



Programme Evaluation of the Conditional Cash Transfer for Education (CCTE) for Syrians and Other Refugees in Turkey

Final Evaluation Report

SEPTEMBER 2020

Hannah Ring | Victoria Rothbard | David Seidenfeld |
Francesca Stuer | Kevin Kamto

MAKING RESEARCH RELEVANT

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Acronyms

AIR	American Institutes for Research
ATM	Automated Teller Machine
CCTE	Conditional Cash Transfer for Education
DFID	Department for International Development
DG-NEAR	Directorate-General for Neighbourhood and Enlargement Negotiations
DG-ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
EMIS	Education Management Informant System
ESSN	Emergency Social Safety Net
FGD	Focus Group Discussion
HRBA	Human Rights-Based Approach
IOM	International Organization for Migration
IRB	Institutional Review Board
ISAIS	Integrated Social Assistance Information System
KII	Key Informant Interview
M&E	Monitoring and Evaluation
MoFLSS	Ministry of Family, Labour and Social Services
MoNE	Ministry of National Education
MoYS	Ministry of Youth and Sports
NGO	Non-Governmental Organisation
NIMH	National Institute of Mental Health
OTI	Office of Transition Initiatives
PIKTES	Promoting Integration of Syrian Kids into the Turkish Education System
QA	Quality Assurance
SASFs	Social Assistance and Solidarity Foundations
SDG	Sustainable Development Goal
SED	Socio-Economic Support Programme
SVEP	Syrian Volunteer Education Personnel
TEC	Temporary Education Centre
TL	Turkish Lira
TLC	Turkish Language Classes
ToC	Theory of Change
TPM	Third-Party Monitoring
TPS	Turkish Public School
TRCS	Turkish Red Crescent Society
UN	United Nations
UNEG	United Nations Evaluation Group
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Programme
YOBIS	Education Information Management System for Foreigners
3RP	Regional, Refugee and Resilience Plan

Executive summary

This report is the final evaluation report for the programme evaluation of the Conditional Cash Transfer for Education (CCTE) for Syrians and Other Refugees. UNICEF Turkey contracted with the American Institutes for Research (AIR) to conduct an 8-month¹, mixed-methods programme evaluation of the CCTE for Syrians and Other Refugees to assess its relevance, efficiency, effectiveness, coherence and coordination, and sustainability. The evaluation also investigates the extent to which a human rights-based approach (HRBA) was applied during the design of the programme and how issues of equity and gender have been considered. Lastly, the evaluation synthesises existing evidence and documents lessons learned. This report presents the findings from the evaluation.

Overview of intervention being evaluated

The CCTE for Syrians and Other Refugees is an extension of the national CCTE, which the Ministry of Family, Labour and Social Services (MoFLSS) has been implementing since 2003 for vulnerable families living in Turkey. The CCTE for Syrians and Other Refugees was launched in 2017 and has two components: a cash component and a child protection component. The cash component, aligned with the national CCTE programme in terms of transfer amount, conditionality and frequency, provides bi-monthly payments to eligible households (ranging from 35 to 60 Turkish Lira [TL] per month, depending on grade and gender²), conditional on their children attending school at least 80 per cent (with no more than four days on non-attendance) in a school month. The variation in transfer amounts aims to encourage female student participation and successful transition to high school. The cash transfer component has been implemented nationwide and has provided cash transfers to 562,016 children between May 2017 and November 2019. The child protection component of the programme represents an adaptation to the national CCTE, which only includes a cash component. The child protection component provides support to households in which children's regular school attendance is considered at risk, including the child enrolled in CCTE as well as other children in the household requiring support to enrol in or continue school. This component has been implemented in 15 provinces, where

Evaluation approach

External Evaluation Timeline: October 2019 to July 2020
(Study team accessed secondary data generated between May 2017 and March 2020 depending on the indicator)

Data collection sites: Istanbul, Ankara and Sanliurfa

Objectives: Assess the relevance, efficiency, effectiveness, coherence and coordination, and sustainability of the CCTE for Syrians and Other Refugees; document lessons learned and innovative approaches to cash transfer and child protection components

Methods: Desk review, extant data analysis and primary data collection in the form of key informant interviews with stakeholders, actor mapping and focus group discussions with parents of beneficiaries and nonbeneficiaries of the CCTE for Syrians and Other Refugees

¹ The external evaluation period (October 2019-July2020) represents the period in which AIR conducted primary qualitative data collection, analysis of primary and secondary data, and reporting. The study team used secondary data from an extended time period dating back to May 2017.

