebanon-denies-forcing-syrian-refugees-home-190525163445880.html> [accessed on 4 September 2019].

<sup>129</sup> Available, in Arabic, at: <http://www.pcm.gov.lb/arabic/subpg.aspx?pageid=6118> [accessed on 4 September 2019].

<sup>130</sup> UNHCR, *Fourth Regional Survey on Syrian Refugees' perceptions and Intentions on Return to Syria* (RPIS), July 2018, available at: <https://data2.unhcr.org/fr/documents/download/66198> [accessed 4 September 2019].

<sup>131</sup> In February of 2017, the Lebanese authorities announced a waiver of the 200 USD renewal fee for all refugees registered with UNHCR before 2015. Actual implementation of this measure is unclear.

especially the sponsorship, led to further exploitation of Syrian refugees in Lebanon, pushing them entirely in the black market for work<sup>132</sup> and basic needs<sup>133</sup>.

Discrimination against Syrian refugees in Lebanon can be very blatant going as far as municipalities imposing curfews on Syrians. Vulnerable Syrian refugees are at high risk of harassment and abuse in Lebanon, due to the lack of official recognition of their status, corrupt public officials and, in some segments of the society, strong anti-Syrian feelings, often fuelled by the complicated and violent history between the two countries.

As a result of Lebanon's difficult economic situation and the discrimination faced by Syrian refugees, it is estimated that 76 per cent of Syrian refugees in Lebanon now live below the poverty line, an increase from 49 per cent in 2014<sup>134</sup>. For the Palestinian Refugees from Syria, the percentage stands at 89%<sup>135</sup>.

### **3. The national basic education landscape**

Education in Lebanon is regulated by the Ministry of Education and Higher Education (MEHE). One specific feature of the Basic Education system in Lebanon is that English or French are taught from early years in schools, in addition to Arabic. The second feature is that the Lebanese public schools follow curricula that have not been updated since 1997<sup>136</sup>, while Lebanese law stipulates that the national curriculum should be updated every four years. This issue is the responsibility of the MEHE's Centre for Educational Research and Development, but it has fallen victim to political meddling and lack of resources. At the time of writing, there were ongoing discussions to update the curriculum.

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<sup>132</sup> It should be noted that in a 2015 decision, the Lebanese Ministry of Labour allowed Syrian refugees to work in agriculture, construction, and environment. Implementation of this decision is unclear.

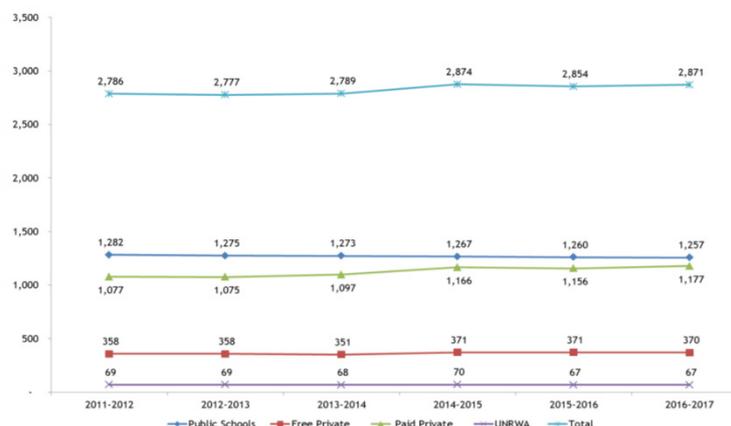
<sup>133</sup> For more details on this issue, see: M. Janmyr, "Precarity in Exile: The Legal Status of Syrian Refugees in Lebanon", *Refugee Survey Quarterly*, Volume 35, Issue 4, December 2016, pp. 58–78, available at: <https://doi.org/10.1093/rsq/hdw016> [accessed 4 September 2019].

<sup>134</sup> Ibid.

<sup>135</sup> Ibid.

<sup>136</sup> Interview with General Director of Education, Ministry of Education, Mr Fadi Yarak, in: S. Al-Jaack, "Exclusive – Lebanese Have More Faith in Private Schools than Public Ones", *Asharq Al-Awsat*, 21 November 2018, available at: <https://aawsat.com/english/home/article/1471996/exclusive-%E2%80%93-lebanese-have-more-faith-private-schools-public-ones> [accessed 4 September 2019].

The third feature is that approximately two-thirds of Lebanese children attend private schools, even though they constitute only around half of the total number of schools in Lebanon (see Fig. 1 below). At the same time, the public schools, especially in basic education, are seen as the last resort for families who cannot afford private ones.



**Fig. 1** – Breakdown in the number of schools in Lebanon.

Source: R. Daou, M. Mikhael, *The Education Landscape in Lebanon 2016-2017*, March 2018, available at: <http://blog.blominvestbank.com/wp-content/uploads/2018/03/The-Education-Landscape-in-Lebanon-2016-2017.pdf> [accessed 4 September 2019].

Education in Lebanon is divided into five cycles split in three phases: Pre-school education, basic education, and secondary education, the latter ending with a Baccalaureate or a "professional certificate", both of which allow access to tertiary education.

Education is compulsory for ages 6 to 14. It is referred to as the basic education cycle.

- 1) Pre-school education or ECE or Cycle 1 starts at age 3 or 4. It is mandatory for Syrian children;
- 2) Basic education starts at 5-6 years old. It is composed of two levels:
  - a. Elementary level, grade 1 to 3 (cycle 2)
  - b. Intermediate level, grade 4 to 6 (cycle 3);
- 3) Intermediate level follows Basic education with Cycle 4, grades 7 to 9;
- 4) Secondary Education follows Intermediate level with Cycle 5 grades 10 to 12. Secondary Education is usually completed at age of 17-18.

Since the conflict in Syria began in 2011, enrolment in Lebanon's public schools has doubled, with roughly 210,000 Lebanese and 210,000 Syrian students in primary and secondary schools in 2018. The level of recruitment and commitment as well as the quality of training and oversight of staff in public schools is very uneven, as it is the case for all Lebanese civil servants.

The policy of the MEHE is that all Syrian children can register in Lebanese public schools. Registration does not require parents to provide any identification or academic supporting documents<sup>137</sup>. However, there are consistent reports that the implementation of this policy is not always on par. Some school officials arbitrarily require that refugee children present documents despite MEHE not requiring them, such as proof of legal residency in Lebanon. Some schools also falsely claim there are no more available seats for Syrian children, despite MEHE clear policy of enrolling all Syrian children<sup>138</sup>.

In the field of Child Protection, MEHE prohibits all forms of corporal punishment of students in public schools since 1974, and in 2001 it issued a detailed circular, applicable to both public and private school staff, that bans corporal punishment as well as verbal abuse<sup>139</sup>. Yet, due to a lack of enforcement, surveys have found that widespread abuse persists. In 2011, a country-wide survey conducted by Université Saint Joseph in Beirut, found that 76 per cent of 1,177 school children interviewed said they had been subjected to physical violence by teachers or administrators in schools, with the highest rates among younger, socially vulnerable children in public schools.

In 2014, MEHE national education plan cited a UNICEF assessment of 27 public and private schools which found that more than 70 per cent of students had been subjected to violence by teachers and warned that teachers who were “struggling to cope” with vastly increased numbers of Syrian students were likely to resort to corporal punishment. There are numerous reports of violence and humiliating treatment by school staff against Syrian children that often lead to children dropping out of schools with Syrian parents faced the impossible choice between protecting their children from violence and their education.

It is worth noting that in all visited schools supported by EUTF projects, both parents and teachers mentioned the importance of the school being a welcoming safe environment that is conducive to learning. Several parents and children contrasted this with previous public schools they were attending.

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<sup>137</sup> This is clearly stated in the *MEHE Circular 123M 2017*, renewed every year. Available, in Arabic, at: <http://racepmlebanon.com/images/schools/Circular-123-M-2017.pdf> [accessed 4 September 2019].

<sup>138</sup> Human Rights Watch, *Growing Up Without Education. Barrier to Education for Syrian Refugee Children in Lebanon*, 19 July 2016, available at: <https://www.hrw.org/report/2016/07/19/growing-without-education/barriers-education-syrian-refugee-children-lebanon> [accessed 4 September 2019].

<sup>139</sup> Lebanese criminal law has lagged behind the MEHE’s policy of prohibiting corporal punishment in schools. Until 2014, Lebanon’s penal code explicitly exempted teachers from liability for inflicting “culturally accepted” levels of physical pain on children in the name of discipline. Parliament amended the law and removed the exemption a month after a video went viral of a teacher beating boys on the feet with a stick as they pleaded for him to stop. But multiple reports indicate that the practice persists due to a lack of enforcement. In addition, the revised law still expressly permits parents to hit their children.

The UN Committee on the Rights of the Child, and the UN Committee on Economic, Social and Cultural Rights have called on Lebanon to ban all corporal punishment of children since 1998. After the 2014 amendments to the penal code, the Committee on the Rights of the Child urged Lebanon to make the prohibition of corporal punishment, “however light,” explicit “in all settings,” including public and private schools and in pre-primary and after-school education. Lebanon has not passed new legislation that explicitly criminalizes corporal punishment in schools.

In May 2018, MEHE launched a comprehensive child protection policy that mandates school counsellors to identify and refer children who are victims of violence at home, their community, and/or at school for appropriate follow-up. The policy explicitly prohibits all corporal punishment and sets-up a hotline for complaints. However, it is perceived by experts as insufficient to address the key problem of impunity for school teachers, supervisors, directors, and support staff who resort to corporal punishment<sup>140</sup>.

There is a consensus amongst humanitarian actors that Syrian children in Lebanon are victims of several negative coping mechanisms, including early marriage and child labour. There are no official statistics regarding the extent of Syrian child labour. There is, however, a large consensus<sup>141</sup> amongst humanitarian actors that Syrian school-aged children are at greater risk of child labour and exploitation, due to the poverty of their households. This is a particular concern for out-of-school children. Poverty in the refugee community and a lack of meaningful employment opportunities cause parents to rely on children as contributors to the family income. Child labour among Syrian refugees in Lebanon is a widespread phenomenon. It is unfortunately a heart-breaking reality fully visible in the Lebanese streets. According to UNHCR, an estimated 180,000 children work in Lebanon, 3 out of 4 of which are from Syria<sup>142</sup>. A survey conducted the International Rescue Committee stated that “conditions faced by children forced into child labour in Lebanon are harrowing, even by adult labour standards”<sup>143</sup>. The same survey stated over two thirds of Syrian children engaged in child labour are forced to work six days a week, over half of them work up to ten hours a day, and one in four works between 11 and 15 hours each day.

#### **4. Basic education for refugees from Syria**

While it is estimated that two-thirds of Lebanese students attend private schools, EUTF support to Syrian children only allows them to access public schools. Lebanon does not have an official ranking system of schools. However, there is a very large consensus that the country’s best primary schools are

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<sup>140</sup> The child protection policy distinguishes abuses such as sexual assault at school, which require “immediate referral” to “external measures” (i.e. the police), from those requiring “internal” disciplinary measures. Only “internal measures,” which are not specified in the policy, are to be taken against “perpetrators of aggression or violence committed by members of the educational staff.” It is understood that that the disciplinary measures could include reprimands, delayed promotions, and docking of pay, but that termination of employment would be reserved for perpetrators of sexual abuse rather than corporal punishment.

<sup>141</sup> See, for example: Dunya Doktorlari Dernegi, *Multi-Sectoral Needs Assessment of Syrian Refugees in Turkey*, February 2019, available at: <https://reliefweb.int/sites/reliefweb.int/files/resources/Multi-Sectoral%20Needs%20Assesment%20of%20Syrian%20Refugees%20In%20Turkey.pdf> [accessed 4 September 2019].

<sup>142</sup> UNHCR, *Child Labor in Lebanon*, available at: <https://data2.unhcr.org/en/documents/download/59521> [accessed 4 September 2019].

<sup>143</sup> International Rescue Committee Europe, *New survey reveals extent of hardship and abuse experienced by Syrian children working on streets of Lebanon*, December 2016, available at: <https://www.rescue-uk.org/press-release/new-survey-reveals-extent-hardship-and-abuse-experienced-syrian-children-working#Fullsurvey> [accessed 4 September 2019].

private. An indicator of this is the fact that Lebanon grants scholarships to private schools to the children of military officers and senior civil servants. While it is not the case that all public schools suffer from poor academic level, it is however a fact that private schools play a very important role in quality basic education in Lebanon and that the current assistance system does not open these private schools to Syrian children, except if their families can afford it.

Public schools are financed by the government. They are free or have very low fees. On the other hand, fees in private schools have a very broad range: while some of them charge several thousand euros as an annual fee, others are almost free, with a very low to zero school fee. These schools are known as “almost free” schools, they are subsidised by the state through a cumbersome system and are very often operated by faith-based organisations.

Lebanon has issued a specific regulation allowing all Syrian and Iraqi children of school age to enrol in second shift public schools without any supporting documentation<sup>144</sup>. This is a welcome decision and its implementation seems to be, overall, acceptable although some schools or local authorities resist the registration of Syrian children.

While second-shift public schools are open to Syrian children at all levels, the bulk of enrolled Syrian children are in lower primary grades. At the time of writing, there is no clear path for Syrian children to access secondary education, let alone higher education or the labour market. This is a serious problem that is politically extremely difficult to tackle in view of the polarization of Lebanese society regarding Syrian refugees in Lebanon.

## 5. Responses to the evaluation framework

EQ 1 RELEVANCE	To what extent do the EUTF BE programmes provide increased opportunities to access basic education for children refugees from Syria?
Judgement criterion 1.1.	The needs and barriers / particular vulnerabilities (including specific gender vulnerabilities) to access basic education have been adequately identified by the programmes and are regularly / systematically updated.
Indicator 1.1.1.	List & description of barriers / vulnerabilities in project documents (including specific gender vulnerabilities)
Indicator 1.1.2.	Updated list of needs and barriers / vulnerabilities (including specific gender vulnerabilities) in project documents (monitoring / progress reports)

Several needs assessments, action plans and policy papers address the needs of Syrian children in the field of basic education. This cumulative process led to the London Conference in 2016 that, in turn,

<sup>144</sup> MEHE Circular 123M 2017, available, in Arabic, at: <http://racepmulebanon.com/images/schools/Circular-123-M-2017.pdf> [accessed 4 September 2019].

led MEHE to launch the second phase of the "Reaching All Children with Education" (RACE)<sup>145</sup> strategy for the period 2017-2021. RACE identified several barriers to Syrian children basic education and set three priorities to address them:

- 1) Equitable access to educational opportunities in the formal public education system, as well as through non-formal education activities;
- 2) Quality and inclusiveness of the teaching and learning environment,
- 3) Strengthening the national education system, policies, and planning and monitoring capacity.

The EUTF action is in line with this approach and RACE operates as an umbrella structure that allows a fairly comprehensive overview of progress, needs and barriers of basic education.

All implementing partners regularly updated analysis of the needs and barriers hindering access to basic education. Lebanon is notorious for the challenges to collect, analyse and act upon data. Data is often perceived as politically sensitive and thus often incomplete or unreliable. Basic education is no exception in this field, making data-driven decisions difficult.

In addition, RACE 2 is at the same time the main beneficiary of EUTF funds and the main source of consolidated, albeit still imperfect, information. All stakeholders recognised that RACE 2 provides reliable, although incomplete, data. However, the current situation does not allow data to shed light to possible programmatic blind spots of RACE 2, since this program only provides data on the issues it tackles.

The main barriers identified by partners are:

- 1) Poverty and increasing vulnerability<sup>146</sup>. Due to poverty, children stay or drop out of schools. Families resort to negative coping mechanisms, including child labour, early marriage and exploitation.
- 2) Transportation costs and distance to schools. Many parents cannot afford transportation to school, despite the current assistance scheme. Fears of checkpoints or locally imposed curfews are an additional barrier.
- 3) Lack of adequate child protection and psychosocial support for children with trauma, learning difficulties and/or special needs.

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<sup>145</sup> In 2014, MEHE launched the Strategy "Reaching All Children with Education 2014-2016", to grant access to formal education for Syrian refugee children and underprivileged Lebanese children.

<sup>146</sup> Around 69% of Syrian refugee families in Lebanon live below the poverty line. UNHCR, *Yearly UN Study: Syrian Refugees in Lebanon Accumulated More Debt in 2018 than Ever Before*, 26 December 2018, available at: <https://www.unhcr.org/lb/12040-yearly-un-study-syrian-refugees-in-lebanon-accumulated-more-debt-in-2018-than-ever-before.html> [accessed 4 September 2019].

- 4) Families perceive a limited, if any, economic value of education due to inaccessibility to the labour market.
- 5) Geographical coverage of second shift schools that are open to Syrian refugees. Families sometimes live in areas where the closest school is too far to access.
- 6) Academic and psychological capacity of teachers to engage children whose families are not conducive to education and/or who struggle with the Lebanese curriculum especially with foreign languages, that are at the core of it.
- 7) Discrimination, bullying and corporal punishment in schools.
- 8) Schools with inadequate infrastructure.
- 9) Bottlenecks at the implementation of ALP-to-school exam that is designed to bridge non-formal and formal education.

