

ANNEX

SPECIAL MEASURE ON EDUCATION RELATED SUPPORT TO REFUGEES IN TURKEY, TO BE FINANCED FROM THE GENERAL BUDGET OF THE EUROPEAN UNION FOR THE YEAR 2018

1. IDENTIFICATION

Beneficiary	Turkey
CRIS/ABAC Commitment references	
Total cost	EUR 400 million (EUR 400 million under 2018 appropriations)
EU Contribution	22.020302
Budget line	
Management mode/ Entrusted Entity	Direct by the European Commission
Final date for contracting including the conclusion of delegation agreements	31 December 2019
Final date for operational implementation	31 December 2022
Programming Unit	NEAR A5 – Turkey
Implementing Unit/ EU Delegation	EU Delegation to Turkey

2. DESCRIPTION OF THE SPECIAL MEASURE

2.1 PROBLEM ANALYSIS AND RATIONALE

Turkey continues to be a prominent reception and transit country for refugees and migrants. As a result of an unprecedented influx mainly due to the conflicts in Syria and Iraq, Turkey is hosting over 3.9 million refugees, the highest number in the world. This includes more than 3.5 million registered Syrian refugees, of whom less than 6% reside in the 20 temporary accommodation centres established by the Turkish government¹, and more than 296 000 registered refugees and asylum seekers mainly from Iraq, Afghanistan, Iran and Somalia. Turkey continues to make commendable efforts in receiving, hosting and supporting high

¹ Turkish Directorate General for Migration Management figures as of 13 June 2018 http://www.goc.gov.tr/icerik6/temporary-protection_915_1024_4748_icerik

numbers of refugees. However, this large presence also has a significant impact on public services and host communities in Turkey, which is increasingly reflected in terms of social cohesion and integration challenges.

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

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

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

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

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

Focus of the special measure

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

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

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

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

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

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

Despite the efforts of the Turkish authorities and support by foreign donors, providing access to formal education or alternative pathways to learning for all Syrian children remains a challenge. Around one million Syrians in Turkey are of school age. Total enrolment rates have reached more than 61% for the school year 2017/2018; however, around 350 000 children are still out of school. While at primary level there is almost full enrolment, these rates drop considerably as age increases. Teenagers are most likely to be out of school, with boys predominantly working to support their families and girls engaged in household chores, or prevented from attending school as some parents do not support gender-mixed classes. Early marriages of Syrian girls are also reported to be an issue. Upon enrolment, attendance and drop-outs are a matter of concern, which require to be addressed. Recognising that the out-of-school-children are now the hardest to reach, a differentiated approach of pathways to education, as well as increased outreach and additional support are needed to ensure that all children will be able to have opportunity to learn. This includes identifying and preventing child labour within the framework of the Turkish National Action Plan for the Elimination of Child Labour.

The Turkish government has taken a decision to gradually close down Temporary Education Centres (TECs) where Syrian children had been educated in a separate Arabic curriculum. Instead, these students are progressively being integrated into public schools, where they receive education together with their Turkish peers. By March 2018 around 63% of Syrian children enrolled are already integrated in public schools and around 37% still receive education in TECs. This transition to full school integration is expected to be completed within three to five years, though capacity problems exist with regard to additional school infrastructure and teachers required. Double-shift schooling has an impact also on the quality of education.

For Syrian children who are regularly attending school it needs to be ensured that they are actually learning. Beyond proficiency in the Turkish language, there needs to be a stronger focus on learning outcomes, which should gradually be aligned with those of host community students. Many Syrian children have suffered from traumatic experiences, which require specific attention from trained guidance and support counsellors; both school and community-based child protection and gender-based violence services that are fully integrated and include case-management, psycho-social support and counselling services are required. Also, training of teaching staff and Ministry of National Education administrators needs to continue to provide quality inclusive education that takes into account integration challenges, while promoting social cohesion.

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

2.2 PAST AND ONGOING SUPPORT

The special measure is in line with the objectives of the Facility as confirmed in the Commission Decision of 14 March 2018 on the Facility for Refugees in Turkey amending Commission Decision C(2015)9500 as regards the contribution to the Facility for Refugees in Turkey, and will be financed by the funding coordinated through this mechanism.