² Following data collection for this evaluation, the transfer amounts were increased. The new amounts are as follows: 50 TL for grade 1-8 girls; 45 TL for grade 1-8 boys; 75 TL for grade 9-12 girls; 55 TL for grade 9-12 boys; 75 TL for all ALP students.

child protection outreach teams have provided support to 75,390 children as well as to many of their family members between May 2017 and March 2020.³

Evaluation purpose

This evaluation serves two primary purposes. First, the evaluation supports accountability and learning and will be used by various stakeholders, including UNICEF, donors, development partners, the international and national community, and beneficiaries. Second, the evaluation supports the learning and documentation needs of national actors and the international community. At the national level, the results of the evaluation are intended to inform the implementation of the CCTE for Syrians and Other Refugees moving forward and encourage policy dialogue to strengthen social protection and child protection programmes in Turkey. At the international level, there is interest in learning from experiences of the CCTE due to its innovative approach of leveraging existing national systems to respond to a humanitarian crisis and the linkage of child protection services to a cash transfer. From this perspective, the intended users include the MoFLSS, MoNE, the Turkish Red Crescent Society (TRCS), UNICEF Turkey Country Office, UNICEF Regional Offices for Europe and Central Asia (ECA) and the Middle East and North Africa (MENA), UNICEF Headquarters, other UNICEF staff and other global UN or non-UN humanitarian and development actors.

Evaluation objectives

The main objectives of this evaluation are to

- Assess the relevance, efficiency, effectiveness, coherence and coordination and sustainability of the CCTE for Syrians and Other Refugees (cash and child protection components) and its alignment to the HRBA, including from equity and gender perspectives; and
- Identify and document potential innovations and lessons learned and innovative approaches to cash and child protection components.

Evaluation methodology

The evaluation incorporated a desk review, secondary quantitative data analysis and primary qualitative data collection in the form of interviews and focus groups. The desk review and secondary data analysis leveraged existing data sources such as programme and strategy documents, TPM data and the TRCS child protection database to provide insights into (1) the development of the CCTE for Syrians and Other Refugees, (2) where the programme fits within the broader country plan for both UNICEF and relevant government ministries in Turkey and (3) the characteristics and attitudes of beneficiary households.

We collected primary qualitative data in the form of stakeholder interviews, focus groups with parents of CCTE beneficiaries and parents of nonbeneficiaries⁴ in Ankara, Istanbul and Sanliurfa between February and April 2020. We carried out 36 key informant interviews (KIIs) with 73 stakeholders⁵ involved in the design and delivery of the CCTE for Syrians and Other Refugees. KIIs explored issues of programme relevance, efficiency, effectiveness, coherence and coordination and sustainability, as well as the application of the HRBA in programme design and

³ United Nations Children's Fund, CCTE Factsheet April 2020.

⁴ Parents of nonbeneficiaries were interviewed in Ankara and Sanliurfa only due to resource limitations.

⁵ Some KIIs were group interviews.

implementation. We conducted 14 FGDs across the three provinces with parents of CCTE beneficiaries and nonbeneficiary. FGDs with parents of beneficiaries focused on issues of programme relevance, effectiveness and efficiency. FGDs with parents of nonbeneficiaries investigated outside perspectives of the programme from potentially eligible individuals. We triangulated findings from the desk review, primary qualitative data collection and analysis of existing quantitative data to address the EQs using a holistic approach. Each of these methodologies are presented in detail in later sections of this report.

Key findings

Overall, we find that the cash and child protection components of the CCTE for Syrians and Other Refugees achieved positive results by surpassing planned results and successfully implementing the components in a complex environment. For example, most children attended school regularly and never missed the 80 per cent attendance condition to receive transfers, with regular attendance improving over time demonstrating that the stated objective of the programme was achieved. The programme distributed transfers to beneficiaries regularly, never missing a transfer, an impressive feat for a large programme in its first few years. Similarly, the child protection programme met with and assisted 75,390 children between May 2017 and March 2020 in the 15 provinces where the child protection services operated. However, the somewhat limited resources available to child protection teams and the increasingly challenging context in which the programme operates may prevent it from realizing its full potential. The child protection team visited a large number of children given the resources available but was unable to meet the growing demand for their services. Linking the two, we find higher rates of school attendance in provinces with child protection programming. Although we cannot definitively attribute this difference to the child protection component of the CCTE due to potential selection issues, qualitative findings suggest that child protection visits are important both to prevent and respond to risks that children face, by encouraging children to attend school regularly, facilitating school enrolment for children aged 6 years - the age when they should start school - and children facing enrolment challenges due to various reasons (language barriers, overcrowding, disability, etc) and facilitating access to services to address health, psychosocial and economic needs of the child and their family. The correlation between child protection visits and increased school attendance is especially promising. Finally, according to informants, the CCTE for Syrians and Other Refugees contributed to a feeling of equity on the part of some Syrians who appreciate receiving the same assistance that vulnerable Turkish families get. Below we present findings organized by the OECD criteria that served as the framework for this evaluation.