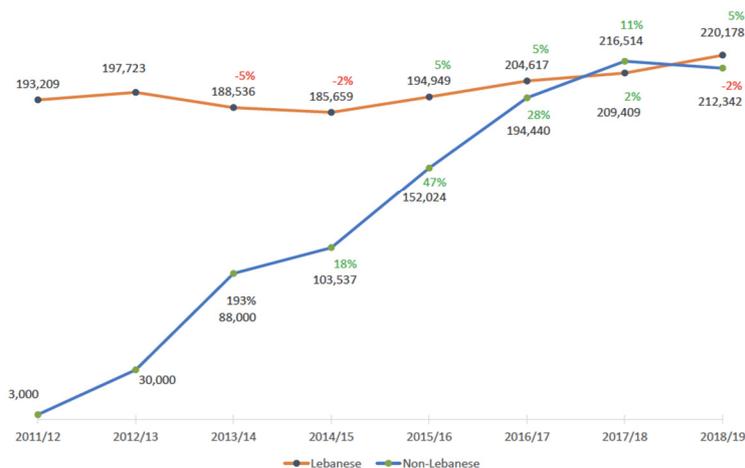
Stakeholders interviewed by the evaluation team concurred with the barriers and vulnerabilities identified by the partners as a cause for which children stay or drop out of school.

<b>Judgement criterion 1.2.</b>	<b>The services provided by the EUTF BE programmes take into account the particular vulnerabilities of children refugees from Syria and their families and specifically address these (including specific gender vulnerabilities).</b>		
Indicator 1.2.1.	Level of correlation between main barriers / vulnerabilities and services provided by implementing partners		
Data sources	Project documents	Implementing partners	
Method	Desk review	Interviews	

Overall, all of the services provided by the EUTF BE programmes take into account the particular vulnerabilities of children refugees from Syria and their families, with the notable exception of the ALP exam related barriers.

The portfolio of projects under EUTF BE provides a comprehensive response, addressing a wide range of barriers and vulnerabilities of Syrian refugee children, with the exception of the ALP bottleneck. The dramatic rise in enrolment of Syrian children (see Fig. 2 below) shows the impact and success of this comprehensive approach.

**Number of students in public basic education**  
Lebanese (KG to G9); Syrians (KG to G12)



**Fig. 2 –** Number of students in public BE in Lebanon.  
Source: UNICEF, June 2019.

However, several stakeholders stated that the current approach of EUTF will need to be reviewed, when the current timeframe expires. They fear that harder to reach children and harder to solve questions, such as the merging of Lebanese and Syrian classes, the question of access to labour market, or the future of PMU in the MEHE, will require a different approach. Some refer to this as a need to “stabilise the system”. There is indeed a need to rethink the current RACE approach, beyond its current term.

More immediately, it is clear that the dysfunctional ALP system is an unaddressed barrier to the entry of Syrian children into the formal education and EUTF should look into turning the ALP exams into a regular exam that take place at predictable dates.

Indicator 1.2.2.	Level of correspondence between responses from parents, children, teachers and implementing partners with regards to needs and barriers / vulnerabilities and services provided
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In general, interviews with school directors, teachers, and FGDs with children and families revealed the needs and barriers stated in project documents and country documents are mostly in line with the real needs and barriers of target groups. FGDs with out of school children revealed economic challenges of their families are the main reason of not attending the school.

In terms of geographical relevance, all projects targeting the public formal education system identified the schools or locations (in the case of construction) in close cooperation with the MEHE. However, the MEHE decision-making process of selecting target schools seemed more ad hoc and several stakeholders highlighted the need for a comprehensive holistic plan by the MEHE. The constant jockeying of Lebanese politics, the high combustibility of national discussions on Syrian refugees, and

the fact that most public schools are rented premises, are all factors hindering such a comprehensive planning.

Parents whose children attend school provided mixed feedback. Some were very positive about teachers, administrators and the general school environment, while others complained about bullying, corporal punishment and discrimination at schools. Projects such as BTF clearly have had had a positive impact on improving the school learning atmosphere.

Parents whose children are out-of-school suggested that problems to enrol and attend schools are mainly economic (children, especially boys, work to provide income and capacity to cover indirect expenses), transportation (both from a cost and a security stand point, especially for girls<sup>147</sup>), violence and bullying (in and out of school), and mismatch between the children's ages and the class they are enrolled in, due to their academic level. Anecdotal evidence suggests that early child marriage was widespread at the first stages of the crisis, including a high number of second marriages for Syrian girls. However, according to stakeholders met by evaluators, it seems that this trend of early marriage has decreased. Nonetheless, there is no data to substantiate this alleged decrease.

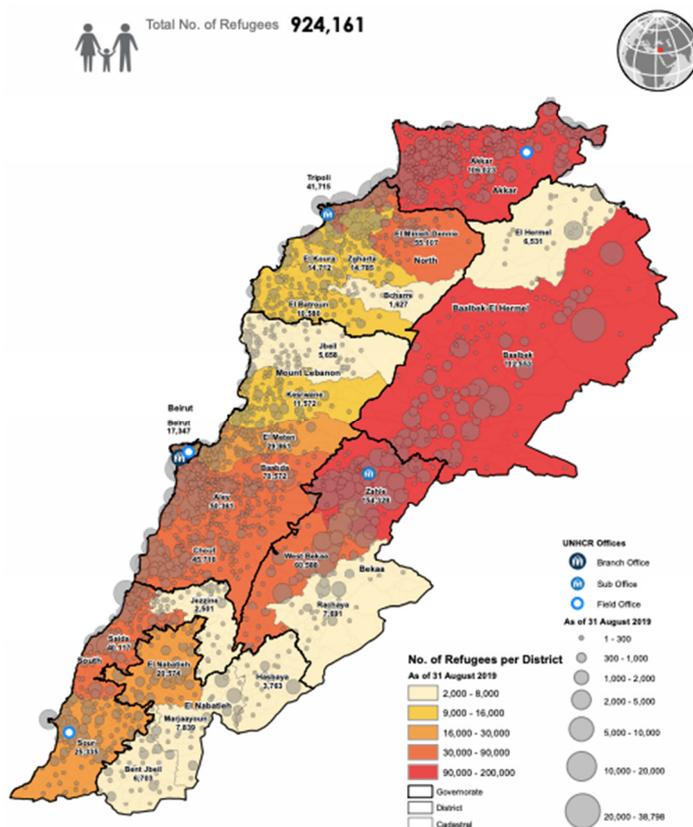
Parents with children with disabilities (out-of-school) noted that their children face additional difficulties in accessing and remaining in the education system.

<b>Judgement criterion 1.3.</b>	<b>The geographical distribution of the EUTF BE programmes within the countries of operation ensures that the most vulnerable communities are served.</b>
Indicator 1.3.1.	Geographical distribution of programmes (disaggregated by type of intervention) compared with location of particularly vulnerable / underserved Syrian refugee communities and host communities.

Syrian refugees are present in every region of Lebanon (see Fig. 3 below). Accordingly, EUTF BE projects cover the entire country. This is also consistent with the country-wide presence of Syrian children in Lebanon. However, one area of improvement would be for EUTF BE programmes to build more geographical flexibility to allow it to target area with higher needs. The current approach focuses on supporting the BE system as a whole. This proved appropriate and significantly improved enrolment. However, this approach will need to be blended with a more tailored approach to target harder to reach families and children.

<sup>147</sup> Girls who did not attend school and their parents repeatedly mentioned that passed puberty, they are uncomfortable sending/ going to school because of perceived "risks" on the way.

BTF focused on schools that have a 30% or higher failure rate for Syrian children. This is a good example of how NGO programs can usefully complement sector wide approaches.



**Fig. 3 – UNHCR registered Syrian refugees in Lebanon.**

Source: UNHCR, *Syria Refugee Response. Lebanon Syrian Refugee Registered*, 31 August 2019, available at: <https://data2.unhcr.org/en/documents/download/71254> [accessed 4 September 2019].

<b>EQ 2 EFFECTIVENESS</b>	<b>To what extent are the EUTF BE programmes providing inclusive quality basic education (including taking into account specific gender aspects) for children refugees from Syria?</b>
<b>Judgement criterion 2.1.</b>	<b>A majority of the children and families interviewed feel encouraged and value going / sending their children to school.</b>
Indicator 2.1.1.	% of children who respond positively with regards to the quality of their education (analysed from a gender perspective).

At the early stages of the Syria crisis, only 3,000 Syrian children were enrolled in Lebanese public schools. In 2019, this number reached more than 212,000 Syrian children<sup>148</sup>. In addition, the rate of children who remain in schools from one academic year to the next, defined as transition rate by MEHE<sup>149</sup> continues to increase reaching an average of 58.6 per cent in 2018 (Fig. 4), an increase by 10 per cent from previous year<sup>150</sup>.

<sup>148</sup> MEHE, RACE II Fact Sheet, March 2019.

<sup>149</sup> Transition rate is the rate of children who enrol again in the next academic year, in the same for the next level.

<sup>150</sup> MEHE, RACE II Fact Sheet, March 2019.

	Completed the scholastic year 2017 - 2018	Admitted to the next grade level (2018-2019)	Admitted to the same grade level (2018-2019)	Not re-enrolled	Transition Rate
Prep ECE to G1	18,139	13,509	6,912	3,479	74.5%
G1 to G2	32,089	20,376	6,506	6,207	63.5%
G2 to G3	29,933	17,340	5,876	5,334	57.9%
G3 to G4	24,890	14,915	5,439	4,442	59.9%
G4 to G5	18,655	8,837	2,758	3,310	47.4%
G5 to G6	10,512	5,428	2,051	2,127	51.6%
G6 to G7	6,417	3,127	1,721	1,569	48.7%
G7 to G8	4,373	1,717	763	1,265	39.3%
G8 to G9	2,279	1,060	530	689	46.5%
<b>TOTAL</b>	<b>147,287</b>	<b>86,309</b>	<b>32,556</b>	<b>28,422</b>	<b>58.6%</b>

Fig. 4 – Completion and transition rates for Syrian refugee children enrolled in BE in Lebanon.

Source: MEHE, *RACE II Fact Sheet*, March 2019.

Indicator 2.1.2.	% of parents who respond positively with regards to the quality of education of their children (analysed from a gender perspective).
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The FGDs with Syrian parents revealed varying views on the quality of education for their children. At primary school level the feedback was in general positive. Some parents found integration into public school system challenging, due to bullying inside and, more frequently, outside schools, especially for girls, as well as corporate punishment and violence.

Parents and children participating in NFE programmes were unanimously satisfied with the quality of programmes offered in the centres and requested more IFE programmes, both for children and parents.

Indicator 2.1.3.	Number of children who attend NFE (provided by EUTF programmes) and who have been able to re-integrate the FE system (analysed from a gender perspective).
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BTF is the main EUTF program that allows children to transition from NFE to FE system. More than 8,000 children are expected to benefit from learning support by BTF, with a 50/50 gender distribution on average. According to BTF, as of December 2018, around 58% of the BTF beneficiary children and adolescents are reported to be referred to formal education, including ALP. No disaggregated data was available at the time of writing. According to interviews, the unpredictability of ALP-to-school exams is considered as an important cause of attrition.

Judgement criterion 2.2.	There is an increase in the number of children enrolled / attending schools (with the assumption that there is sufficient capacity to host an increase in the number of children).
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Indicator 2.2.1. % increase in the number of children attending schools over the past 3 years.

There was a significant increase in enrolment rates observed between 2012 and 2019. This is an impressive success by the EU and other donors. All stakeholders confirmed to evaluators that the EU was instrumental in convincing Lebanese authorities to face their responsibilities and EUTF is the backbone of the current system that allowed more than 200,000 Syrian children to enrol in Lebanese public schools in 2018-2019 (Fig. 5).

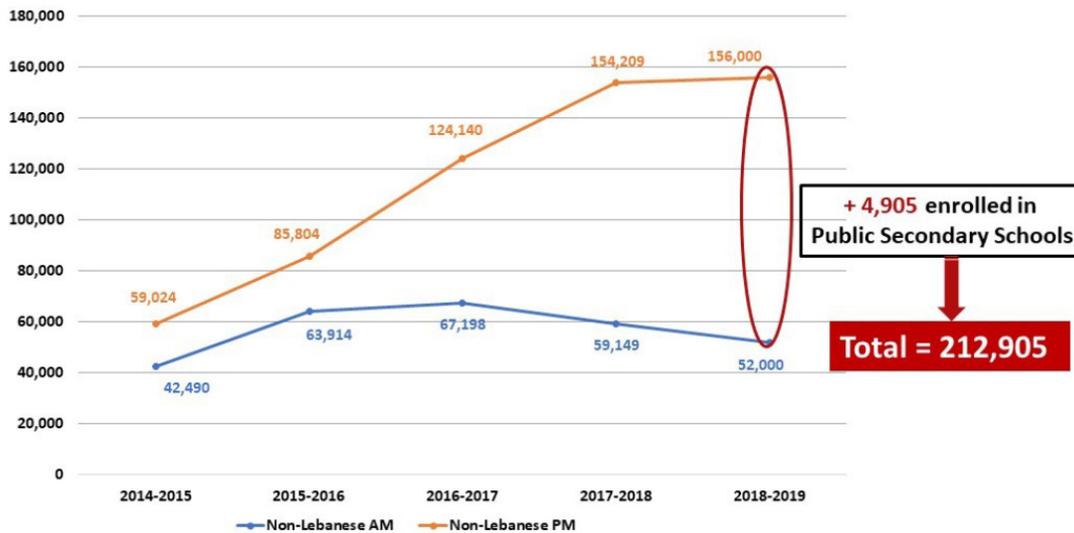


Fig. 5 – Enrolment of Syrian refugee children in morning and afternoon shifts in Lebanon.  
Source: MEHE, RACE II Fact Sheet, March 2019.

There is no doubt that this increase is an impressive achievement that EUTF made possible. However, it is important to highlight that overall enrolment rates for Syrian children remain at an unacceptable level, as shown in Fig. 6 below:

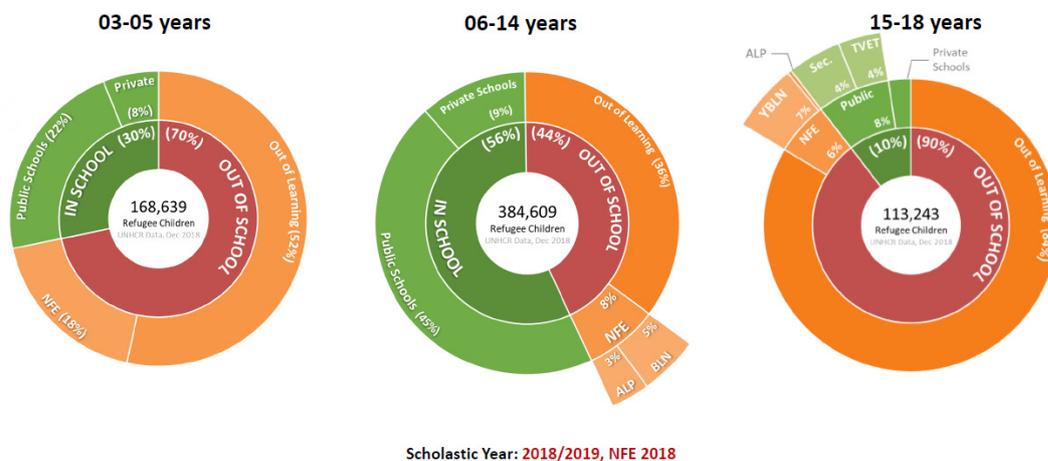


Fig. 6 – Refugee education in Lebanon per age group.  
Source: UNICEF, OOSC Profiling. Key Findings, March 2019.

Indicator 2.2.2.	The reasons given by parents for not sending their children to schools and by children not enrolled in schools have been taken addressed by the implementing partners.
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The main barriers reasons mentioned by parents during FGDs as well as other stakeholders are essentially:

- 1) Poverty: Children labourers are needed as an income source to the family and/or there are indirect costs to education such as transport or others that families cannot afford.
- 2) Transportation to and from school as a cost issue and, more frequently, seen by parents as putting children at risk of bullying or violence, especially for adolescent girls.
- 3) Families perceive a limited, if any, economic value of education due to inaccessibility to the labour market.
- 4) Discrimination, bullying and corporal punishment in schools.
- 5) ALP to school exams as a bottleneck as it is not organized on a regular basis or at predictable dates.

All of these barriers are addressed under the EUTF programmes with the notable exception of the ALP-to-school exams. Since EUTF does not fund the ALP-to-school exams, it does not tackle this significant hurdle that keeps a significant number of children out of schools, despite having completed ALP.

Regarding the abovementioned barriers, in order to better tackle them, there is a need for better tailor-made approaches that would require the EUTF to work more with NGOs and allow for better regional flexibility in approaches. The one size fits all approach of a single enrolment system, a single transportation scheme etc. is unlikely to address the above barriers faced by harder to reach children and families.

<b>EQ 3 EFFECTIVENESS</b>	<b>To what extent have the EUTF BE programmes been able to achieve their set objectives and results in each country of operation?</b>		
<b>Judgement criterion 3.1.</b>	<b>Each programme is on schedule in terms of the achievement of results, according to the defined logframes and timelines.</b>		
Indicator 3.1.1.	% of achievement according to EUTF programmes progress and results indicators.		
Data sources	Logframes and monitoring reports	Implementing partners	EUDs
Method	Desk review	Semi-structured interviews	Interviews

Overall, implementing partners have been able to achieve their set objectives and results, with some delays that did not affect the overall impact and relevance.

Most of the implementing partners complained about lengthy discussions with EU about proposals and contractual issues. Some partners mentioned double digit number of version of proposals exchanged back and forth with the EUD.

In June 2019, evaluators understood that some contracts were still being formally and administratively finalised, while implementation was almost half-way through. Lengthy proposal discussions were mentioned to evaluators' as time and energy consuming.