Moreover, the special measure builds on previous Facility support in the education sector. This includes the first EUR 300 million direct grant with the Ministry of National Education⁵, various EU supported actions implemented by the United Nations Children's Fund (UNICEF) in line with the 'No Lost Generation' initiative⁶, including non-formal education and child protection elements, as well as various Lifelong Learning activities and in particular teaching of Turkish language as a prerequisite for integration. As of spring 2017 the Union budget has supported the Ministry of Family and Social Policy, via UNICEF, through a Conditional Cash Transfer for Education (CCTE) programme to refugee beneficiaries. A total of 215 schools (prefabricated and solid) are being constructed by financing through the Facility or through the EU Regional Trust Fund in Response to the Syrian Crisis⁷.

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

2.3 DESCRIPTION AND IMPLEMENTATION OF THE SPECIAL MEASURE

The action under this special measure pre-supposes the continuous commitment of Turkey to the implementation of the 18 March 2016 EU-Turkey Statement.

Action	Refugee integration in the education sector	Direct management	EUR 400 million
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(1) Description, objective, expected result and key performance indicator

In line with the problem analysis and rationale, this action will consist of financing expenditure to cover the costs of activities and items, which may include: education staff costs, education materials, equipment and utilities, outreach as well as costs relating to guidance, training and certification of both Turkish and Arab speaking education staff and students. The list is not exhaustive and additional costs relevant for the achievement of the objectives of the action may be also considered eligible.

Primary and secondary education, both in Temporary Education Centres (TECs) and in Turkish Public Schools may be covered, including general, vocational and technical education pathways. Formal education provided in public institutions and non-formal education may be supported under this action. As regards non-formal education, the support should not overlap with other interventions financed under other EU financing instruments

⁵ "Promoting Integration of Syrian Children into the Turkish Education System" (PICLES)

⁶ The 'No Lost Generation' initiative is a strategic effort by donors, UN agencies, NGOs and governments to prevent a lost generation of children and young people due to the crises in Syria and Iraq. The Initiative was launched in 2013 with the EU as a founding partner and is comprised of programming and advocacy under three pillars: (i) Education, (ii) Child Protection and (iii) Adolescents & Youth – and covers Syria, Lebanon, Jordan, Turkey, Iraq, and Egypt. UNICEF has a holistic programme in Turkey that builds around the three pillars of the Initiative.

⁷ https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/syria/madad_en

and/or implemented through other implementing modalities. Turkish language learning in Public Education Centres (PECs) for Syrians of all ages may also be covered by this action.

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

Objectives:

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

Expected results:

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

Key performance indicators:

Indicative outcome indicators:

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

Indicative output indicators:

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

- Number of Syrian students who receive Turkish language training
- Number of Syrian students who receive Arabic language training
- Number of Syrian students who receive (i) catch-up and (ii) back-up support to enable them to learn effectively in their age-appropriate grade
- Number of students who receive guidance and counselling
- Number of Syrian adults who undertake Turkish language courses in Public Education Centres
- Number of curricula and educational materials developed, adapted and revised
- Number of teachers and Ministry of National Education administrative staff trained to educate Syrian students, taking into account their special needs

(2) Assumptions and conditions

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

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

(3) Implementation arrangements

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

(4) Implementation modalities

The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU[1].

(5) Essential elements for direct management

Grant — Direct grant award:

a) Objectives and expected results:

See point (1)

b) Justification for the use of an exception to calls for proposals:

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

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

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

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

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

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

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

^[1] https://eeas.europa.eu/headquarters/headquarters-homepage/8442/consolidated-list-sanctions_en

3. BUDGET

3.1 INDICATIVE BUDGET TABLE – SPECIAL MEASURE ON EDUCATION RELATED SUPPORT TO REFUGEES IN TURKEY

ACTION	Total Union contribution	Management mode	Contracting authority
Refugee integration in the education sector	EUR 400 million	Direct management	EU Delegation in Turkey
Total	EUR 400 million		

4. IMPLEMENTATION MODALITIES AND GENERAL RULES FOR PROCUREMENT AND GRANT AWARD PROCEDURES

This special measure shall be implemented by direct management by the European Union Delegation to Turkey.

Grant award procedures shall follow the provisions of Part Two Title IV Chapter 4 of the Financial Regulation No 966/2012 and Part Two Title II Chapter 4 of its Rules of Application.

Under the Financial Regulation, Parts One and Three of the Financial Regulation and its Rules of Application shall apply to external actions except as otherwise provided in Part Two, Title IV.

The European Commission may also use services and supplies under its Framework Contracts concluded following Part One of the Financial Regulation.

5. PERFORMANCE MONITORING ARRANGEMENTS

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

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

6. COMMUNICATION AND VISIBILITY

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

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