Relevance

The CCTE for Syrians and Other Refugees has been adapted to better meet the needs of Syrian children, thereby increasing the relevance of the programme. The addition of the child protection component was a mitigation measure for conditionality, which could have otherwise penalized children due to their vulnerability. However, the number of beneficiary children who miss the attendance condition and are therefore considered for a child protection visit is beyond the response capacity of the child protection outreach teams, thus requiring additional criteria to identify the most at-risk children. Respondents believed that the child protection component should prioritize the most at-risk children, but the child protection visits should also serve to identify other children who are out of school (as they are potentially even more at risk than any CCTE beneficiary) and help address the needs of other household members. It is generally accepted that all beneficiary children are at some

level of risk, thus the child protection services provide a preventative measure for the children they interact with, mitigating many children's situation from getting worse. This aspect of the programme further enhances its relevance for the context.

The issue of the cash transfer amount—which both parents and implementers agreed should be increased—has been addressed to some degree through the introduction of motivational top-up payments at the start of each semester and the fact that many CCTE beneficiaries also receive financial support through the Emergency Social Safety Net (ESSN) programme.⁶ Despite these adaptations, parents explained that the transfer amount was helpful but not sufficient to cover educational costs including uniforms, transportation, food, stationery and school fees. Although parents complained that the amount was small, most still felt that it helped support their children's regular attendance in school.

In order to include more vulnerable children enrolled in nonformal education, the CCTE was extended to benefit students in the Accelerated Learning Programme (ALP). ALP provides catch up education for adolescents aged 10-18 to help them transition back to formal education. While the extension to ALP represents considerable progress to benefit students not yet enrolled in formal education, several respondents felt that the CCTE is potentially less relevant for adolescents and out-of-school children. Stakeholders mentioned that these children likely require a higher transfer amount to effectively substitute for the income they can earn from working and perhaps other support from social service providers to avoid dropping out of school or to re-enrol in school.

Effectiveness

Regular Attendance. Both quantitative and qualitative data suggest that the CCTE for Syrians and Other Refugees is effective in encouraging regular attendance among beneficiary children. In the 2018/19 school year 82% of children attended regularly as defined by the programme log frame (attending at least 80% of the time over a six-month period). Girls attended slightly more frequently than boys (83% compared to 81% respectively). The regular attendance rate improved by five percentage points during the period investigated in this study, with regular attendance in the 2018/19 school year at 82% and the 2017/18 school year averaging 77%. This improvement occurred for both boys and girls. Many parents of CCTE beneficiaries said their children would attend regularly with or without the cash transfer, but others also noted that the transfer helps them send their children more regularly. Attendance rates are fairly consistent across CCTE provinces and between girls and boys, but attendance rates are lowest in Ankara and Sanliurfa and are lower for adolescents in all locations.

Respondents largely agreed that the overlap between CCTE and ESSN beneficiaries made the transfer amount under the CCTE more meaningful. Approximately 83 per cent of CCTE beneficiaries also benefit from the ESSN, and many respondents noted the complementarity of the two programmes. Most parents interviewed for this evaluation also received transfers under the ESSN, making it difficult to disentangle the effects of the cash provided under the CCTE from the ESSN transfer.

⁶ The ESSN aims to meet the basic needs of the foreigners residing outside camps in Turkey through the provision of basic needs assistance to vulnerable households through multi-purpose cash transfers of approximately 120 TL per household member per month.

Conditionality. The majority (roughly two thirds) of all CCTE beneficiary children always met the 80 per cent monthly attendance condition in the 2018/19 school year, and principals and teachers interviewed for this evaluation reported that school attendance is quite regular. We also find that children who miss the 80 per cent condition at least once are much more likely to miss it again.

Child protection component. Qualitatively, both parents and key informants reported that the child protection component reinforces the message about the importance of regular attendance at school. Additionally, our evaluation corroborates findings from earlier studies that child protection visits help families overcome barriers—in particular, non-financial barriers—to school attendance. Administrative data show that beneficiary children in provinces where child protection home visits are conducted missed less school than CCTE children in provinces without the child protection component. This finding is particularly impressive when considering that the provinces where the child protection component is implemented are generally provinces with the highest numbers of Syrian and other refugees and greatest related challenges. Although we cannot infer causality (i.e., that child protection home visits reduce absences) due to potential selection issues, this is a promising finding that points to the potential effectiveness of the child protection component.

Unintended effects. CCTE beneficiary households visited by child protection outreach teams expressed feeling cared for and more connected to their communities. Informants also discussed perceived positive effects on community relations, giving the example of parents of beneficiaries now being able to pay back those to whom they owe money. The vast majority of parents did not mention any negative effects from the programme specifically, however parents discussed at length the negative experiences their children have at school. Many parents cited discrimination and bullying, and some respondents argued that the push to get all Syrian students into TPS has exacerbated tensions.