In addition, according to MEHE<sup>151</sup>, delays in donors' disbursement, not necessarily the EU hampers MEHE capacity to smoothly implement its programs. MEHE argues that the unpredictability of ALP-to-school exams is due to shortage or delay in funding. The EU does not fund the ALP-to-school exam but some EU member states do. In addition, delays in disbursement allegedly prevent MEHE from administratively closing one academic year and starting, over summer, the preparation of the new one. This delays school timely readiness for the next academic year, according to MEHE.

<b>EQ 4 EFFICIENCY</b>	<b>What is the currently most effective aid modality to support the provision of BE under the EUTF-Syria or other EU instruments?</b>
<b>Judgement criterion 4.1.</b>	<b>There is a clear cost efficiency when comparing the different approaches (multi-country/regional versus national)</b>
Indicator 4.1.1.	Comparative per child cost for comparable services (school construction/rehabilitation; provision of different services)
<b>Judgement criterion 4.2.</b>	<b>There is a clear cost efficiency when comparing the different types of support.</b>
Indicator 4.2.1.	Comparative costs of provision of services or rehabilitation/reconstruction of schools undertaken by national government versus projects implemented by other implementing partners.

Donors, including the EU, transfer to MEHE 600 USD per Syrian child enrolled in a Lebanese public school (second shift). This amount was calculated through a discussion between MEHE and donors within RACE. Interlocutors at MEHE assert that the real cost is higher. Most donors tend to think this amount reflects the real cost; some claim it is overestimated. Evaluators did not look into real costs. The per-child figure makes most efficiency questions for programmes aimed at enrolment in formal education. Transportation costs are also calculated on an agreed upon figure for all actors.

<b>EQ 5 EFFICIENCY</b>	<b>How is efficiency measured and taken into account by EUTF BE implementing partners?</b>
<b>Judgement criterion 5.1.</b>	<b>EUTF BE implementing partners have clear efficiency indicators and strategies to provide the best value for money in the activities they undertake.</b>
Indicator 5.1.1.	Quality of efficiency strategies and indicators and extent to which these are monitored and revised.

<sup>151</sup> Evaluators' interview with MEHE interlocutors. This point about delayed disbursement delaying the closure of 2018-2019 academic year and the official opening of the next one was publicly lamented by MEHE Director General at RACE Committee meeting in June 2019.

The majority of projects focus on outputs and numerical targets. This is understandable as it was important to enrol as much children in BE as quickly as possible. Lebanon public institutions have no tradition or practice of measuring efficiency or qualitative results. In the specific area of basic education, the national institution that could provide qualitative data the Centre for Educational Research and Development (CRDP). Unfortunately, relationship between CRDP and MEHE is sour. The EUD mentioned efforts and plans to associate further CRDP in EUTF. This would be a welcome development and is likely to fill the gap for quantitative data on BE in Lebanon. The bulk of EUTF BE in Lebanon is system-wide and thus, it is not possible to provide quantitative data specifically on EUTF supported programmes as they fall within the larger scope of BE in Lebanon, where efficiency is difficult to gauge. It is worth mentioning that BTF did carry out a value for money study of their NFE programme that was shared with the EUD. The lack of baseline does not allow to draw any significant conclusion.

<b>EQ 6 COHERENCE &amp; COMPLEMENTARITY</b>	<b>To what extent do the EUTF BE programmes ensure a minimum of duplication and a maximum level of complementarity amongst each other and with other major funding mechanisms (EU including ENI, ECHO, FRIT)?</b>
<b>Judgement criterion 6.1.</b>	<b>The EUTF BE programmes show a high degree of complementarity and a minimum degree of duplication in each of the areas of intervention amongst each other and with other major funding mechanisms (ENI, ECHO, FRIT)</b>
Indicator 6.1.1.	Degree of overlays and gaps in the mapping.

In general, coordination and complementarity are difficult in Lebanon, where competences and prerogatives overlap between different stakeholders due to, inter alia, arcane bureaucratic processes. The massive influx of Syrian refugees and the lack of clear policy on this issue compounds the problem.

Despite these challenges, all stakeholders recognised the efforts made by the EUD to ensure complementarity and avoid duplication. This was confirmed by all stakeholders met. The RACE framework also serves as overarching structure that helps donors and stakeholders to avoid duplication.

Direct support to national civil society organisations would fit in with the EU's Grand Bargain commitment and push for a greater localisation of aid, in addition to reducing overheads and management costs, and enabling these organisations to continue providing essential support services to communities and children.

Partners have sought, where possible, a convergence in methods of intervention between the different implementing partners. For example, curriculum and methods for ECE by War Child were used by other organisations.

DG ECHO has been focusing mainly on unregistered refugees and informal settlements with a combination of education and child protection activities.

<b>Judgement criterion 6.2.</b>	<b>EUTF BE implementing partners meaningfully participate in coordination mechanisms at national level.</b>
Indicator 6.2.1.	Mechanisms for data and information sharing have been established (Y/N)

In the field of BE, RACE is the coordination body and it operates as a coordination mechanism to the satisfaction of all met stakeholders. However, it can be argued that the RACE Project Management Unit (PMU) has generated a parallel system within the MEHE, which creates governance concerns, limits intra-institutional cooperation, for example with other DGs such as TVET or CNED and raises some questions regarding capacity building of the MEHE as a whole as opposed to PMU.

At local level, all stakeholders mentioned good working relations and coordination between different actors.

Indicator 6.2.2.	Number of coordination meetings during which EUTF programmes share data and information amongst each other and with other actors involved in BE.
Indicator 6.2.3.	Existence of joint or complementary initiatives

Evaluated EUTF BE programmes have regular steering committee meetings. All interviewed stakeholders were positive on the role and functioning Steering Committee and Country Advisory Committee (CAC). They are seen as a good arena to timely tackle issues and ensure effective implementation of programs.

<b>EQ 7 SUSTAINABILITY</b>	<b>To what extent have the EUTF BE actions provided sustainable results?</b>
<b>Judgement criterion 7.1.</b>	<b>EUTF has coordinated its actions with DEVCO and ECHO to maximise the sustainability of its actions in the area of basic education.</b>
Indicator 7.1.1.	Number of actions implemented
<b>Judgement criterion 7.2.</b>	<b>Factors limiting the sustainability of EUTF BE interventions in the field of basic education have been identified.</b>
Indicator 7.2.1.	Explicit identification of limiting factors in EUTF BE strategy / project documents.

In the field of assistance to Syrian refugees, the situation in Lebanon is so dire that it is difficult to imagine how a sustainable solution can be sought. All stakeholders recognised that short of a return to Syria, the need for massive support from donors, and especially from the EU, will remain for years to come. Some partners plan for an exit but there is an overall assumption that others will replace them.

One avenue for sustainability seems to lie in budgetary support, seen as more efficient and more sustainable. At the time of writing, the Lebanese public institutions do not meet the requirements for budgetary support. Inquiring more on this issue is outside the realm of this evaluation.

<b>Judgement criterion 7.3.</b>	<b>EUTF BE programmes have identified strategies for continuing / handing over activities after project end.</b>
Indicator 7.3.1.	Number of sustainability strategies integrated in project documents by implementing partners.

The evaluators did not see any scenarios for further stages, beyond continuation of the current approach, with some adjustments. The focus seems to be on enrolling the highest number of children. This is understandable in view of the emergency of enrolling two hundred thousand children in schools as quickly as possible. The need for international support to respond to humanitarian needs of Syrian refugees will remain in the foreseeable future. All interlocutors highlighted the huge challenge of integrating Syrian children into public education system. They always emphasize continued funding needs from EU. The prevailing message amongst Lebanese officials is that Lebanon is hosting Syrian refugees “so they do not go to Europe”, thus creating a certain sense of entitlement for open-ended EU support.

<b>EQ 8 EU ADDED VALUE &amp; VISIBILITY</b>	<b>What EU added value is resulting from the EUTF BE programmes/projects?</b>
<b>Judgement criterion 8.1.</b>	<b>EUTF support in BE has enabled implementing partners to obtain additional funding for BE activities.</b>
Indicator 8.1.1.	Amount of additional funding obtained for BE activities from implementing partners

Several stakeholders mentioned that the EU has had a high impact in raising awareness and advocating for strengthened support for Syrian refugees in the region. However, there is no concrete evidence to date that EUTF support in BE has actually enabled implementing partners to obtain additional funding for BE activities and, at regional level and overall, less than 50% of pledges made during the Brussels conference (2018) have been met.

<b>Judgement criterion 8.2.</b>	<b>There has been an increase in funds for BE programmes for Syrian refugee children in large part due to EUTF BE outreach and visibility</b>		
Indicator 8.2.1.	Increase in overall funding for BE programmes from different donors		
Data sources	Donor documents	Ministries of Education	
Method	Desk review	Interviews	

Several donors support BE in Lebanon in addition to the EU. These are the EU member states, mainly Germany and UK and, to a lesser extent, Italy and France. Outside the EU, the US is also an important donor, followed by Canada and Norway. The donor community is overall very aware of the dire needs of Syrian children in Lebanon and there is no indication that funding increased following the EU outreach and visibility.

<b>EQ 9 EU ADDED VALUE &amp; VISIBILITY</b>	<b>To what extent are the communication and visibility actions providing added value in terms of contributing to mainstreaming the BE programmes/projects desired effects?</b>
<b>Judgement criterion 9.1.</b>	<b>EUTF support in BE has enabled or encouraged schools to integrate child protection minimum standards.</b>
Indicator 9.1.1.	Comparison between schools supported under the EUTF programme and other schools in terms of child protection standards.

There are Child Protection components to EUTF BE programmes. While in some schools, Child Protection is clearly mainstreamed through BTF and UNICEF direct actions, such as referral systems, training of teachers and school staff etc., there is no data showing that this has encouraged schools that are not directly targeted to mainstream Child Protection.

The work on the Child Protection policy with MOSA yields results in the area of policies but enforcement continues to lack as shown by the alarming rates of child protection concerns still observed in these Lebanon public schools<sup>152</sup>.

<b>Judgement criterion 9.2.</b>	<b>The EUTF programmes have been successful in advocating for changes in national education policies to take into account the particular vulnerabilities of Syrian refugee children in their access to basic education.</b>
Indicator 9.2.1.	Comparison of the main advocacy points raised by implementing partners and decisions taken by national authorities.

This is an amazing success by the EU and other like-minded donors. RACE is the culmination of a dialogue between donors and the Lebanese authorities that have led the Lebanese MEHE to face its responsibilities and open Lebanese public schools to Syrian children, as confirmed by the impressive increase in enrolled Syrian children in the last years (see Fig. 5 above).

<b>EQ 10 GENDER, PROTECTION &amp; SPECIAL NEEDS</b>	<b>What actions are taken by EUTF BE implementing partners to require / encourage schools / NFE structures to strengthen child protective behaviour and attitudes (code of conduct, prohibition of physical punishment, promotion of inclusiveness, non-violent communication, complaint mechanisms, etc.)</b>
<b>Judgement criterion 10.1.</b>	<b>Adults working with children and children within the framework of EUTF BE programmes are aware of potential risks.</b>
Indicator 10.1.1.	Adults and children state they are aware of potential risks.

<sup>152</sup> HRW, "I don't want my child to be beaten". *Corporal Punishment in Lebanon's Schools*, 13 May 2019, available at: <https://www.hrw.org/report/2019/05/13/i-dont-want-my-child-be-beaten/corporal-punishment-lebanons-schools> [accessed 4 September 2019].

In Lebanon, the main EUTF effort is channelled through public schools and UNRWA schools and the main focus is on enrolment and retention. The scale of the effort undertaken by the MEHE, with EUTF support, to enrol more than 200,000 Syrian children is huge. Challenge of this scale pushed the EUTF programmes to focus on systems and numbers and less on qualitative standards such as Child Protection, quality of education, etc. The teachings provided within EUTF programmes in Lebanon is the same quality of other public schools. As mentioned above, Lebanon public schools have a chequered record regarding Child Protection. In addition, the Lebanese public sector is notoriously difficult to reform. Reform efforts have been stalling for decades, with international conferences such as Paris 1, 2 or 3 paying mainly lip service to reform.

Although several project and policy documents mention Child Protection and inclusive education, implementation of these crucial criteria is near impossible. The bulk of EUTF impact is for Syrian children to enrol in schools and the quality and inclusiveness education they receive depends on local factors such as the behaviour of teachers or the progressive personality of the school director..

The BTF project is a striking exception to the above. The BTF implementing partners have put quality of education, inclusiveness and child protection at the core of their work and there is a demonstrated relentless focus from BTF on these issues. Beyond the impressive work by BTF in this field, there is the question of the one size-fit-all approach adopted by EUTF for projects outside BTF. The bulk of EUTF support goes to the RACE and UNICEF programmes that tend to set up one size fit all systems. Strategic choices are made to streamline processes, in the name of efficiency. However, one size fits all fails to address the needs of children or families with special needs, and the specificities of Syrian children in different areas in Lebanon, or different situations. It is our assessment that the EUTF programmes have reached a plateau under the current one size fit all system, as they focus on Lebanese public schools. For the EUTF BE programmes to reach the most vulnerable communities and children, they will need to better address soft, yet crucial issues, such as quality of education and child protection, not only in the project documents, but also on the ground. This requires a change of paradigm where the EUTF programmes need to complement their support to the MEHE with more support to NGOs, INGOs and local ones, who can tailor responses to local challenges in different areas of the country, something the MEHE cannot do, due to the sheer size of what it is managing and the structural challenges faced by any Lebanese public institution.

The MEHE, thanks to EUTF and other donor support, has now an acceptable system to enrol Syrian children in Lebanon. Harder to reach children should be targeted through a different mechanism where non-governmental actors, both NGOs, have a key role to play. Complementing the MEHE approach with a civil society approach allows better tailoring and more focus on qualitative issues.

Corporal punishment is not allowed in Lebanon. It is however a widespread phenomenon in a lot of public and some private schools<sup>153</sup>. During the FGDs, children in schools supported by BTF clearly stated that corporal punishment was not used in their schools, contrary to the practice in Lebanese schools. This is another example of how the work of NGOs on the ground can secure a protective environments and quality education, within the structure now created and operated by the MEHE.

BTF provided trainings for teachers, councillors and directors and evaluators received very positive feedback about the impact of these trainings on academic approaches.

<b>Judgement criterion 10.2.</b>	<b>Spaces are available to discuss openly with partners and children and families child protection issues (abuse, exploitation, neglect, as they affect girls and boys) and stakeholders have established mechanisms to overcome barriers.</b>
Indicator 10.2.1.	Parents and children know about and feel their voices can be heard about child protection issues.

In the schools supported by BTF, child protection issues are regularly discussed with children and families and parents are informed and when possible associated in all decisions relevant to their children. In other MEHE schools, this is at the discretion of school director.

Indicator 10.2.2.	Schools and NFE structures within the EUTF BE programme provide services or ensure the availability of services allowing children, parents and families to discuss protection and gender issues.			
Data sources	Parents	Children	Teachers	Implementing partners
Method	Group interviews	Focus groups	Group interviews	Interviews

BTF supported schools provide and ensure a range of services allowing children, parents and families to discuss protection and gender issues. In other schools, this does not seem to be done systematically.

<b>EQ 11 GENDER, PROTECTION &amp; SPECIAL NEEDS</b>	<b>How do EUTF implementing partners ensure school construction and/or rehabilitation promotes child safe environments?</b>
<b>Judgement criterion 11.1.</b>	<b>New / rehabilitated schools under the EUTF BE programmes address and promote child safe environments (including taking into account specific gender issues).</b>
Indicator 11.1.1.	School are physically accessible and adaptable to all children's needs, including the needs of children with physical or sensory disabilities (Y/N)

Rehabilitation work done focuses on rather basic issue such as working sanitary, leaking roofs etc. In visited schools, it was clear that the rehabilitation was conducted with the objective of providing a safe environment for children, including access for disabled children as much as possible. However, since

<sup>153</sup> Ibid.

most schools are rented facilities there are limits to what can be done as important construction work cannot be undertaken in buildings that are rented.

Indicator 11.1.2.	Schools provide access to safe drinking water (Y/N)
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In all of the schools visited, access to safe drinking water was provided and children did not mention that this was a problem during the FGDs.

Indicator 11.1.3.	Schools ensure safe travel to and from school (Y/N)
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Parents mentioned that, in general, children safety while traveling to and from school was a concern and harassment or bullying are reasons invoked by parents for pulling children out of school, especially adolescent girls. Transportation to and from schools is a big challenge as Lebanon does not have a public transportation system. This is another example where the EUTF approach of one-size-fits-all should be complemented. EUTF funds a transportation support system whereby families receive cash to cover transportation costs. This has replaced a previous system where local organisations were paying for buses to shuttle children to and from school. The shift to a cash system was justified to evaluators by the fact that the previous system was too cumbersome to manage as numerous contracts had to be managed with numerous NGOs and it raised legal responsibility questions as buses did not always meet vehicle safety regulations. While there is merit to these arguments, parents, especially in remote areas all stated that the previous system where they did not have to worry about transportation, since it was operated by the NGOs, was easier. This is a good illustration of the current tension faced by EUTF BE implementing partners, between the need to streamline processes and maintain a reduced number of contracts and the need of Syrian children and their families for tailored responses to their specific needs.

Indicator 11.1.4.	Schools ensure that no unauthorised outsiders can enter the premises (Y/N)
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Schools visited had fences and unauthorised people could not access the premises.

Indicator 11.1.5.	Adequate temperatures are ensured all year long in the children's learning environment (Y/N)
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All stakeholders consulted stated that there is a budget allocation by the MEHE and EUTF for heating for targeted schools and children mentioned that they were comfortable in the schools.

## Annex A6 – Evaluation details – Turkey

### 1. Socio-economic context of the country and the outlook for the near future

Country context (2018) <sup>154</sup>	
Population (million)	81.4
GDP (current US\$ billion)	769
GDP per capita (current US\$)	9,445
Life expectancy at birth (years)	75.4

In the last years, Turkey has gone through major political and economic changes that have had a significant impact on the overall socio-political fabric of the country, including Syrian refugees. Between 2000 and 2017, Turkey has had an impressive economic and social development performance. During this long period of economic growth, the employment increased, poverty incidence halved, and extreme poverty decreased. The country is now rated as an upper middle-income country<sup>155</sup>.

However, since 2017, the Turkish economy is facing significant headwinds. The World Bank estimates that “growing economic vulnerabilities and a more challenging external environment are threatening to undermine these achievements”<sup>156</sup>. Unemployment rate stands at 14.7 per cent, and the youth (15-24 age) unemployment at 26.7 per cent. Labour force participation for men is 71.1 per cent, and 33.6 per cent for women<sup>157</sup>. Labour market conditions are expected to deteriorate further, notably in the construction sector, which employs a large number of low-skilled workers<sup>158</sup>, including the majority of Syrian refugees working or seeking work opportunities<sup>159</sup>.

At the political level, following the coup attempt in 2016, the Turkish government has imposed a state of emergency that was extended for two years. Thousands of military personnel, police, civil servants and citizens were arrested or demoted. The government also shut down thousands of community-based organisations (CBOs), especially in the field of education. It is within the implementation of this response to the coup attempt that the Turkish government decided to shut down all Syrian schools in Turkey and transfer all Syrian children to Turkish schools.

Turkey has been linked to the EU by an Association Agreement since 1964 and a Customs Union since 1995. The European Council granted the status of candidate country to Turkey in December 1999 and

<sup>154</sup> World Bank, *The World Bank in Turkey/Overview*, available at: <https://www.worldbank.org/en/country/turkey/overview> [accessed 10 August 2019].

<sup>155</sup> Ibid.

<sup>156</sup> Ibid.

<sup>157</sup> Turkish Statistical Institute (TÜİK), available at: <http://www.turkstat.gov.tr/Start.do> [accessed 10 August 2019].

<sup>158</sup> World Bank, *The World Bank in Turkey...*

<sup>159</sup> In a survey in Gaziantep, 67.9% of surveyed Syrian refugees stated that they work or are looking for work in low skilled jobs defined as jobs with no education requirement. Source: *Syrians in Gaziantep*, University of Gaziantep, 2018.

accession negotiations were opened in October 2005. Within the framework of accession negotiations, 16 chapters have been opened. Accession discussions have stalled for years and the political relationship between Turkey and the EU has been tense over the last years. On the 26 June 2018, the EU<sup>160</sup> stated that "Turkey has been moving further away from the European Union. Turkey's accession negotiations have therefore effectively come to a standstill and no further chapters can be considered for opening or closing." In 2019, the Council renewed the same position<sup>161</sup>.

## **2. The situation of refugees from Syria**

Turkey is party to the 1951 Refugee Convention and the 1967 Protocol. However, the country retains a geographic limitation only to people originating from Europe meaning that it only applies to people fleeing as a consequence of "events occurring in Europe". Thus, the Refugee Convention and its protocol do not apply to people fleeing into Turkey from violence in Syria.

People fleeing the violence in Syria who entered Turkey after 28 April 2011 are provided with temporary protection (TP) by the Government of Turkey. The Temporary Protection Regulation secures access to basic rights including humanitarian assistance, access to health, education, and to the labour market.

The TP regime is awarded to people fleeing from Syria (both Syrian nationals and stateless persons), including to those who are not able to present any identification documents from Syria. However, since June 2019, several reports mention a "change of heart" of the Turkish authorities and thousands of undocumented Syrian refugees are reported to have been arrested and in the process of being forcibly sent back to Syria<sup>162</sup>.

Turkey host the largest number of refugees worldwide. On 15 August 2019, there were 3.6 million registered Syrian refugees (see table 1), of which more than 43% were children under 18 years old and 46% of the total are female<sup>163</sup>. As of June 2019, more than 415,000 Syrian children were born in Turkey<sup>164</sup>.

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<sup>160</sup> Council of the EU decision 18/06/2019, available at: <https://www.consilium.europa.eu/en/press/press-releases/2019/06/18/council-conclusions-on-enlargement-and-stabilisation-and-association-process/> [accessed 10 August 2019].

<sup>161</sup> On 29 May 2019, the EU Council "noted unanimously that Turkey's accession negotiations have therefore effectively come to a standstill and no further chapters can be considered for opening or closing. The underlying facts leading to this assessment still hold".

<sup>162</sup> See Human Rights Watch, *Turkey Forcibly Returning Syrians to Danger*, 26 July 2019, available at: <https://www.hrw.org/news/2019/07/26/turkey-forcibly-returning-syrians-danger> [accessed 10 August 2019].

<sup>163</sup> UNHCR, *Syria Regional Refugee Response, Turkey*, <https://data2.unhcr.org/en/situations/syria/location/113> [accessed 10 August 2019].

<sup>164</sup> Statement by Abdullah Ayaz, head of Migration Management Department, Ministry of Interior, in: *Hurriyet Daily News*, "415,000 Syrian babies born in Turkey since 2011: Ministry", 20 June 2019, available at:

Table 1 – Syrian Population in Turkey (2012-2019)

Year	Population	Year	Population
2012	14.237	2016	2.834.441
2013	224.665	2017	3.426.786
2014	1.519.286	2018	3.623.192
2015	2.503.549	2019	3.606.737

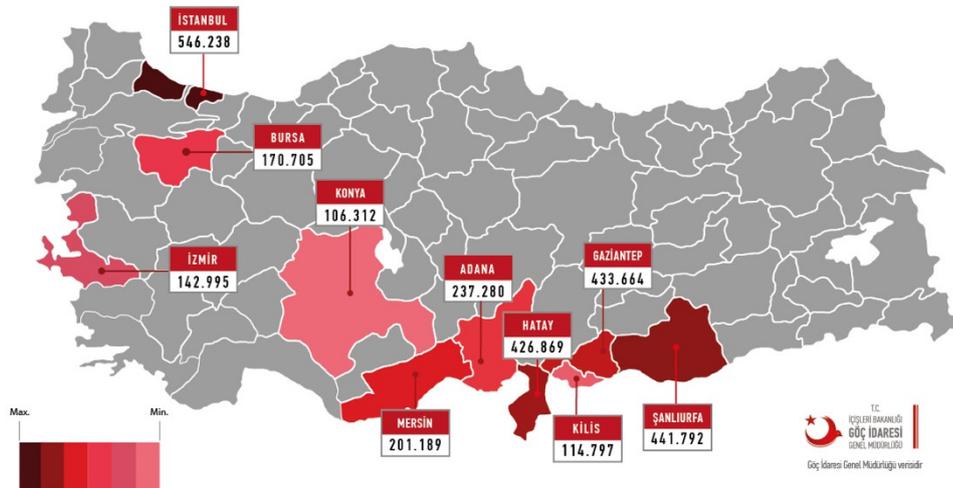
Source: The Directorate General for Migration Management (DGMM), 16.05.2019.

The vast majority of refugees in Turkey live in host communities and less than 4% live in refugee camps. The bulk of Syrian refugees live in the following four provinces: İstanbul, Şanlıurfa, Hatay and Gaziantep.



Fig. 1 – Distribution of Syrian Population by provinces

Source: The Directorate General for Migration Management (DGMM), May 2019.



**Fig. 2 – Distribution of Syrian Population (according to first 10 Provinces)**  
Source: The Directorate General for Migration Management (DGMM), May 2019.

In addition to Turkey's efforts in receiving, supporting and hosting high numbers of refugees, the international community has continued to support Turkey through the Turkey Country Chapter of the Regional Refugee and Resilience Plan in response to the Syria Crisis (3RP) (2018-2019). The biggest bulk of this assistance is from the EU. The EU Regional Trust Fund in Response to the Syrian Crisis (EUTF) has supported Turkey through 21 programmes/projects with a total of €489 million (32.6 per cent of the total €1.5 billion)<sup>165</sup>, under Livelihoods/Resilience/Social Protection, Education and Higher Education, and Health and Municipal infrastructure.

The biggest support to Turkey in terms of refugee response is the "EU Facility for Refugees in Turkey (the Facility or FRIT)"<sup>166</sup>, with €3 billion committed for the years 2016-2017 and a further €3 billion committed for 2018-2019. The Facility focuses on humanitarian assistance, education, migration management, health, municipal infrastructure and socio-economic support<sup>167</sup>. Other donors, bilateral support from EU member state countries, UN agencies, international, national and local civil society organisations, as well as international financial institutions, have also been playing an important role in Turkey's refugee response, implementing a diverse range of programmes and projects.

<sup>165</sup> *EU Regional Trust Fund in Response to the Syrian Crisis, the 'Madad Fund'. Projects contracted - Status 15/05/2019*, available at: [https://ec.europa.eu/trustfund-syria-region/sites/tfsr/files/madad\\_fund\\_signed\\_contracts\\_0.pdf](https://ec.europa.eu/trustfund-syria-region/sites/tfsr/files/madad_fund_signed_contracts_0.pdf) [accessed 10 August 2019].

<sup>166</sup> The Commission decided on 24 November 2015 (amended on January 10, 2016) to establish the Facility for Refugees in Turkey. The Facility is a mechanism to coordinate the mobilisation of resources made available under both the EU budget and additional contributions from Member States integrated into the EU budget as external assigned revenue.

<sup>167</sup> *EU Facility for Refugees in Turkey. List of projects committed/decided, contracted, disbursed*, available at: [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/facility\\_table.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/facility_table.pdf) [accessed 10 August 2019].

### 3. The national basic education landscape

Basic education in Turkey is delivered in public schools, where it is free, and in private schools. It is regulated by the Ministry of National Education (MoNE). The 2012 law re-organised the Turkish national education system, with a total of 12 years of education divided into two tiers of primary education (primary school and lower secondary, four years each) and a third tier for secondary education which is also of four years. The new system is commonly referred as 4 + 4 + 4.

Children are allowed into primary schools when they are between 5 and 6 years old and education is compulsory until children are 12 years old. Children can attend distance learning for secondary education. Children can enrol in religious schools as of the age of 10, after attending primary school in non-religious schools.

According to the Turkish Statistics Institute (TurkStat/TUIK), the enrolment rate for basic education in Turkey stood at 91.5 per cent for the 2017-2018 academic year, with no gender discrepancy<sup>168</sup>. For Syrian children, only 62 per cent were enrolled in schools for the 2018-2019 academic year, according to MoNE<sup>169</sup>, a significant increase from previous years, according to the same source.

The basic education system for Syrian children in Turkey has been going through a significant transformation since 2016. Prior to 2016, most Syrian children were enrolled in Temporary Education Centres (TECs) that teach an accredited curriculum in Arabic, based on the Syrian curriculum. Since 2017-2018, the Turkish government decided that all Syrian children should enrol in Turkish public schools<sup>170</sup> and TECs were progressively phased out or turned into Turkish language teaching centres for children in order to prepare them to join Turkish schools<sup>171</sup>. According to the authorities, this shift towards enrolling all Syrian children in Turkish schools is ongoing and will continue until completed. The transition from Syrian specific teaching centres to Turkish schools is a major change in the education landscape for Syrian children.

Since 2012, the MoNE is implementing large reforms to improve the quality of the education system. The reforms touch upon almost all aspects of the education landscape in Turkey and several key policy

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<sup>168</sup> TurkStat, *Türkiye nüfusunun %28'ini çocuk nüfus oluşturdu*, 18 April 2019, available at: <http://www.tuik.gov.tr/PreHaberBultenleri.do?id=30708> [accessed 10 August 2019].

<sup>169</sup> Statement by Nezir Gül, Director General of Lifelong Learning in the Ministry of National Education, in: *Hurriyet Daily News*, "Over 60 percent Syrian children attend school in Turkey: Official", 29 April 2019, available at: <http://www.hurriyetdailynews.com/over-60-percent-syrian-children-attend-school-in-turkey-official-131053> [accessed 10 August 2019].

<sup>170</sup> This shift towards enrolling Syrian children into Turkish schools is supported by PICTES.

<sup>171</sup> According to MoNE, since 2016 more than 490,000 Syrian children enrolled in intensive Turkish classes to allow them to join Turkish schools with teaching support from more than 20,000 volunteer Syrian teachers.

papers set the framework of the reform effort. At the time of writing, the reform focuses on updates to the curricula in different topics and development of new manuals<sup>172</sup>, the introduction of digital contents through the General Directorate of Innovation and Educational Technologies, the set-up of a digital platform, the EBA<sup>173</sup> platform and the creation of a Digital Educational Content Branch within the Board of Education. In addition, the Government aims at expanding Early Childhood Education (ECE) to all Turkish children under age 5, by 2020. The transition from double-shift to single-shift (full-day) schooling is another national goal underway as is the improvement of the number of teachers and their training and skills, and the quality assurance of the delivered teachings.

The impact of these reforms specifically on Syrian children is not measurable. However, school visits and interviews clearly showed that teachers and school staff that are in tune with the current MoNE guidelines, focus on quality of education to create a more conducive learning environment for all children, including Syrians. Moreover, the policy of strengthening the recruitment and training of teachers allowed the Turkish education system to better cope with the influx of Syrian children into Turkish schools, especially in areas with high concentration of Syrian refugees.

Concerning Child Protection, Turkey has a comprehensive arsenal of laws<sup>174</sup> and policy documents<sup>175</sup> enshrining Child Protection in its legal and policy framework, with a specific focus on child labour. Despite all the legal and policy prescriptions, child labour remains an issue in Turkey, especially in low income households. In 2018, a year declared by Turkey “Year of the battle against child labour”, child labour in Turkey stood at 21.1 per cent (30 per cent for boys and 11.8 per cent for girls), with a 0.8 per cent increase from the previous year<sup>176</sup>. Some sources, including the Confederation of Progressive Trade Unions of Turkey (DISK) claim that the number of child workers is closer to 2,000,000 than to 800,000 as publicly acknowledged by the government<sup>177</sup>.

The legal age of marriage in Turkey is eighteen years old for both girls and boys<sup>178</sup>. According to the authorities<sup>179</sup>, in 2018, the rate of early marriage was 3.8 per cent. However, according to the same official source, this rate is much higher in some provinces such as Mus (14.8 per cent) and Bitlis (12.5

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<sup>172</sup> Mainly in the fields of English, Science, Mathematics, Physics, Chemistry, Biology, Turkish language, Life Knowledge, Social Sciences, History and Geography and Turkish Literature.

<sup>173</sup> Education and Informatics network.

<sup>174</sup> Including the Constitution of the Republic of Turkey, the ratification of all key international conventions concerning child labour, Child Protection Law, the Penal Code, Primary Education Law and the Labour Law.

<sup>175</sup> Including the 10<sup>th</sup> Development Plan (2014-2018), the National Employment Strategy (2014-2023), the Action Plan to Combat Child Labour (2017-2023) and the National Child Rights Strategy Document and Action Plan (2013-2017).

<sup>176</sup> TurkStat, *Türkiye nüfusunun...*

<sup>177</sup> *Ahval*, “There are 2 million child workers in Turkey, union says”, available at: <https://ahvalnews.com/child-labour/there-are-2-million-child-workers-turkey-union-says> [accessed 10 August 2019].

<sup>178</sup> Children can marry at the age of 17 with the consent of their parents or legal guardians. Children at the age of 16 can also marry, with special permission from the courts ‘under exceptional circumstances and on vital grounds’.

<sup>179</sup> TurkStat, *Türkiye nüfusunun...*

per cent). Some unofficial figures state that 15 per cent of girls marry before the age of 18 and 1 per cent marry before the age of 15<sup>180</sup>. The discrepancy between official numbers and advocacy groups is common in the area of child marriages as unofficial marriages are, obviously, not registered and seldom appear in official statistics. There is a consensus amongst humanitarian actors that early marriage is a negative coping mechanism for Syrian refugees<sup>181</sup>.

There are no official statistics regarding Syrian child labour. There is, however, consensus amongst humanitarian actors that Syrian school-aged children are at greater risk of child labour and exploitation due to poverty and lack of employment opportunities, which causes parents to rely on children as contributors to the family income<sup>182</sup>. This is a specific concern for out-of-school children (38,61 per cent in 2018-2019 school year). There is plenty of data showing that Syrian children are victims of child labour and exploitation, including as street children.

#### 4. Basic education for refugees from Syria

UNICEF estimates that 1,6 million children refugees from Syria live in Turkey<sup>183</sup>. Prior to 2016, the bulk of the education services provided to Syrian children was through TECs. The teaching was in Arabic and based on a Syrian curriculum. Since 2016, MoNE has changed its policy and decided to gradually close the TECs. Syrian students have been transferred to public schools<sup>184</sup>. Syrian and other migrant children are now legally entitled to access all levels of the public education system. According to Turkish authorities, more than 1 million Syrian children are of school age (5-17), and approximately 600,000 are enrolled in Turkish schools (more than 60 per cent)<sup>185</sup>. From 2014 to 2018, the enrolment rate of Syrian children has increased from 30 per cent to more than 60 per cent (Table 2).