Efficiency

Respondents felt that the cash component of the CCTE for Syrians and Other Refugees has been implemented in a highly efficient manner thanks to gains associated with building off infrastructure already in place for the national CCTE and ESSN. The CCTE benefitted 614,542 students as of April 2020, representing approximately 89% of Syrian and other refugee children enrolled in formal and nonformal education in Turkey.⁷ The CCTE incorporated the involvement of Social Assistance and Solidarity Foundations (SASFs) and relied on the Integrated Social Assistance Information System (ISAIS) to support application, verification and payment processes. Through ISAIS, MoFLSS staff can access attendance data from E-Okul, the education management information system for Turkish public school, and the Education Management Information System for Foreigners (YOBIS).⁸ Stakeholders also frequently cited the efficiency gains associated with using the Kizilay Card for CCTE payments instead of creating a new payment platform as well as working with the call centre established under the ESSN. These efficiencies translated into positive programme experiences for parents of beneficiaries who agreed that payments were made on time, regularly arriving at the end of the month. Also

⁷ Calculated based on MoNE data that 684,919 children were enrolled in formal education and 2,974 children were enrolled in ALP during the 2019/2020 school year.

⁸ YOBIS was developed in 2014 by UNICEF, in agreement and close coordination with MoNE, in order to track and certify the learning of Syrian children enrolled in TECs. YOBIS is based off the existing EMIS system (e-Okul) of MoNE and was launched in 2015. UNICEF handed over YOBIS to MoNE in 2016 and MoNE has further developed and expanded YOBIS. YOBIS is integrated with ISAIS.

impressive is the finding that the programme never missed a payment, a rare result for a comprehensive and large cash transfer programme, especially in the humanitarian context.

The child protection component also demonstrates strong efficiency, especially considering the limited resources they work with. Child protection teams met with and assisted 75,390 children between May 2017 and March 2020 in the 15 provinces where the child protection teams operated, not only meeting with beneficiaries, but also leveraging visits to attend to other children in the household observed during the visits.⁹ Thus, the child protection teams expanded their effectiveness beyond the beneficiary child without having to use additional resources. Although the child protection team operates quite efficiently, qualitative data suggest that the CP component could improve with additional resources. Stakeholders suggested that the efficiency of the child protection component was complicated by high caseloads and a limited number of staff. Child protection teams reached approximately 13 per cent of beneficiary children potentially at risk of child protection concerns as deemed by missing the attendance condition at least once. One challenge relates to programme terminology used for classifying the risk of children. The child protection component uses specific child protection criteria to determine level of risk and identify the most at-risk children, i.e., risks of abuse, violence, neglect, exploitation and/or family separation. Using these risk criteria, child protection outreach teams classified the majority of their cases as no risk (69 per cent for boys and 73 per cent for girls) and low risk (12 per cent for boys and 10 per cent for girls). Nevertheless, teams also reported interventions to resolve these no- or low-risk cases. This raises the question of the appropriateness of the no-risk and low-risk terminology and qualifications. All Syrian children in Turkey can be considered at risk due to their tenuous situation. Children who trigger a visit by missing the attendance condition are at even greater risk. Thus, it appears the “no risk” and “low risk” categories prove misleading and undermine the value and importance of the child protection teams’ work with these children. These are cases where there is no risk to child protection violations but there is still a need for intervention. The term no-risk seems to indicate there is no intervention needed but that is not the case. It is therefore suggested that an additional category “in need” be added to justify such interventions.

Coherence and Coordination

The cash and child protection components of the CCTE for Syrians and Other Refugees are pillars of UNICEF’s overall response to the Syrian crisis in Turkey, according to key informants interviewed for this evaluation. The CCTE is also well aligned with the Sustainable Development Goals (SDGs), the Regional Refugee & Resilience Plan (3RP) and the Core Commitments for Children in Humanitarian Action (CCCs). Additionally, while not all are explicitly linked to the CCTE, there are many supply-side education interventions that reinforce or contribute to the effectiveness of the CCTE. These programmes range from large initiatives such as Promoting Integration of Syrian Kids into the Turkish Education System (PIKTES) to small, school-level initiatives to combat non-attendance. The most mentioned larger scale complementary programmes include PIKTES, Turkish language classes and “adaptation classes,” support for Syrian Volunteer Education Personnel (SVEPs) at Temporary Education Centres (TECs) and Turkish Public Schools (TPS), and transportation assistance for Syrian students. Respondents suggested that each of these interventions support the regular attendance of CCTE beneficiary children by making the school environment more appealing (PIKTES), providing an appropriate educational option for adolescents (10-18 years old) who have been out

⁹ United Nations Children’s Fund, CCTE Factsheet April 2020.

of school for an extended period of time (ALP), facilitating communication at school (language classes and SVEPs) and making it easier for them to get to school (transportation support). Thus, the CCTE is supported and reinforced by a network of complementary programmes serving Syrian students.

Sustainability

Respondents voiced concerns about the financial sustainability of the CCTE for Syrians and Other Refugees and worried that failing to continue the programme could reverse the progress that has been made related to children's education but agreed that there was strong institutional support for the programme. At the time of data collection, stakeholders were uncertain about DG-ECHO funding for the 2020/21 school year and were working to identify new potential funders to ensure the programme can continue supporting children across Turkey. However, DG-ECHO has since submitted a proposal to the European Parliament requesting additional funds for both the CCTE for Syrians and Other Refugees and the ESSN through December 2021. In terms of institutional sustainability, the programme is extremely popular at the national level. The MoFLSS has expressed great interest in adaptations introduced under the CCTE for Syrians and Other Refugees such as the incorporation of a child protection component and has taken concrete steps to integrate several aspects into the national programme highlighting the value of this programme to government stakeholders. DG-ECHO and UNICEF have also worked with the MoFLSS to ensure the continuity of the child protection component for refugees through integration of the CCTE with ASDEP, a national social outreach programme. Positioning ASDEP as a partner of the CCTE programme represents an opportunity to ultimately replace the household visits that are currently carried out by TRCS.

HRBA

The CCTE for Syrians and Other Refugees adopted the design of the national CCTE programme but has included several adaptations to better address issues such as equity and gender mainstreaming. The extent to which equity is reflected in the CCTE was enhanced through the extension of the programme to children enrolled in nonformal education through ALP. Yet, several respondents suggested that the CCTE may not be the most appropriate mechanism to address the needs of adolescents who attend school less regularly or are out of school. Given the complexity of the schooling challenges they face, adolescents may require more intensive support to re-enrol in school and attend regularly. Like the CCTE for Turkish nationals, the CCTE for Syrians and Other Refugees initially provided higher bimonthly transfer amounts to girls, but learning from the child protection component has shown that refugee boys are just as vulnerable. In fact, many consider adolescent boys to be even more vulnerable than girls given the higher prevalence of child labour among boys. For this reason, in the CCTE for Syrians and Other Refugees, the motivational top-up payments and monthly transfer amounts for ALP students were introduced equally for adolescent girls and boys to ensure they receive the same benefits.¹⁰

Key conclusions

In summary, the cash and child protection components of the CCTE for Syrians and Other Refugees generate positive results for regular school attendance and provide important support to at-risk children. The CCTE also contributes to a feeling of equity for some Syrian households

¹⁰ Following data collection for this evaluation, the transfer amounts were increased. The new amounts are as follows: 50 TL for grade 1-8 girls; 45 TL for grade 1-8 boys; 75 TL for grade 9-12 girls; 55 TL for grade 9-12 boys; 75 TL for all ALP students.

who appreciate receiving the same assistance that vulnerable Turkish families get, and households visited by child protection teams talked about feeling cared for and more connected to their communities. These represent great accomplishments for a large-scale programme operating in a challenging context. At the same time, Syrian children and families living in Turkey still struggle with problems that cash and child protection visits cannot fully address, such as bullying and discrimination at school¹¹ and increased poverty from inflation. The growing child protection caseload exceeds the current capacity and resources of the child protection team, resulting in a fraction of children who miss the attendance criteria receiving household visits. These factors moderate the effects of the programme, preventing it from realizing its full potential and effectiveness. The ability of a cash transfer programme to achieve desired effects depends on the factors the programme interacts with in the larger context, including the existence of other complementary programmes like the ESSN. For the CCTE, the ability of the cash component to improve school attendance depends in part on the accessibility of school and the opportunity cost of going to school. Exposure to harassment and discrimination while at school makes school less accessible. Rising prices in the marketplace as well as threats to safety at school increase the opportunity cost of going to school. The cash component of the CCTE is not meant to address these challenges but interacts with them in ways that moderate the programme's overall effectiveness. The child protection component provides some support to children facing social and safety problems; however, a lack of resources limits child protection's ability to reach many vulnerable children. Further, the complexity of the challenges facing adolescents requires support beyond what the child protection component would ever be able to provide.

We find that the programme operates quite efficiently, leveraging resources and infrastructure already in place for other programmes and utilizing recent technology. The programme's relevance to the overall goals of supporting refugees and coherence with other similar UNICEF programmes positions it well within the portfolio of social safety net programmes for refugees. However, the uncertain funding support for the programme raises concerns about its sustainability that spill over into the programme's ability to maximize effectiveness. We provide some recommendations to help improve the programme's ability to achieve desired goals while recognizing the contextual constraints where the programme operates.

Lessons Learned

Several lessons learned emerged from the evaluation findings which can inform future cash transfer programming, especially for programmes targeting refugees. In particular, the results of this programme evaluation highlight:

Working through national systems facilitates effectiveness and sustainability. Informants noted the benefits of adapting existing national systems to provide services to Syrian families and other refugees, especially when these systems are well-developed in the context of an upper-middle income country like Turkey. Pre-existing systems like ISAIS were also strengthened as they were modified to include refugee data and integrate attendance data from foreign students through YOBIS. Further, the MoFLSS has also taken steps to incorporate learnings from the CCTE into the national programme.

¹¹ The challenges regarding bullying in schools are symptomatic of larger social cohesion challenges that have been recognized by many partners working in Turkey.