Table 2 – Number and enrolment ratios of school-age Syrian refugee children 2014-2018.

	Number of school-aged children (5-17)	Enrolment ratio [%]
2014-2015	756 000	30.0
2015-2016	834 842	37.0
2016-2017	833 039	59.0
2017-2018	976 200	62.5

<sup>180</sup> Girls not Brides, available at: <https://www.girlsnotbrides.org/child-marriage/turkey/> [accessed 10 August 2019].

<sup>181</sup> As an example, CARE International UK, "TO PROTECT HER HONOUR". *Child marriage in emergencies – the fatal confusion between protecting girls and sexual violence*, 2015, available at: [https://insights.careinternational.org.uk/media/k2/attachments/CARE\\_Child-marriage-in-emergencies\\_2015.pdf](https://insights.careinternational.org.uk/media/k2/attachments/CARE_Child-marriage-in-emergencies_2015.pdf) [accessed 10 August 2019].

<sup>182</sup> See, for example: Dünya Doktorlari Dernegi, *Multi-Sectoral Needs Assessment of Syrian Refugees in Turkey*, February 2019, available at: <https://reliefweb.int/sites/reliefweb.int/files/resources/Multi-Sectoral%20Needs%20Assesment%20of%20Syrian%20Refugees%20In%20Turkey.pdf> [accessed 10 August 2019].

<sup>183</sup> UNICEF, *Turkey Humanitarian Situation Report No. 28*, January-December 2018, available at: <https://reliefweb.int/sites/reliefweb.int/files/resources/UNICEF%20Turkey%20Humanitarian%20Situation%20Report%20No.%2028%20-%20January-December%202018.pdf> [accessed 10 August 2019].

<sup>184</sup> The number of TECs accordingly decreased and continue to do so: 432 (2016-2017), 318 (2017-2018), 211 (2018-2019).

<sup>185</sup> The Directorate General for Migration Management (DGMM), September 2018.

2018-2019	1 047 536	61.4
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Source: MoNE presentation, PICTES Conference on 18-19 April 2019.

The progress in enrolment rates should not overshadow the strong difference by group age. While enrolment figures are high for children in primary school, it rapidly declines for those in lower-secondary and further declines in the upper secondary age groups (Table 3). This is a serious concern and both MoNE and UNICEF have been developing specific remedial actions and programmes targeting dropouts between the ages of 10-18 years as part of 3RP for the education sector. These programmes include facilitating return or entry into formal education or access to vocational education, and life skills development. Moreover, MoNE aims to increase the number of Syrian students enrolled in Technical and Vocational Education and Training (TVET) to improve enrolment in upper secondary level.

Table 3 – Number and enrolment ratios of school-age Syrian children by education level

Education Level	Number of children enrolled	Number of school-aged children	Enrolment percentage
Preschool	32 198	95 094	33.86
Primary School	365 535	382 748	95.50
Lower Secondary School	173 252	300 458	57.66
Upper Secondary School (Lyce)	72 073	269 236	26.77
Total	643 058 (316 485 girls, 326 573 boys)	1 047 536 (498 171 girls, 549 365 boys)	61.39

Source: MoNE statistics, dated 01.04.2019.

In order to accommodate the influx of Syrian children, MoNE, with the support of its partners, embarked in the construction of new schools and the improvement of the infrastructure of existing ones. Approximately 220 new schools or refurbished are being built with the support of EU. Similar efforts are made to improve the quality of education, inclusiveness and resilience-building aspects of education by developing teaching-learning programmes, training teachers and administrative staff and strengthening the capacity of schools to attract and keep all vulnerable students regardless of citizenship/immigration status.

There are 3,457 non-formal education and training programmes available for Turkish citizens, Syrians and other migrants<sup>186</sup>. These programmes are provided in 992 Public Education Centres (PECs) across the country and/or several institutions accredited by MoNE. Master-trainers, teachers and instructors provide these services. In recent years, MoNE's Lifelong Learning Directorate General expanded its ongoing partnerships (like the one with UNICEF) to include selected NGOs (such as ASAM), international

<sup>186</sup> MoNE – DG Life-Long Learning. Full list available at: <https://hbogm.meb.gov.tr/modulerprogramlar/?q=0> [accessed 10 August 2019].

organisations (such as RET, GIZ and the World Bank) in order to strengthen the education services to Syrian and Turkish students and improve student achievement and wellbeing. Certain PECs are identified and used extensively for language training and non-formal education.

In an effort to overcome the Turkish language barriers in enrolment, Turkish language courses (15 hours per week) have been added to the TECs curricula, in order to support students' eventual transition to public schools. All refugees may enrol in free Turkish language courses offered by PECs. Under the DG ECHO funded non-formal education programme, including Accelerated Learning Programmes implemented by UNICEF in cooperation with MoNE, Turkish language classes are offered in PECs. In addition, Turkish language courses are offered to out-of-school children at the Ministry of Youth and Sports (MoYS) youth centres. A number of municipalities and organisations are supporting Turkish language courses service delivery in partnership with MoNE. The EU-funded PICTES 1 project (implemented by MoNE) has a large language component, employing approximately 6,000 teachers to teach Turkish at schools and TECs and developing a Standardized Test for Measuring Turkish Language Skills. More than 400,000 Syrian children benefited from Turkish courses provided under PICTES 1. Support for language trainings will be continued under PICTES 2. MoNE coordinated the production of a Turkish Language Teaching Programme in line with the European language teaching standards. It can be used to teach Turkish to any individual aged 6 years and older.

Additionally, efforts are ongoing to mitigate the financial challenges posed by education to disadvantaged families. The Facility is supporting Conditional Cash Transfers for Education (CCTE) to promote school attendance and reduce drop-out rates. The CCTE is a nationwide social assistance programme implemented by the General Directorate of Social Assistance (GDSA) of the Ministry of Family, Labour and Social Policies (MoFLSP) since 2003, and extended to Syrians in 2017. CCTE is implemented jointly by UNICEF, the Turkish Red Crescent and MoFLSP and offers bi-monthly cash transfers to vulnerable refugee families whose children attend school regularly (conditional to 80 per cent attendance). Payments differ based on age, gender and class level. It also includes a strategic child protection component in order to ensure the continued school enrolment and attendance of the most vulnerable refugee children as well as their referral to complementary child protection services as required.

In 2019, the number of refugee children receiving CCTE is 356,611 (against a target of 230,000). A breakdown in the age groups shows that the largest number of children (168,059) receiving CCTE are in primary schools between ages 6 and 9. The second largest group (135,632) are secondary school

students between the ages of 10 to 13. The gender distribution is currently balanced for children receiving these conditional cash transfers (50,2 per cent female versus 49,8 per cent male)<sup>187</sup>.

## 5. Responses to the evaluation framework

EQ 1 RELEVANCE	To what extent do the EUTF BE programmes provide increased opportunities to access basic education for children refugees from Syria?
Judgement criterion 1.1.	The needs and barriers / particular vulnerabilities (including specific gender vulnerabilities) to access basic education have been adequately identified by the programmes and are regularly / systematically updated.
Indicator 1.1.1.	List & description of barriers / vulnerabilities in project documents (including specific gender vulnerabilities)

Overall, the EUTF BE programmes in Turkey adequately address the barriers and needs of the Syrian children in accessing basic education. Objectives and targeted results are fully coherent with the Results Framework (RF) of the EUTF, education sector policies and priorities of the MoNE and the 3RP under the education sector. The EUTF BE programmes support the Turkish government's long-term vision of integrating Syrian children into public school system and of improving the delivery of quality education. Both of these objectives serve the best interest of children.

The Qudra (T04.15) and KfW (T04.25) programmes are addressing the significant needs in education infrastructure by rehabilitating existing schools with urgent needs and constructing new prefabricated and concrete schools for integration of Syrian children to Turkish public schools. The UNICEF programme (T04.78)<sup>188</sup> aims at scaling up access to education and improving its quality as well as expanding access to Child Protection services.

Across the board, all indicators reviewed by evaluators (from school enrolment to access to CCTE) show a gender balanced implementation of activities and programmes. Gender distribution is always in the range of 48-52 per cent.

Indicator 1.1.2.	Updated list of needs and barriers / vulnerabilities (including specific gender vulnerabilities) in project documents (monitoring / progress reports)
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In general, the main reasons behind enrolment and attendance comply with the ones stated in the EUTF project documents and country reports.

<sup>187</sup> EU, *Third Annual Report on the Facility for Refugees in Turkey*, 15.4.2019, available at: [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/com\\_2019\\_174\\_f1\\_communication\\_from\\_commission\\_to\\_inst\\_en\\_v5\\_p1\\_1016762.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/com_2019_174_f1_communication_from_commission_to_inst_en_v5_p1_1016762.pdf) [accessed 10 August 2019].

<sup>188</sup> The UNICEF programme under the evaluation portfolio is the continuation of two EUTF funded basic education programmes (first one specific for Turkey, second one regional) since 2015.

The priority needs of refugees in various sectors were identified by the European Commission based on a comprehensive needs assessment<sup>189</sup>. The main intervention in Turkey in basic education is the EU Facility funded project “Promoting Integration of Syrian Children into Turkish Education System (PICTES)” (PICTES 1 – €300 million, PICTES 2 – €400 million) and implemented by MoNE through a direct grant from the EU. PICTES 1 and 2 works to integrate refugees from Syria into the Turkish education system across the country. It has complementary activities with evaluated EUTF funded BE programmes in addressing the needs and barriers of Syrian school aged children in accessing inclusive basic education. Transportation, school kits and catch-up courses for out-of-school children are provided by PICTES. To remove language barriers, more than 400,000 Syrian children have been given Turkish language education by more than 5,000 teachers and trainers over three years (2017-2019).

UNICEF implements an Accelerated Learning Programme (ALP)<sup>190</sup> focusing on out-of-school children (who are out of school for 3 or more years) in cooperation with MoNE. To help address financial barriers, CCTE supports the EUTF BE programmes by providing incentives to vulnerable families to send their children to schools. These parallel/complementary interventions (EUTF and Facility) help to address needs and barriers stated in project documents and country priorities in general (see also country background section).

<b>Judgement criterion 1.2.</b>	<b>The services provided by the EUTF BE programmes take into account the particular vulnerabilities of children refugees from Syria and their families and specifically address these (including specific gender vulnerabilities).</b>
Indicator 1.2.1.	Level of correlation between main barriers / vulnerabilities and services provided by implementing partners

Overall, Turkish authorities have been proactive in eliminating barriers to access public schools. The open access policy and efforts in increasing enrolment rates with the support of EU funding are noteworthy (enrolment in 2014 was 30 per cent, and 61.39 per cent in 2019). The EUTF programmes have adequately defined the needs and are proactive in addressing evolving needs (also considering the broader EU support to basic education). However, discussions with stakeholders and review of documentation show that certain “hard to reach” categories of children continue not to benefit from education. These are mainly children who drop-out at lower secondary and even more so in upper

<sup>189</sup> K. Biehl et al, *Technical Assistance to the EU Facility for Refugees in Turkey, Needs Assessment Report*, 31 October 2018, available at: [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/updated\\_needs\\_assessment.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/updated_needs_assessment.pdf) [accessed 10 August 2019].

<sup>190</sup> The Accelerated Learning Programme (ALP) is being implemented in 75 PECs covering 12 provinces. It aims to support 20,000 out of school refugee children to be able to access formal and non-formal education opportunities after the completion of the ALP two learning levels. The ALP component consists of two levels; the Primary School Equivalency which is covered in 8 months and the Lower Secondary School Equivalency which is covered also over 8 months. In addition, all ALP students receive intensive Turkish Language Courses regardless of their prior educational status. After enrolled students complete each level of the ALP, they are evaluated, and successful candidates receive equivalency certificates accredited by MoNE that allow them to continue with their education and integrate into the formal education system.

secondary, child labourers, girl adolescents kept at home for social/ gender reasons, children victim of early marriage, and children with special education needs. While some projects specifically target these group of children, there is clearly a need to strengthen these efforts. There is definitively a need for more investment in the fields of Child Protection and outreach efforts. This is a difficult challenge in an environment where the work by NGOs is curtailed.

Indicator 1.2.2.	Level of correspondence between responses from parents, children, teachers and implementing partners with regards to needs and barriers / vulnerabilities and services provided
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In general, interviews with school directors, teachers, and FGDs with children and families revealed the needs and barriers stated in project documents and country documents are mostly in line with the needs and barriers perceived by the target groups. The Turkish language barrier is a dominant factor, affecting enrolment, attendance, academic achievement and social cohesion. FGDs with out-of-school children revealed that the economic challenges of their families are the main reasons for not attending the school. According to teachers, the enrolment and integration to schools at primary levels is less problematic than lower-secondary and upper-secondary school levels. Younger children have less difficulties to learn a new language and adapt, while in higher grades, children are often unable to understand lessons in Turkish, and drop out.

Parents whose children attend school provided mixed feedback. Some were very positive about teachers, administrators and the school environment, whilst others spoke about communication and discrimination issues at schools. The Qudra project is a good example, where SO3 (Social Cohesion) activities with Syrian and Turkish parents had a positive impact on SO1 (Educational Infrastructure) by improving the overall school climate and taking into account integration issues. According to the evaluators, "Social Cohesion" should be a cross-cutting objective in all education programmes.

During the FGDs, parents whose children were out-of-school stated that there were problems with enrolment and attendance mainly due to economic hardship (children, especially boys, work to provide income and capacity to cover indirect expenses such as stationary and other), transportation (both from a cost and a security standpoint, especially for girls<sup>191</sup>), violence and bullying (in and out of school), and mismatch between children age and class, due to academic level. Several reports state that early child marriage was widespread at the first stages of the crisis, including a lot of second marriages for Syrian girls, which is illegal in Turkey. This trend has apparently decreased, and reasons are attributed to the awareness raising efforts at national and provincial levels. The reasons girls are dropping out of

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<sup>191</sup> Girls who did not attend school and their parents repeatedly mentioned that passed puberty, they are uncomfortable sending/ going to school because of perceived "risks" on the way.

school are reportedly less due to early marriage and more to the cost of education, transportation issues, and bullying or fear of it.

Parents with children with disabilities (out-of-school) noted that their children face additional difficulties in accessing and remaining in education. As stated in the previous indicator, stronger measures and more interventions for children with special needs are required.

<b>Judgement criterion 1.3.</b>	<b>The geographical distribution of the EUTF BE programmes within the countries of operation ensures that the most vulnerable communities are served.</b>
Indicator 1.3.1.	Geographical distribution of programmes (disaggregated by type of intervention) compared with location of particularly vulnerable / underserved Syrian refugee communities and host communities.

All EUTF BE programmes are implemented in provinces where Syrian children and youth are intensively located.

In Qudra, the selection of schools for rehabilitation was appropriately done by MoNE in consultation with provincial directorates. The schools were selected based on their urgent rehabilitation needs. This was also confirmed through interviews with GIZ central and local staff. For the KfW project, it was reported that the selection of locations for new schools heavily depended on the availability of land in the intervention areas.

The geographical scope of the UNICEF project was expanded to whole country, prioritizing provinces from the south-east of Turkey but also including new priority provinces from the western part of the country (e.g. Ankara, Istanbul and Izmir) where more refugees are living due to their internal movement in the past 2 years.

<b>EQ 2 EFFECTIVENESS</b>	<b>To what extent are the EUTF BE programmes providing inclusive quality basic education (including taking into account specific gender aspects) for children refugees from Syria?</b>
<b>Judgement criterion 2.1.</b>	<b>A majority of the children and families interviewed feel encouraged and value going / sending their children to school.</b>
Indicator 2.1.1.	% of children who respond positively with regards to the quality of their education (analysed from a gender perspective).

According to MoNE statistics of September 2018, out of 1,047,536 school-aged (5-17) Syrian children (549,365 boys, 498,171 girls), 643,058 (316,485 girls – 49.22 per cent and 326,573 boys – 50.78 per cent) accessed basic education (total of 61.39 per cent). The enrolment rates are high in primary education level (96.50 per cent) but decrease at the lower secondary (57.66 per cent) and especially at the upper-secondary level (26.77 per cent).

Overall feedback from FGDs with children (age 8-10) was very positive. Teachers of the visited school and interviewed stakeholders generally stated that below age 12, the enrolment rate is high and

integration into school is smooth. Turkish language seems not to be a major obstacle for children at primary school age. Gender differences in enrolment were not stated as a problem.

For youth 14-18, the perception of discrimination and student-to-student tensions seem higher according to feedback from FGDs. The need to continue the Accelerated Learning Programme and catch-up courses and of providing Turkish language classes is clear for this age group, in order to encourage enrolment, attendance and academic achievement. There is also a need for strengthened school counselling/guidance services and social cohesion activities between Syrian and Turkish children and families.

Impact study findings presented at the PICTES Conference (April 2019) shows that Turkish language training for Syrian children (i) improved the Turkish and Math grades of Syrian children; (ii) reduced absenteeism; and (iii) reduced the probability of grade repetition. Early interventions are found to be more effective as the impact of the language education programme is quite persistent over time.

Indicator 2.1.2.	% of parents who respond positively with regards to the quality of education of their children (analysed from a gender perspective).
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FGDs with Syrian parents revealed varying views on the quality of education of their children. At primary school level, the feedback is generally positive. Some parents find integration into public school system challenging, due to bullying inside and, more frequently, outside schools, especially for girls.

FGDs with parents (with children with disabilities) revealed an important gap in special measures and special education for disabled children and children with special education needs. The perception of evaluators is that war injuries with long term consequences as well as consanguinity have led to a higher than usual proportion of children with special needs. According to the feedback during the FGDs, there was very little, if any, prospect for these children.

Indicator 2.1.3.	Number of children who attend NFE (provided by EUTF programmes) and who have been able to re-integrate the FE system (analysed from a gender perspective).
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Impact study findings presented at the PICTES Conference shows the “catch-up training program (under PICTES 1)” has notably improved the absenteeism and academic progress outcomes, while its impact on grades is rather limited.

<b>Judgement criterion 2.2.</b>	<b>There is an increase in the number of children enrolled / attending schools (with the assumption that there is sufficient capacity to host an increase in the number of children).</b>
Indicator 2.2.1.	% increase in the number of children attending schools over the past 3 years.

Significant increase in enrolment rates are observed between 2014 and 2018 (refer to the Table 3 above).

Indicator 2.2.2.	The reasons given by parents for not sending their children to schools and by children not enrolled in schools have been taken addressed by the implementing partners.
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As mentioned above, the main barriers identified by parents during FGDs and confirmed by the other stakeholders interviewed are essentially:

- 6) Poverty: children labourers are needed as an income source to the family and/or there are indirect costs to education that families cannot afford.
- 7) Age and school level mismatch, especially for adolescents.
- 8) Children with special needs who cannot be accommodated in schools, where infrastructure and teaching methods are not adapted.
- 9) Transportation to and from school as a cost issue and, more frequently, seen by parents as putting children at risk of bullying or violence, especially for adolescent girls.

All of these barriers are addressed under the EUTF programmes mainly under SO3 of Qudra and under the complementary FRIT (development and humanitarian components) programmes. However, it is clear to the evaluators that more programmes aimed directly at enrolling and keeping “hard to reach children” in schools are needed. Outreach, social cohesion and child protection programmes should be strengthened and the role of NGOs in such programmes is essential. The PICTES Conference presentations showed that, in addition to current programmes aimed at improving access and quality of basic education for Syrian children, PICTES 2 will further focus on these barriers with measures such as ECE, scholarships for children enrolled in TVET, social integration of Syrian and Turkish children, social integration of Syrian and Turkish families, and provision of language courses for Syrian parents. Interviews with DG ECHO also showed a similar focus. These measures will help further address the various barriers identified.

<b>EQ 3 EFFECTIVENESS</b>	<b>To what extent have the EUTF BE programmes been able to achieve their set objectives and results in each country of operation?</b>
<b>Judgement criterion 3.1.</b>	<b>Each programme is on schedule in terms of the achievement of results, according to the defined logframes and timelines.</b>
Indicator 3.1.1.	% of achievement according to EUTF programmes progress and results indicators.

Despite certain delays<sup>192</sup>, the EUTF BE programmes under evaluation were found to be by and large effective in achieving planned targets.

Overall, the output indicators are well defined in logframes, in line with the EUTF Results Framework indicators, and specific and measurable. However, the lack of outcome indicators makes it difficult to

<sup>192</sup> Among three evaluated EUTF BE programmes (Qudra, UNICEF, kfW), two of them (Qudra and KfW) had delays in implementation.

assess the medium to long-term benefits for the target groups. Impact and/or tracer studies are lacking to base a firm assessment for the effects of the EUTF BE programmes.

The evaluators' assessment is mainly based on QINs, feedback from stakeholders, interviews and FGDs with target groups and project reporting and ROMs where available and updated. Especially for the UNICEF programme, the evaluators could only assess the QINs and ROM Report due to a lack of progress reporting and Steering Committee meetings for the programme, which did not enable a more in-depth assessment. The reason was attributed to the duration of the contract by the EUD (1 year).

### **UNICEF (T04.78)**

The UNICEF programme was finalised at the end of December 2018. It is the continuation of two EUTF funded BE actions which started in 2015. The main clusters of activities in Turkey in line with UNICEF's "No Lost Generation" framework are Education (outcome 1) and Child Protection (outcome 2). The activities were implemented by UNICEF in collaboration with national and provincial authorities such as the MoNE, the Ministry of Youth and Sports, the Multi-Purpose Community Centres (ÇATOM) of the South Eastern Project (GAP) Administration, and national and international NGOs particularly the Refugee Education Trust (RET) and the Association for Solidarity with Asylum Seekers and Migrants (ASAM) and other partnerships.

The programme has delivered all outputs as planned, mostly exceeding the targets established. As at January 2019, the following achievements were reached (based on January QIN):

- 1- 16,063 Turkish and Syrian children (7,892 girls, 8,171 boys) were provided with home and community-based ECE programmes.
- 2- A total of 208,500 school kits were distributed to Syrian and vulnerable Turkish children.
- 3- 188,440 children benefited from school maintenance support at TECs.
- 4- 144,974 educational personnel, including teachers, volunteers and administrative staff were trained on inclusive education pedagogy.
- 5- 2,505 Syrian volunteer teachers received salaries and/or incentives.
- 6- 10 Girls Safe Centres, Adolescent Friendly Centres and Child and Family Support Centres maintained.
- 7- 139,228 individuals, including children (66,196 (boys and men), 73,032 girls and women) were newly registered as beneficiaries of the Centres).
- 8- 35,864 (17,362 boys, 18,502 girls) participated in child protection and psychosocial support programmes.

9- 25,338 (14,072 boys, 11,266 girls) children with child protection needs have been referred to external services.

10- 26,026 (13,614 female, 12,412 male) adolescents and youth engaged in social cohesion programmes.

#### **KfW (T04.25)**

The KfW project aims i) to increase the access to inclusive quality primary and secondary education opportunities for Syrian and Turkish children and youth, and ii) to strengthen the implementation and management capacity of MoNE with regard to the construction of schools. The construction of 26 schools (10 prefabricated and 16 concrete schools), including school furniture and equipment is on target. During the interviews, KfW staff stated that the project budget will allow for the construction of 4 additional concrete schools considering the outcome of the procurement processes and the depreciation of the local currency. The project is implemented in 19 provinces, where 95% of Syrian refugees are hosted. The Ministry feedback suggests approximately 24,180 Syrian and Turkish children (5-17 age) will benefit from the new educational infrastructure. According to the stakeholders interviewed, the schools comply with Turkey's latest regulations regarding energy efficiency, shelter, fire, safety, access for people with disabilities, and availability of sports facilities.

It is unlikely that the project will achieve its target by the end of its duration (December 2019). KfW project staff noted that an extension of the implementation period was requested until June 2021. According to the latest QIN (June 2019), the construction of all 10 prefabricated schools has been completed, and the construction had started in 14 school locations for solid structured schools.

The delays in construction were attributed to the economic environment in Turkey affecting the construction sector/tenders negatively, land/expropriation challenges and the procurement procedures.

#### **Qudra (T04.15)**

The DoA and the logframe of Qudra was updated with a 1<sup>st</sup> Addendum (dated 10.01.2018) and a 2<sup>nd</sup> Addendum (dated 27.04.2018). The intervention logic for Turkey was revised in terms of both results, activities and specific locations.

Under SO 1- Educational Infrastructure (which falls within the scope of this evaluation), 15,000 Syrian and Turkish students (50 per cent boys, 50 per cent girls with a special focus on the neediest including children with special needs) benefit from rehabilitation works at 15 public schools. Under SO1, the original design aimed for the rehabilitation of TECs, however due to Turkish government's policy in integration of Syrian children into public schools, TECs were changed to public schools. Support for transportation and school materials were excluded as such support already existed in PICTES 1.

Despite significant delays, at the time of evaluation, Qudra has largely achieved or is likely to achieve its outputs under SO1. However, the remaining project duration will not be sufficient to observe and assess the benefits on target groups and/or absorb any lessons learnt for future BE programmes (particularly for the soft components, for example, Syrian volunteer teachers language trainings, social cohesion activities via MoSY's Youth Centres, and social cohesion activities under SO3).

The achievements stated in QIN 2019-Q1 are below:

- 1- Infrastructure measures at 15 public schools (including provision of access for people with special needs and extra-curricular facilities) in 3 provinces are completed by the end of 2018. Even though all the planned measures were finalised, as per feedback from MoNE / schools, some final touches / minor works have been conducted till June 2019.
- 2- 100 (out of a target of 300) Syrian volunteer teachers (SVT) have received certified language trainings in Turkish (B1 level). The remaining trainings (for 210 teachers) is planned to be finalised in May 2019. The status and roles of the SVT is unclear at the time of evaluation.
- 3- Social cohesion through offering extra-curricular inclusive cultural and sports activities by 13 Youth Centres in 4 provinces (up to 6,000 Syrian and Turkish students, age 16+) is still under progress (grant agreements with MoYS was only signed in December 2018), and expected to finish end of July 2019.

Through the rehabilitation measures, over 18,500 students (35 per cent Syrians, 50 per cent girls) and around 600 teachers are now benefiting from improved teaching and learning environments. Positive feedback from directors, teachers and students of the visited school was received on the quality of the learning and teaching environment. Interviews suggest language trainings provided to Syrian parents and cultural events held together with host community families under SO 3 (Social Cohesion) have already provided an immediate positive impact on social cohesion between refugees and host communities and improved school atmosphere.

<b>EQ 4 EFFICIENCY</b>	<b>What is the currently most effective aid modality to support the provision of BE under the EUTF-Syria or other EU instruments?</b>
<b>Judgement criterion 4.1.</b>	<b>There is a clear cost efficiency when comparing the different approaches (multi-country/regional versus national)</b>

Indicator 4.1.1.	Comparative per child cost for comparable services (school construction/rehabilitation; provision of different services)
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<b>Judgement criterion 4.2.</b>	<b>There is a clear cost efficiency when comparing the different types of support.</b>
Indicator 4.2.1.	Comparative costs of provision of services or rehabilitation/reconstruction of schools undertaken by national government versus projects implemented by other implementing partners.

<b>EQ 5 EFFICIENCY</b>	<b>How is efficiency measured and taken into account by EUTF BE implementing partners?</b>
<b>Judgement criterion 5.1.</b>	<b>EUTF BE implementing partners have clear efficiency indicators and strategies to provide the best value for money in the activities they undertake.</b>
Indicator 5.1.1.	Quality of efficiency strategies and indicators and extent to which these are monitored and revised.

Overall, there is a lack of clear efficiency indicators throughout the EUTF BE programmes. The EUD representative also stated that cost-efficiency is difficult to measure. Additionally, the fact that most projects are multi-sectoral render a comparison between the costs of the different BE activities across projects (including overheads and management costs) difficult.

No data was provided by the authorities with regards to the cost of rehabilitation and school construction nor were per child costs calculated by the implementing partners for the activities undertaken.

Nevertheless, according to the Qudra and KfW teams, the rehabilitation of schools was cost-efficient. The needs were identified for each school and a public procurement tender procedure was applied. According to interviews with Qudra staff, this allowed costs to remain very low as the construction sector is very competitive in Turkey<sup>193</sup>.

<b>EQ 6 COHERENCE &amp; COMPLEMENTARITY</b>	<b>To what extent do the EUTF BE programmes ensure a minimum of duplication and a maximum level of complementarity amongst each other and with other major funding mechanisms (EU including ENI, ECHO, FRIT)?</b>
<b>Judgement criterion 6.1.</b>	<b>The EUTF BE programmes show a high degree of complementarity and a minimum degree of duplication in each of the areas of intervention amongst each other and with other major funding mechanisms (ENI, ECHO, FRIT)</b>
Indicator 6.1.1.	Degree of overlays and gaps in the mapping.

The EUTF BE and PICTES BE projects funded under Facility are satisfactory in ensuring complementarity and avoiding duplications at project level. Thus, for example, Qudra cancelled its support for transportation and teaching materials so as not to overlap with PICTES support. Feedback suggests the UNICEF projects and the PICTES projects have shared information regarding target provinces in ECE and ALP activities. ALP is similar to catch-up trainings under PICTES. UNICEF and MoNE DG Life-Long Learning are currently working together to come up with same learning outcomes.

<sup>193</sup> According to KfW, up to 10 different companies responded to tenders and the multiplication of applicants is seen as a factor pushing down the price.

The EUTF and Facility funded infrastructure projects are also complementary. In total, the Facility supported 215 new buildings:

- EUTF: 70 million Euro (20 Concrete and 10 Prefabricated School Buildings) (KfW),
- Facility: 255 million Euro (79 Concrete and 50 Prefabricated School Buildings) (KfW),
- Facility: 150 million Euro (55 Concrete Schools and 1 Community Training Centre) (World Bank).

However, complementarity and streamlining were not built into the design of the different instruments which ended up funding similar, though not overlapping, activities. This is confirmed by the findings of the European Court of Auditors in its 2018 report. The ECoA advised that “the Commission should develop a joint strategy with a clear division of tasks between the different instruments and the EU Member States, in order to enhance the coherence and the streamlining of the assistance”.

According to the information obtained during the interviews, there is no Joint Humanitarian and Development Framework in Turkey, as it exists in Jordan and Lebanon. At field level, the DG ECHO field office and the EUD work together as closely as possible and successfully avoided serious duplications.

<b>Judgement criterion 6.2.</b>	<b>EUTF BE implementing partners meaningfully participate in coordination mechanisms at national level.</b>
Indicator 6.2.1.	Mechanisms for data and information sharing have been established (Y/N)

The refugee response is coordinated by the Vice Presidency Facility Coordination Office since July 2018. The Office coordinates the overall distribution of the Facility funding in coordination with relevant ministries and public institutions. Sectoral coordination does not exist at that level.

The Education Sector Working Group (donors and IPs) meets once a month (at national and south-east regional level). According to several interviews, coordination could be improved if these meetings were led by the MoNE. However, other stakeholders have suggested that working with INGOs is unusual for Turkish authorities and it is not necessarily a modus operandi Turkish authorities favour.

At the provincial level, all stakeholders mentioned good working relations and coordination between different actors at local level.

Indicator 6.2.2.	Number of coordination meetings during which EUTF programmes share data and information amongst each other and with other actors involved in BE.
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The evaluated EUTF BE programmes have regular steering committee meetings (except for UNICEF). All interviewed stakeholders were positive on the role and functioning of Steering Committee and

Country Advisory Committee (CAC). They are seen as a good arena to timely tackle issues and ensure effective implementation of programs<sup>194</sup>.

Indicator 6.2.3.	Existence of joint or complementary initiatives
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The existence of complementary initiatives with EUTF projects (GIZ, UNICEF, KfW) and FRIT projects requires regular coordination between MoNE and partners at national and local levels (mentioned under indicator 6.1.1 – EUTF and Facility project level complementarities).

<b>EQ 7 SUSTAINABILITY</b>	<b>To what extent have the EUTF BE actions provided sustainable results?</b>		
<b>Judgement criterion 7.1.</b>	<b>EUTF has coordinated its actions with DEVCO and ECHO to maximise the sustainability of its actions in the area of basic education.</b>		
Indicator 7.1.1.	Number of actions implemented		
Data sources	EUTF Brussels	EUD	ECHO
Method	Interviews	Interviews	Interviews

<b>Judgement criterion 7.2.</b>	<b>Factors limiting the sustainability of EUTF BE interventions in the field of basic education have been identified.</b>		
Indicator 7.2.1.	Explicit identification of limiting factors in EUTF BE strategy / project documents.		

Funding for basic education in Turkey will be channelled through the facility and no longer through EUTF.

<b>Judgement criterion 7.3.</b>	<b>EUTF BE programmes have identified strategies for continuing / handing over activities after project end.</b>		
Indicator 7.3.1.	Number of sustainability strategies integrated in project documents by implementing partners.		

EUTF BE programmes lack clear multiple scenario strategy in order to maximise the sustainability of the benefits of the action. Sustainability in the context of different scenarios was not considered at the onset of the programmes, with the main focus being on enrolling the targeted number of children.

This is understandable in view of first, the urgency of enrolling more than one million children in schools as quickly as possible and, second, the unpredictability of the situation in Syria. However, it would be advisable for the Facility to draw some scenarios, especially in view of the public statement of Turkish officials about “returning Syrians to safe areas in Syria”. These discussions raise very serious questions in terms of protecting the rights of Syrian refugees and the illegality of forcibly returning them to Syria or even nudging them towards an involuntary return. However, such returns, should they happen, do pose serious challenges in the field of basic education, especially in view of the inclusion of Syrian children in Turkish schools, with a possible erosion of Arabic language knowledge. How these children can reintegrate Syrian schools in Syria should they return may be an important question, especially when the context will favour a voluntary return.

<sup>194</sup> Qudra is steered by a Steering Committee which is held every 6 months with the participation of stakeholders from four partner countries. Country Advisory Committees are also established for steering the project modules on the country level. Joint Steering Committee meetings (every six months) are held for EUTF and Facility education infrastructure projects (KfW and World Bank projects) chaired by MoNE.

The need for international support to respond to the humanitarian needs of Syrian refugees will remain in the foreseeable future. All Turkish interlocutors put forward the huge challenge of integrating Syrian children into public education system. They emphasised the continued funding needs from EU. The message about “burden sharing” was at the centre of all discussions with Turkish authorities.

The main instrument to support basic education and child protection in Turkey is the Facility. At the time of the evaluation, PICTES 1 had been completed and PICTES 2 had started (400 million € as a direct grant to MoNE). PICTES will support activities in the fields of: 1. access to basic education, 2. improving quality of education, 3. improving operational capacity of MoNE, and 4. social integration of Syrian children and families. In addition, 100 million € has been committed to support school infrastructure to cover the needs for additional classrooms and educational spaces.