Synergies and coordination with other programmes can improve efficiencies. The CCTE was able to build on pre-existing systems under the ESSN resulting in a shared payment platform and shared call centre. If other countries are considering launching social safety net programmes and conditional cash transfers for education, coordinating the implementation of these programmes from the start (including targeting, donor engagement, and work with national ministries) should be considered as a best practice.

Incorporating a child protection component can increase programme effectiveness.

Respondents noted that child protection visits help families overcome non-financial barriers to school attendance. Beyond providing important information and guidance and linking families to services through referrals, child protection visits also give families the sense that someone is looking after them. The MoFLSS is currently working to incorporate a child protection component into the national programme due to positive results associated with the CCTE for Syrians and Other Refugees.

Cash transfers for education can adapt to target the most vulnerable students. The CCTE was expanded to benefit students enrolled in nonformal education through ALP which according to a key informant from UNICEF, represents a ‘positive paradigm shift in education in Turkey.’ ALP provides catch up education for adolescents aged 10-18 who are out of school due to barriers to education such as child labour. The CCTE now targets students enrolled in both formal and nonformal education, thereby supporting the educational needs of vulnerable adolescents.

Providing the same assistance to Turkish and Syrian families reinforces equity and social cohesion. According to the CCTE for Syrians and Other Refugees theory of change (ToC), the programme aims to improve the integration of refugees and host communities. Syrian parents who were aware they receive the same assistance as Turkish families under the national programme viewed this positively, noting that it made them feel ‘equal.’ This sense of equity is especially important as TECs close and Syrian children are mainstreamed entirely into TPS.

Key recommendations

A fully elaborated list of recommendations is provided in the final section of this report, but we briefly summarise them here as well. The evaluation team developed recommendations based on our research findings and with input from UNICEF Turkey. Our recommendations fall into three broad categories: recommendations for intersectoral collaboration and support, communication-related recommendations, and efficiency and resource-related recommendations.

Recommendations for intersectoral collaboration and support

Based on the evaluation findings that moderating factors beyond the influence of the CCTE may limit the programme’s effectiveness, we believe a more integrated and intersectoral response—where education and social protection actors coordinate to scale up complementary interventions—could enhance the programme’s effectiveness. In this vein, we suggest three complementary activities that could make the CCTE more effective.

- Although the child protection component attempts to address bullying in cases brought to the attention of outreach teams and schools have made concerted efforts to promote harmonization, our evaluation found that bullying and discrimination remain deterrents for children to attend school regularly and prevent them from feeling safe while doing so.

Recognizing that UNICEF alone is probably not in a position to address the systemic issues contributing to the current uptick in bullying and discrimination, such as overcrowding in TPS, we suggest that UNICEF and its partners implement anti-bullying campaigns and integration programmes (perhaps through the PIKTES programme, which focuses on integration) to support safer and healthier interactions between Turkish and Syrian students.

- Attendance data clearly show that adolescents attend school less regularly than younger children, and interviews, focus groups and previous studies highlight the additional obstacles to education that exist for adolescents. Although the larger transfer amount for adolescents and children attending ALP is an important step to address this problem, we suggest additional supports and incentives for adolescents to promote regular attendance. These additions could include adjusting the age and grade completion criteria to enrol in vocational education to take into account the age at which most Syrian and other refugee children tend to begin working outside the home. Further, partners and donors could explore the possibility of additional (or larger) motivational top-up payments for adolescents.
- Despite the numerous reported benefits of child protection visits, both quantitative and qualitative data show that up to half of beneficiaries receiving household visits in child protection provinces do not follow up on the services recommended to them. This lack of follow up is not due to any deficiencies on the side of the outreach workers but rather beliefs or constraints on the part of the household. Some households reported feeling they did not “need” the services or felt that the cost or time required to access the service were prohibitive. Additionally, some households relayed that their lack of Turkish was perceived as a potential barrier to accessing the services. However, the lack of follow up does suggest a need for more detailed information on how the family could recognize the benefits of the service and perhaps more specific instructions on how to access the service.

Communication-related recommendations

We propose three recommendations related to communications that could potentially improve the effectiveness of the CCTE for Syrians and Other Refugees:

- First, we suggest that UNICEF and its partners prioritize information sharing and awareness raising with teachers and principals, who appear to have inconsistent knowledge of the CCTE. Lower levels of awareness among TPS teachers and principals may be due in part to the fact that TECs have historically been targeted for CCTE programme communications, but with the current policy of full integration into TPS those teachers and principals should now be targeted so they may refer potentially eligible students who might not be aware of the programme.
- Second, we recommend that UNICEF and/or its partners like TRCS send targeted communications to beneficiaries (either via SMS, through printed brochures or through social media) about how to file complaints and the importance of filing a complaint if you believe you received the wrong amount of money, no matter how small the discrepancy. The CCTE transfer amounts are somewhat complex (larger amounts for adolescents and girls) and some parents interviewed for this study believed they have at times received the wrong amount, but few raised the issue. Whether the amounts were indeed wrong or not, it is important that parents of beneficiaries have channels through which to raise queries or complaints. According to TPM data only 10 per cent of parents of beneficiaries have filed complaints,

and qualitatively we heard that parents (especially fathers) are not always aware of the complaint channels available to them.

- Lastly, we encourage UNICEF and its partners to do more messaging about the programme's conditionality. Although understanding of the CCTE's conditionality has improved greatly over time, the latest TPM data show that 78% of beneficiaries understand the conditionality of the programme and how absences can lead to reduced amounts, there is still room for improvement. We believe that increasing understanding of conditionality remains important given the ramifications of missing the condition.

Efficiency and resource-related recommendations

The CCTE for Syrians and Other Refugees is a highly efficient programme, both in terms of its total cost-transfer ratio (TCTR) and ability to leverage existing systems and synergies with other programmes. That said, we offer the following recommendations regarding the use of resources and potential need for additional resources to support certain aspects of the programme:

- Despite the large number of children supported through child protection visits (75,390 between May 2017 and March 2020 in the 15 Provinces where the component operates), this number constitutes a relatively small percentage of the children who have missed the 80 per cent monthly attendance requirement at least once. Further, child protection staff reported not having sufficient staff to carry out home visits to all of the prioritised households on their lists, which is a much smaller number than the overall list of children who have missed the attendance requirement at least once. Given the perceived effectiveness of the child protection component and the encouraging quantitative finding regarding attendance in provinces with the child protection component, we suggest that additional resources and staff are allocated to child protection outreach teams. Ideally, donors such as DG-ECHO could allocate additional resources to support child protection teams over a longer period of time to ensure continuity of service delivery and to enable longer term planning on the part of child protection teams who noted during interviews that they are constrained by short-term funding cycles.
- Coverage of the child protection component of the CCTE could also be enhanced (both in terms of numbers of at-risk children covered and intensity of follow up) by engaging SVEPs and possibly also school counsellors in the child protection activities. Currently, SVEPs are reaching out to families in the vicinity of their schools to encourage registration and attendance. Many have also reported that they support school administration in following up on individual cases where children are absent for several days. One option for the way forward for the CCTE programme (and as part of the SVEP programme) could be to link SVEPs with protection teams to assist with home visits as well as follow up with these children while they are in school and informing communities about the CCTE programme.
- Given the perceived effectiveness of the child protection component, its dual role in preventing further risks as well as responding to existing challenges, and the encouraging quantitative finding regarding attendance in provinces with the child protection component, we also recommend that donors support the expansion of the child protection component to provinces where it is not currently implemented. It would be helpful for the child protection component to be considered a standard feature of the CCTE for Syrians and Other Refugees, wherever it is implemented in the country.

- Relatedly, to maximise the efficiency of limited resources, we suggest UNICEF and TRCS identify the type of cases they wish to prioritise and ascertain the most relevant criteria to identify those cases. Currently, numerous criteria are applied beyond missing the attendance requirement (e.g., the number of absences, the location of the household, the age of the child) without knowing which criteria are most useful to identify children across the child protection risk categories. Instead, UNICEF and TRCS could work together to establish a streamlined list of common indicators of vulnerability that can be adapted based on the specific vulnerabilities of each province to maximise effectiveness.
- The final recommendation is for other countries that find themselves hosting large refugee populations: given the overall success of the CCTE for Syrians and Other Refugees, we recommend that other countries hosting refugees integrate social protection, child protection and education programming from the start, include ALP and NFE learners to the extent possible, and maximise efficiency by using existing and shared platforms. In middle and upper-middle income countries with strong infrastructure like Turkey, if it is possible to work through national systems and in parallel with national social protection programmes, this approach could facilitate sustainability, social cohesion and child protection as seen with the CCTE.

1. Introduction

Although the number of refugee children enrolled in school in Turkey has increased significantly in recent years, nearly 40 per cent of Syrian children living in Turkey remain out of school.¹² A number of obstacles prevent Syrian children from enrolling in public schools, including the language barrier, the cost of transportation to and from school, negative coping strategies associated with poverty such as child labour and early marriage, and the shortage of programmes to help Syrian children who have been out of school catch up with their Turkish peers.¹³ To address these barriers to education for Syrian children living in Turkey, the Ministry of Family, Labour and Social Services (MoFLSS), the Ministry of National Education (MoNE), and the Turkish Red Crescent Society (TRCS) partnered with UNICEF and a number of donors to extend the CCTE for Syrians and Other Refugees. The CCTE for Syrians and Other Refugees provides bimonthly cash payments to eligible households and targeted support in the form of child protection outreach visits to households with children deemed to be most at risk. Although monitoring and reporting of the programme has been conducted, to date, no rigorous study has been conducted to explore how well the programme is performing in terms of its relevance, efficiency, effectiveness, coherence and coordination and sustainability.