The importance of continuing and expanding the support to NGOs providing for child protection services and work on social cohesion should be highlighted. As mentioned above, there is a need to deliver more and better in these two areas. These services are better provided by NGOs and their lifeline is often EU funding, through partners. Child Protection and social cohesion activities tackle the main challenges faced in the field of BE of Syrian children. It is recommended the EUTF (and Facility under education sector) specifically supports NGOs providing Child Protection and social cohesion services at grassroots level.

In addition, the inclusion of Syrian volunteer teachers in Turkish public schools requires support from EUTF. This is a key component regarding the quality of education, social cohesion within the schools and, crucially, the preparation of a future return in Syria. Syrian teachers who taught in Turkish schools will be best placed to help Syrian children educated in Turkey transition back to Syrian schools, if and when they return to Syria.

<b>EQ 8 EU ADDED VALUE &amp; VISIBILITY</b>	<b>What EU added value is resulting from the EUTF BE programmes/projects?</b>
<b>Judgement criterion 8.1.</b>	<b>EUTF support in BE has enabled implementing partners to obtain additional funding for BE activities.</b>
Indicator 8.1.1.	Amount of additional funding obtained for BE activities from implementing partners

The evaluators were told that EUTF will not continue for Turkey. Support for BE activities are continued under Facility with direct grant to Ministry of Education (PICTES 1 and PICTES 2). UNICEF was funded since 2015 by EUTF (3 contracts) to support basic education and child protection.

EU funding for the continuation of UNICEF activities was not clear at the time of the evaluation nor is it clear whether there will be future funding sources. The UNICEF Gaziantep team noted the uncertainty on funding for the upcoming year.

<b>Judgement criterion 8.2.</b>	<b>There has been an increase in funds for BE programmes for Syrian refugee children in large part due to EUTF BE outreach and visibility</b>
Indicator 8.2.1.	Increase in overall funding for BE programmes from different donors

For Turkey, the main financing instrument for BE is the Facility.

<b>EQ 9 EU ADDED VALUE &amp; VISIBILITY</b>	<b>To what extent are the communication and visibility actions providing added value in terms of contributing to mainstreaming the BE programmes/projects desired effects?</b>			
<b>Judgement criterion 9.1.</b>	<b>EUTF support in BE has enabled or encouraged schools to integrate child protection minimum standards.</b>			
Indicator 9.1.1.	Comparison between schools supported under the EUTF programme and other schools in terms of child protection standards.			
Data sources	Implementing partners	EUD	Ministries	Sector analyses
Method	Interviews	Interviews	Interviews	Desk review

According to the different stakeholders interviewed, the work of UNICEF is highly valued in Turkey. UNICEF has a strong expertise and the quality of basic education and child protection interventions and the added value they bring to MoNE and provincial education directorates are highly appreciated. The added value of UNICEF activities in terms of the capacity of Ministry of Family Labour and Social Services (MoFLSS) is not clear, due to a lack of involvement of MoFLSS in child protection activities (ROM report, dated 15/10/2018).

Feedback suggests that the capacity of local NGOs was enhanced on child protection and GBV, with the implementation of three EUTF funded UNICEF contracts. It was stated that neither DG ECHO nor IPA projects/partners have brought this know-how.

In terms of school construction and rehabilitation, implementing partners noted that Turkey has already standards in line with EU child protection standards, but financial constraints do not allow for all schools to comply with these standards.

<b>Judgement criterion 9.2.</b>	<b>The EUTF programmes have been successful in advocating for changes in national education policies to take into account the particular vulnerabilities of Syrian refugee children in their access to basic education.</b>
Indicator 9.2.1.	Comparison of the main advocacy points raised by implementing partners and decisions taken by national authorities.

No concrete feedback on this from interviews. Could be answered by UNICEF (many projects implemented with MoNE in Turkey, it has strong role in education and CP), but reporting (and sufficient consultation during evaluation) is not existing.

According to interviews with GIZ, projects in Turkey do not aim for a policy dialogue, rather aims to stabilize the crisis situation. The IPs role/mandate is limited in Turkey comparing to other countries.

<b>EQ 10 GENDER, PROTECTION &amp; SPECIAL NEEDS</b>	<b>What actions are taken by EUTF BE implementing partners to require / encourage schools / NFE structures to strengthen child protective behaviour and attitudes (code of conduct, prohibition of physical punishment, promotion of inclusiveness, non-violent communication, complaint mechanisms, etc.)</b>
<b>Judgement criterion 10.1.</b>	<b>Adults working with children and children within the framework of EUTF BE programmes are aware of potential risks.</b>

Indicator 10.1.1.	Adults and children state they are aware of potential risks.		
Data sources	Parents	Children	Adults working with children
Method	Group interview	Focus groups	Group interviews

Both KfW and GIZ projects are focusing on educational infrastructure, with the child protection missing from their scope of activities.

Interviews with MoNE officials suggest corporal punishment is not allowed in Turkey. Rules for discipline in schools are defined in Turkish Law (Legislation No: 28758, MoNE Secondary Education Institutions, published in Official Gazette dated: 7.9.2013). In upper-secondary schools a “discipline committee” is supposed to be established. Evaluation team has not received any corporal punishment feedback from interlocutors.

Trainings for teachers, counsellors, directors provided under UNICEF EUTF projects (three continued projects) would contribute in answering this EQ. QIN states the following activity “Nationwide training of Turkish teachers and school administrators on inclusive education pedagogy (total number 144,974)”, UNICEF has also provided trainings to teachers and school administrators under previous contracts. It is not known by the Evaluators if any evaluations/impact assessments have been conducted/or planned to assess the results of these trainings and trainings provided under previous MADAD 1 and MADAD 2 UNICEF contracts).

<b>Judgement criterion 10.2.</b>	<b>Spaces are available to discuss openly with partners and children and families child protection issues (abuse, exploitation, neglect, as they affect girls and boys) and stakeholders have established mechanisms to overcome barriers.</b>		
Indicator 10.2.1.	Parents and children know about and feel their voices can be heard about child protection issues.		
Data sources	Parents	Children	
Method	Group interviews	Focus groups	

UNICEF has been working in partnership with NGOs RET and ASAM and with the support of EUTF was able to establish and maintain two Girl Safe Centres, two Adolescent Friendly Centres and 5 Child and Family Support centres throughout the country. The main aim of these centres is to provide a comprehensive set of multi-disciplinary and integrated child- and adolescent-friendly services to more effectively prevent, early detect and refer child protection cases. These centres are maintained under the evaluated EUTF UNICEF project. The centres offer free, structured, adult supervised and community-supported activities designed to deliver prevention and response services, including GBV. Emphasis is placed on targeting vulnerable children, particularly out-of-school children, working children, girl adolescents, and children with disabilities. UNICEF and NGOs initiated and continued a child protection outreach model through mobile teams which are composed of community leaders, social workers and psychologists who act as intermediators between beneficiaries and local authorities.

The ROM report, dated 15/10/2018) reports some unplanned positive results under UNICEF contract, “the NGO partners have started replicating the approaches gained; have facilitated the Syrian children to enrol the public schools through overcoming a number of obstacles that they have been experiencing, which would otherwise not be able to be achieved. Empowerment of the Syrian adolescent girls is another positive example for wider effects of Child Protection particularly with a Gender-based Violence (GBV) perspective. They are likely to disseminate this result to other Syrian and host country children as probable community leaders. The girl and boy learners themselves mentioned about their targets to become physicians, teachers, doctors, nurse, and athletes. Otherwise, it is likely that they would be experiencing child labour, child marriage or other problems in the communities they live in. Teachers and school staffs express the added value of capacity building to address the education needs of the Syrian and Turkish children together. Child Protection and Social Cohesion are added value of this Action which empowers girls, adolescents and youth. Syrian girls will be able to protect themselves from GBV”.

FGDs with parents of out-of-school children showed that outreach efforts were effective. Families with out-of-school children receive regular visits and are effectively encouraged to enrol children in schools. Barriers for enrolment are as mentioned above. However, families felt supported and said that they were more likely to overcome these barriers with the support of NGOs. In Gaziantep, several stakeholders mentioned that awareness raising on early child marriage was making headways and should be continued and strengthened.

Indicator 10.2.2.	Schools and NFE structures within the EUTF BE programme provide services or ensure the availability of services allowing children, parents and families to discuss protection and gender issues.			
Data sources	Parents	Children	Teachers	Implementing partners
Method	Group interviews	Focus groups	Group interviews	Interviews

It is the responsibility of MoNE Special Education DG to provide counselling services in all schools through the Counselling Research Centres (CRC, RAM in Turkish). However, according to interviews conducted, the only counsellors available in schools are those funded by PICTES. Counsellors are Turkish nationals and, in general, do not speak Arabic. Language is an important barrier for counselling services. School staff mentioned a high workload for counsellor. According to interviews and PICTES Conference presentations, PICTES 2 is planning to increase the number of counsellors. This is a welcome development and adding Arabic speaking counsellors should be considered, such as Syrian Volunteer Teachers assisting in counselling services.

The school visited in Gaziantep mentioned school out-reach activities (visiting houses, convincing parents for sending girls to school<sup>195</sup>. Teachers advised to work more with parents, however, due to language problems they find communication challenging. They conduct regular group parents' meetings but find one-to-one meetings with parents to be more effective.

Schools refer protection cases according to the national child protection referral system in place in Turkey. There are no specific dispositions for Syrian children.

<b>EQ 11 GENDER, PROTECTION &amp; SPECIAL NEEDS</b>	<b>How do EUTF implementing partners ensure school construction and/or rehabilitation promotes child safe environments?</b>				
<b>Judgement criterion 11.1.</b>	<b>New / rehabilitated schools under the EUTF BE programmes address and promote child safe environments (including taking into account specific gender issues).</b>				
Indicator 11.1.1.	School are physically accessible and adaptable to all children's needs, including the needs of children with physical or sensory disabilities (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews

Interviews suggest the newly built schools comply with Turkey's latest regulations regarding energy efficiency, shelter, fire, safety, access for people with disabilities, availability of sports facilities etc. This is confirmed by the building characteristics checklist reviewed by evaluators.

Evaluators visited one school rehabilitated under Qudra. It complied with MoNE standards and it was clear that the rehabilitation was conducted in the objective of providing a safe environment for children, including access for disabled children to at least the ground floor.

Indicator 11.1.2.	Schools provide access to safe drinking water (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews

Yes.

Indicator 11.1.3.	Schools ensure safe travel to and from school (Y/N)			
Data source	Children	Teachers / headmasters	Implementing partners	
Method	Focus groups	Group interviews	Interviews	

PICTES 1 and PICTES 2 provide funding to cover transportation needs through direct cash assistance to parents. Schools do not provide transportation. In the visited school, children lived in the school neighbourhood, and no problem was reported. However, parents have mentioned that, in general, children safety while traveling to and from school were a concern and occurrences of harassment or bullying are the reason invoked by parents for pulling children out of school, especially adolescent girls.

Indicator 11.1.4.	Schools ensure that no unauthorised outsiders can enter the premises (Y/N)			
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<sup>195</sup> In a visited school, the staff mentioned that 15 girls were brought back to school in the past months.

Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews

Yes. Schools are guarded and often CCTV systems are often in place in the schools.

Indicator 11.1.5.	Adequate temperatures are ensured all year long in the children's learning environment (Y/N)				
Data source	Schools	Project documents	Children	Teachers	Implementing partners
Method	Observation	Desk review	Focus groups	Group interview	Interviews

Yes, budget for heating is provided by MoNE and EUTF for targeted schools. Interviewed children mentioned being comfortable in schools. Interviewed MoNE Construction Department representative requested to increase the budget for future rehabilitation projects focusing especially on energy efficiency.

## Annex A7 – List of interviews

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AL HUSSEINI Ala', Country Lead, World Vision Jordan

AL MANASEER Hekmat, Development Cooperation Unit, Ministry of Education, Jordan

AL NAQRASH Nwwar, Education Program Coordinator, Questscope

AL SALAITA Sami Issa, Secretary General for Administrative and Financial Affairs, Ministry of Education, Jordan

AL TAMINI Nasr Tamimi, German Development Bank Financial Adviser, Development Cooperation Unit, Ministry of Education, Jordan

ALQUDAH Dareen, Makani Project Manager, Jordan River Foundation

AUBERT Sabrina, Première Secrétaire, Conseillère affaires humanitaires, droits de l'Homme et Union européenne, Ambassade de France au Liban

AYASRAH Walaa, Monitoring and Evaluation Manager, Jordan River Foundation

AMURRI Davide, Chief of Party, AVSI

BELLON Frank, Director, KfW Ankara Office

BIRBILEN Mehmet Ercan, Vocational Training Branch Manager, Gaziantep Municipality

BONAR Emma, Youth Specialist, Norwegian Refugee Council

BRAND Yannick, Head of Office, UNICEF Gaziantep Office

BULBUL Aysenur, DG Life Long Learning, Ministry of National Education, Turkey

BULBUL Emre, Education Infrastructure Advisor, Qudra Turkey, GIZ

ÇAKIR Zeynep, Monitoring & Evaluation Officer, Qudra Turkey, GIZ

CASERANI Micol, Jordan Area Manager, Terre des Hommes Italy

CHAMMA Mirna, UNRWA, Lebanon Field Office

CHHETRI Vickram, Field Programme Support Officer, UNRWA, Jordan Field Office

CHINNERY Julie Danielle, Education Specialist, Norwegian Refugee Council

CIBEIRA Elena, Education Specialist, UNHCR Lebanon

ÇOLAK Erdal, Project Officer, ASAM

de COUPIGNY Arnaud, Head of Delegation, Iraq, French Red Cross

DIB Salem, UNRWA, Lebanon Field Office

EL ABED Haikal, Module Team Leader "Skills Development", Qudra Lebanon, GIZ

EL KHOURY Sonia, Program Manager, RACE, Program Management Unit, Ministry of Education and Higher Education, Lebanon

ERIS Ayşegül Yalçın, Deputy General Coordinator, ASAM

FALLAVOLLITA Laura, International Cooperation Officer, Facility for Refugees in Turkey, EU Delegation to Turkey

FLEIHAN Hala, Civic Engagement Programs Administrator, American University of Beirut

GALATI Georgia, EEAS, EU Delegation to Lebanon

GHAWANME Musallam, Deputy Chief of Field Education Programme – Administration, UNRWA, Jordan Field Office

GULTEKIN İlhan, Programme Manager- Infrastructure, Facility for Refugees in Turkey, EU Delegation to Turkey

GUR Umut, Director General, DG Construction and Real Estate, Ministry of National Education, Turkey

GUZEL Burçin, MoNE-Administrative Personnel, Şahinbey Public Education Centre

HAJJ HUSSEIN Linda, UNRWA, Lebanon Field Office

HAJPLIK Brenda, Chief of Education, UNICEF Turkey

HALASEH Lana, WASH Engineer, World Vision Jordan

HATTAB Khawla, Educational Projects and Initiatives Coordinator, Development Cooperation Unit, Ministry of Education, Jordan

HOBS Jenny, Education in Emergencies, ECHO Regional Office in Amman

JACOB Divya, UNICEF Lebanon

JURADO Irene, UNRWA, Lebanon Field Office

KARAM Toufic, CIO, Ministry of Education and Higher Education, Lebanon

KARTAL Hazal, ECHO Field Office, Ankara

KAVLAK İbrahim Vurgun, General Coordinator, ASAM

KAWAR Rana, Acting Chief of Education, UNICEF Jordan

KOHL Corinna, Project Manager, Municipal Infrastructure, KfW

LABADI Oroba, Chief of Field Education Programme, UNRWA, Jordan Field Office

LEGER Felix, ECHO Field Office, Ankara

Lina, Senior Project Coordinator for Education, Jordan River Foundation

MAHDAWI Areeg, Project Manager, Terre des Hommes Lausanne

MADI Kenan, Programme Specialist (Makani Programme), UNICEF Jordan

MARINO Katya, Education Chief, UNICEF Lebanon

MODHESH Abdullah, Education Specialist, UNICEF Gaziantep Office

OGUZ Jülide, Senior Project Coordinator, KfW

ORSINI, Nicola, Jordan Country Representative, AVSI

ORUÇ Fatih Mehmet, Project Director, DG Construction and Real Estate, Ministry of National Education, Turkey

ÖZEL Pınar, Director of PICTES Project, Ministry of National Education, Turkey

PATERNITI Giuliano, M&E Manager, Terre des Hommes Italy

PERRY India, Education Team Leader, DFID

PFAFFE Joachim, External Consultant for the EU budget support to Jordan under EUTF, PROMAN S.A.

POMMEREHNE Friederike, Module Team Leader "Education Infrastructure", Qudra Jordan, GIZ

QUSSOUS Wadie, Projects Manager, Jordan River Foundation

RABABA'A Ahmad, Senior Education Technical Advisor, Relief International

RASHA Osta, Emergency Coordinator, Syria Emergency Response Unit, UNRWA, Jordan Field Office

SALEH Bassam, Education Officer, UNICEF Jordan

SARIYILDIZ Mehmet, Branch Manager, Şahinbey Provincial National Education Directorate

STRINGER Katrina, Education Donor Coordination Group Chair, Education Adviser and Head of the Jordan Education Programme, DFID

TAKCHI Ursula, Psychologist, Case Manager, AVSI

TATLICIOGLU Zehra, Protection Screening Officer, ASAM

TAUBE Gunther, Programme Director, GIZ

TIJA Mei Lian, Programme Coordinator, Terre des Hommes Lausanne

TUNCAY Volkan, Presidency Facility Coordination Office

TURLIN Frédéric, Project Officer for Jordan and Iraq, Agence Française de Développement

ULUC Fatih Mehmet, Project Director, Ministry of National Education, Turkey

ULUC Fatma Ozdemir, Programme Manager, Expertise France

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VUJANOVIC Jelena, Syrian Crisis Regional Project Coordinator, Terre des Hommes Lausanne

WARNERY Violent, Deputy Country Representative, UNICEF Lebanon

YARAK Fadi, General Directorate of Education, Ministry of Education and Higher Education, Lebanon

YASINNE Mohamed, Education Specialist, World Bank

ZAGHLOUL Assma, Program Manager, World Vision Jordan

ZUREIKAT Cedar, Project Supervisor, Questscope

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## Annex A9 (1) – Questionnaires

### Classroom observation checklist

	School name	
	Location	
	In camp	<input type="radio"/> Y <input type="radio"/> N
	Out of camp	<input type="radio"/> Y <input type="radio"/> N
	Country	
	Type of school (there can be more than one answer)	<input type="radio"/> Prefabricated <input type="radio"/> Temporary <input type="radio"/> Permanent <input type="radio"/> Newly constructed under EUTF funding <input type="radio"/> Newly constructed under other funding, funding source: <input type="radio"/> Existing public school <input type="radio"/> Rehabilitated <input type="radio"/> Double shift <input type="radio"/> Single shift
	Date	
	Observers	Name: Name:

### Background Information

	Questions	Answers	Comments
1	Start of observation time		
2	Teacher gender		
3	Grade		
4	Subject		
5	Topic of lessons / lesson title		
6	Language of instruction		
7	Students	<input type="radio"/> Mixed <input type="radio"/> Only Syrian	
8	Number of boy present	Syrian: # Host country: # Other: #	
9	Number of girls present	Syrian: # Host country: # Other: #	
10	Number of boys with disabilities	#	
11	Number of girls with disabilities	#	
12	Number of boys not present	Syrian: # Host country: #	

		Other: #	
13	Number of girls not present	Syrian: # Host country: # Other: #	

## Teaching observation

	Questions	Answers	Comments
1	Did the teacher present clear objectives at the start of the lessons?	<input type="radio"/> Yes (written, oral or other visual presentation) <input type="radio"/> No	
2	Do students seem to understand the language of instruction? <b>Look at student faces</b> Are they engaged in the lesson? Are they participating in the lesson?	<input type="radio"/> >= 80% of students understand <input type="radio"/> (50-80%) students understand <input type="radio"/> <50 students understand	
3	The teacher encourages all students including all girls and boys, Syrian and Turkish, equally to answer questions, engage in activities, solve problems.	<input type="radio"/> Yes <input type="radio"/> No	
4	How would you describe the level of engagement of the children?	<input type="radio"/> NA <input type="radio"/> Most students very engaged and learning <input type="radio"/> A mix of engaged and disengaged <input type="radio"/> Most students disengaged	
5	Does the teacher call on / talk to children by their name?	<input type="radio"/> Yes <input type="radio"/> Only a few and certain students <input type="radio"/> No	
6	Did you see that the teacher is favouring or excluding particular students? For example, teacher looks at, responds to or speaks to mainly particular students, while obviously neglecting others.	<input type="radio"/> Yes <input type="radio"/> No	
7	Is the teacher equally responsive to both boys and girls in this classroom?	<input type="radio"/> Yes <input type="radio"/> No	
8	Did the teacher use any physical corporal punishment? For example, corporal and physical punishment such as beating.	<input type="radio"/> Yes <input type="radio"/> No	
9	Did the teacher talk aggressively or shout at any of the students (use verbal corporal punishment)? For example, humiliating punishment, such as loud, shouting, bullying or laughing making students feel uncomfortable?	<input type="radio"/> Yes (loud or condescending language) <input type="radio"/> No	
10	Did the teacher use any positive reinforcement action?	<input type="radio"/> Yes	

	For example, frequent positive verbal reinforcement observed AND teacher recognizes students in other ways (displaying student work, special recognition for good behaviour/hard work/ etc. Says 'good try', 'well done', 'excellent').	<input type="radio"/> Some students (25-75%) <input type="radio"/> No	
11	How does the teacher respond when a student answers a question correctly?	<input type="radio"/> Teacher provides positive feedback to students (incl explaining why the answer is correct) <input type="radio"/> Teacher only states that it's the correct answer (without explaining why) <input type="radio"/> Teacher doesn't provide students with positive feedback	
12	How does the teacher respond when a student answers a question incorrectly?	<input type="radio"/> Teacher provides constructive feedback to students (incl explaining why the answer is correct) <input type="radio"/> Teacher only states that it's the incorrect answer (without explaining why) <input type="radio"/> Teacher doesn't provide students with constructive feedback	
13	Did the teacher revisit the objectives /summarized the lesson at the end?	<input type="radio"/> Yes <input type="radio"/> No	
14	End of observation time:		

### After the observation:

1	How did you plan this lesson?	
2	What did you like/dislike about the lesson?	
3	What is your biggest challenge as a teacher?	
4	What type of support would you like to have to improve the teaching process?	
5	What has been the added value of the EUTF project according to you?	
6	What does EUTF mean to you as a teachers / head teacher?	
7	What elements in teaching, learners' experience or infrastructure / material / equipment would you consider specific to	

	the EUTF intervention (i.e. without EUTF, the school would not have benefited from this)?	
8	Is there anything else you would like to share (recommendations / lessons learned / priorities for the future)	
9	What does the EUTF mean to you?	
10		

## Annex A9 (2) – Questionnaires

### School checklist

	School name	
	Location	
	Country	
	In camp	<input type="radio"/> Y <input type="radio"/> N
	Out of camp	<input type="radio"/> Y <input type="radio"/> N
	Date & time of visit	
	Observers	Name: Name:

### Background information

	Questions	Answers	Comments
1	Type of school (there can be more than one answer)	<input type="radio"/> Prefabricated <input type="radio"/> Permanent <input type="radio"/> Temporary (TEC) <input type="radio"/> Newly constructed under EUTF funding <input type="radio"/> Newly constructed under other funding <input type="radio"/> Existing public school <input type="radio"/> Rehabilitated <input type="radio"/> Other (specify)	If newly constructed under other funding, specify funding source
2	Type of education	<input type="radio"/> Primary education <input type="radio"/> Accelerated learning programme <input type="radio"/> Secondary education <input type="radio"/> Vocational education <input type="radio"/> Remedial support, learning support, homework <input type="radio"/> Other (specify)	
3	Number of shifts	<input type="radio"/> Double shift <input type="radio"/> Single shift	
4	Number of classrooms	#	
5	Average number of students per classroom		
6	Number of boys enrolled	Syrian: # Host country: # Other: #	

7	Number of girls enrolled	Syrian: # Host country: # Other: #	
9	Number of boys with disabilities enrolled	#	
10	Number of girls with disabilities enrolled	#	
11	Number of male teachers	#	
12	Number of female teachers	#	

### School checklist

	Questions	Answers	Comments
<b>Code of conduct</b>			
1	Observe if the school Code of Conduct / School Rules and Regulations are visible in the school premises. For example, displayed on the wall, posters, information board, etc.	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> N/A	
2	Are the class rules displayed?	<input type="radio"/> Yes <input type="radio"/> No	
<b>School safety</b>			
3	Are there functional lightning arrestors for each building of the school?	<input type="radio"/> Yes <input type="radio"/> No	
4	Is there a boundary such as a fence/wall around the school for protection?	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> N/A	
5	Are there dangerous animals/insects frequently found within the school area (e.g. street dogs, snakes, scorpions) that make children feel unsafe or threaten their access to school?	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> N/A	
6	Are there agreed, protected and clearly marked spaces for people to assemble in case of emergency (fire, etc)	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> N/A	
7	The classrooms provide protective shelter form the weather/environmental conditions, such as rain, sun, sand, water...	<input type="radio"/> Yes <input type="radio"/> Somewhat <input type="radio"/> No <input type="radio"/> N/A	
8	The classrooms have adequate ventilation or heating (as	<input type="radio"/> Yes <input type="radio"/> Somewhat	

	appropriate) to help students learn in comfort.	<input type="radio"/> No <input type="radio"/> N/A	
9	Is the light in the classroom (daylight/electric) sufficient for students to be able to write, read the board and textbooks?	<input type="radio"/> Yes, in most classrooms <input type="radio"/> Yes, in some classrooms <input type="radio"/> No <input type="radio"/> N/A	
10	Windows have reinforced blast film, plastic sheeting or taped star to protect from blasts	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> N/A	
11	Safety and security information is clearly displayed in places where the children and teachers can see it. For example, no smoking, no weapon, awareness messages, general safety guidelines.	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> N/A	
<b>School environment and equipment</b>			
12	The classrooms allow all learners and teachers to enter and exit safely in an emergency setting, incl children with mobility disabilities	<input type="radio"/> Yes <input type="radio"/> No	
13	Seating arrangement comfortably accommodates students.	<input type="radio"/> Yes <input type="radio"/> No	
14	Is the school easily accessible for all children, incl for children with mobility disabilities	<input type="radio"/> Yes <input type="radio"/> Sometimes <input type="radio"/> No	
15	There is a chalkboard / whiteboard in good condition and a supply of chalk / markers in every classroom	<input type="radio"/> Yes <input type="radio"/> No	
16	Is children's work displayed in the school (drawing, writing, other work)	<input type="radio"/> Yes <input type="radio"/> No	
17	Are there sufficient textbooks or relevant printed material (at least one book for every three students)	<input type="radio"/> Yes <input type="radio"/> No	
<b>Playing area</b>			
18	Are there recreation resources or equipment available in the play area?	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> N/A	
<b>WASH</b>			
19	Are the classroom floors clean?	<input type="radio"/> Yes <input type="radio"/> Somewhat <input type="radio"/> No	
20	Are there dustbin(s) in the outdoor area / play area?	<input type="radio"/> Yes <input type="radio"/> No	

		<input type="radio"/> N/A	
21	Is there a dustbin in every classroom?	<input type="radio"/> Yes <input type="radio"/> No	
22	Is the drinking water clean? Is it odourless, colourless and in a clean container (is the water tank closed)?	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> N/A	
23	Are there separate latrines for girls and boys?	<input type="radio"/> Yes <input type="radio"/> No	
24	Are latrine accessible to children with mobility difficulties? Are there accessible pathways to all students incl children with disabilities leading to the latrine?	<input type="radio"/> Yes <input type="radio"/> No	
25	Are there separate latrines for children and teachers?	<input type="radio"/> Yes <input type="radio"/> No	
26	Are there latrines designed to accommodate learners with disabilities?	<input type="radio"/> Yes <input type="radio"/> No	
27	Are the latrines clean?	<input type="radio"/> Yes <input type="radio"/> No	
28	Are the latrines child-friendly? They are appropriate and safe for children (latrine size, proper height, steps, door, etc)	<input type="radio"/> Yes <input type="radio"/> No	
<b>EU Visibility</b>			
29	Is the EU support visible?	<input type="radio"/> Yes <input type="radio"/> Somewhat <input type="radio"/> No	
30	If yes, how so?		

### Head teacher interview

Time			
1	Start of interview time		
2	End of interview time		
Emotional and psychological protection			
3	Does this school have a School Code of Conduct / School Rules and Regulations? (for staff and students) <i>If yes, ask the head teacher to show it to you and confirm / ask for a copy if possible.</i>	<input type="radio"/> Yes <input type="radio"/> No	

4	What happens when teachers or school personnel violate the school code of conduct?	Text	
5	Are there children from especially vulnerable groups registered in school? (Read the list)	<input type="radio"/> Physically disabled children <input type="radio"/> Mentally disabled children <input type="radio"/> Orphans <input type="radio"/> Children without parent or guardian <input type="radio"/> Over-age children <input type="radio"/> Minority ethnic or religious groups <input type="radio"/> Displaced children <input type="radio"/> Refugee children <input type="radio"/> Children who are working <input type="radio"/> Child mothers <input type="radio"/> Pregnant children <input type="radio"/> Child heads of household <input type="radio"/> Separated children <input type="radio"/> Children at risk <input type="radio"/> Other (specify)	
<b>Physical protection</b>			
6	Is there a safe play area for learners? Can you show it to me?	<input type="radio"/> Yes <input type="radio"/> No	
7	Has the school building been checked for structural damages yearly or since the last incident that caused structural damage?	<input type="radio"/> Yes <input type="radio"/> No	
8	Heavy objects are NOT stored high (on shelves or closets) and closets and bookshelves are fastened / secured properly.	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> N/A	
9	Do all children and teachers have access to tools emergency equipment (for ex tools for putting out a fire – fire blanket, sand, water)	<input type="radio"/> Yes <input type="radio"/> Somewhat <input type="radio"/> No	
10	Has drinking water been checked by a sanitation specialist during this school year?	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> N/A	
11	How many functioning latrines for boys are there in the school?	#	
12	How many functioning latrines for girls are there in the school?	#	
13	Are toilets/ latrines being maintained and are they cleaned at least once day?	<input type="radio"/> Yes <input type="radio"/> No	
14	Are there valid (not expired and contains key items) first aid kits at the school?	<input type="radio"/> Yes <input type="radio"/> No	

15	How many valid (not expired and contains key items) first aid kits exist in the school?	#	
16	How far is the nearest hospital, clinic or other health facility to the school?	<input type="radio"/> 0-0.5 km <input type="radio"/> 0.5-1 km <input type="radio"/> 1-5 km <input type="radio"/> 5+ km	
17	Do the learners receive a minimum package of health services? (see what is the minimum package in each country for public schools and adapt list)	<input type="radio"/> Vision and hearing screening <input type="radio"/> Vaccination <input type="radio"/> Nutritional supplements <input type="radio"/> Lice	
18	Is there a School Safety Plan in place for this school? For ex, an evacuation plan, i.e. safe assembly areas, evacuation routes, buddy system etc.	<input type="radio"/> Yes, finalized <input type="radio"/> Yes, draft <input type="radio"/> No	
19	Does the school have a safety management committee/group that is responsible for risk mapping and safety planning?	<input type="radio"/> Yes <input type="radio"/> No	
20	Is there a school safety focal person that has been identified? Does everyone know that person?	<input type="radio"/> Yes <input type="radio"/> No	
21	Does the school have a plan on how to continue education in case of an emergency / serious event that prevents usual classes from taking place in school? A plan including alternate locations, alternate schedules and methods of instruction as needed or secure back-up of educational records.	<input type="radio"/> Yes <input type="radio"/> No	
<b>Teaching and learning</b>			
22	Have you received any training on school leadership or school management in the last one year?	<input type="radio"/> Yes <input type="radio"/> No	
23	What is your view of teachers' attendance in this school?	<input type="radio"/> All/Most teachers are present or have excused absences from classes they teach <input type="radio"/> Most (75%) of all teachers regularly miss or skip classes <input type="radio"/> A few (25% max) teachers regularly miss or skip classes / Some (less than half) teachers are present, some miss or skip classes <input type="radio"/> No record present	
24	How happy/satisfied are you with working in this school?	<input type="radio"/> Very happy <input type="radio"/> Somewhat happy <input type="radio"/> Not very happy / not happy	
25	What motivates you to work in this school? What do you feel is the main		

	attraction or motivation for working in this school? For example, good relationship with teachers and students, salary, teaching children, the general work environment, the location of the school etc.		
26	Does this school have a curriculum? Is the curriculum relevant to the needs of children and young people of this community?	<input type="radio"/> Yes, and available for most / all teachers in physical copies <input type="radio"/> Yes, but only few or no copies available <input type="radio"/> No curriculum is available <input type="radio"/> N/A	
<b>Parents and community</b>			
27	Is the line of communication with education authorities clear to you?	<input type="radio"/> Yes <input type="radio"/> Somewhat <input type="radio"/> No <input type="radio"/> N/A	
28	Does the school coordinate with other actors in the community? For example other schools, sports clubs, women clubs, religious groups, referral associations, health facilities, disability network, etc.	<input type="radio"/> Yes <input type="radio"/> No	
30	If yes, who are the community actors that the school is coordinating with?		
31	Do you and school management coordinate with other sectors in the community / local council?	<input type="radio"/> Yes <input type="radio"/> Somewhat <input type="radio"/> No <input type="radio"/> N/A	
32	If yes, what do you coordinate with other sectors about? <b>Select all that applies</b>	<input type="radio"/> WASH <input type="radio"/> Protection <input type="radio"/> Nutrition, shelter and/or FSL <input type="radio"/> Health <input type="radio"/> Other (specify)	
<b>Leading school learning</b>			
33	What trainings have you received in the last two years?	<input type="radio"/> Teacher well-being <input type="radio"/> Effective implementation of teacher code of conduct <input type="radio"/> Coaching theory and techniques <input type="radio"/> Monitoring an evaluation of teacher performance <input type="radio"/> Training on how to lead engagement with and representation to the authorities and community <input type="radio"/> Staff management	
<b>EUTF</b>			

34	What has been the added value of the EUTF project according to you?		
35	What does EUTF mean to you as a teachers / head teacher?		
36	What elements in teaching, learners' experience or infrastructure / material / equipment would you consider specific to the EUTF intervention (i.e. without EUTF, the school would not have benefited from this)?		
37	Is there anything else you would like to share (recommendations / lessons learned / priorities for the future)		