UNICEF Turkey contracted with the American Institutes for Research (AIR) to conduct a rigorous programme evaluation of the CCTE for Syrians and Other Refugees, and this report lays out the findings from the evaluation. We begin with a short literature review and background and then discuss the ToC underlying the programme. After a brief discussion of the different elements of the research design, we move on to research findings, which are presented according to the evaluation questions. We then discuss ethical considerations and plans for communication and dissemination.

2. Background

The scope of the Syrian Refugee Crisis has continued to grow in recent years as a result of the ongoing civil war. As of 2019, the crisis has created more than 5 million Syrian refugees, nearly half of whom are children.¹⁴ Turkey continues to host more refugees than any other country. Between 2015 and 2018, the official number of refugees and asylum seekers from Syria and elsewhere who were registered in Turkey increased from 1.7 million (including more than 900,000 children) to about 4 million (including 1.7 million children).¹⁵ Among Syrian refugees, 98 per cent reside within host communities primarily in urban areas; only 2 per cent reside in camps.¹⁶

¹² Doctors of the World, Multi-sectoral needs assessment of Syrian refugees in Turkey, Doctors of the World, Istanbul, 2019; Ministry of National Education, 2020 Internet Bulletin, 2020; United Nations Children's Fund, UNICEF Turkey humanitarian situation report #33, 2019.

¹³ Bellamy C., et al., The lives and livelihoods of Syrian refugees: A study of refugee perspectives and their institutional environment in Turkey and Jordan, Overseas Development Institute, London, 2017; Doctors of the World, Multi-sectoral needs assessment, 2019; Human Rights Watch, Education for Syrian refugee children: What donors and host countries should do, 2016; Rohwerder, B., Syrian refugee women, girls, and people with disabilities in Turkey, Institute of Development Studies, UK, 2018; The Cash Learning Partnership, The state of the world's cash report: Cash transfer programming in humanitarian aid, 2018;

¹⁴ United Nations Children's Fund, Syria crisis, 2019.

¹⁵ United Nations Children's Fund, UNICEF Turkey, 2019.

¹⁶ Turkish Directorate General for Migration Management (DGMM), September 2019.

The education response in Turkey has evolved over time due to the protracted nature of the Syrian crisis. Initially, refugee children were enrolled in TECs located both inside and outside of the camps, which are staffed by SVEP. SVEP receive monthly incentives in line with the Turkish minimum wage through a tripartite agreement between UNICEF, MoNE and the Turkish Post Office (PTT). In August 2016, MoNE announced plans to close all TECs by 2020 and transition Syrian children to TPS. Although the language of instruction in TECs is Arabic and the curriculum is a modified version of the Syrian curriculum, children attending TECs are taught Turkish to prepare them for eventual integration into TPS where the language of instruction is naturally Turkish. To support the goal of transitioning Syrian children to TPS, PIKTES aims to ensure that all Syrian children have access to education and learn effectively together with Turkish children in public schools.¹⁷ During the 2019/2020 school year, only 25,278 students were enrolled in TECs compared to 684,253 students in the previous school year.¹⁸ Syrian and other refugee children are transitioning from TECs to TPS, and by January 2020, 684,919 Syrian children were enrolled in formal education.¹⁹ Data from MoNE suggest that the enrolment rate for Syrian refugee children varies widely, depending on the age group: 30.8 per cent at the preschool level, 88.8 per cent at the primary school level (Grades 1–4), 70.1 per cent at the lower-secondary school level (Grades 5–8) and just 32.6 per cent at the upper-secondary level.²⁰ Yet close to 400,000 Syrian refugee children—approaching 40 per cent of the school-age population—remain without access to school.²¹

MoNE, the Ministry of Youth and Sports (MoYS) and UNICEF have also created several pathways to reintegrate out-of-school children into formal education such as MoNE’s accelerated learning programme (ALP) and MoYS’ Turkish Language Classes (TLCs). Children aged 10–18 are eligible for ALP, which has been launched in 77 public education centres in 12 provinces with 2,974 children enrolled during the 2019/2020 school year.²² TLCs are administered in youth centres in 24 provinces to prepare out-of-school refugee children for learning in Turkish public schools; according to data from the 2019/2020 school year, 1,245 students were enrolled in TLCs.²³

Syrian and other refugee children face notable barriers to education in Turkey. Institutional factors such as a lack of teachers and scarce resources at public schools further limit refugee children’s access to education.²⁴ Children who are enrolled in school often face challenges that result in irregular attendance and drop out. With high rates of poverty among Syrians in Turkey, financial challenges may lead to drop out. For example, families often struggle to cover transportation costs associated with schooling.²⁵ Financial troubles at home may also force families to send their adolescents to work or marry off their teenage daughters.²⁶ Children also struggle with the

¹⁷ Akyuz B., et al., *Evolution of national policy in Turkey on integration of Syrian children into the national education system*, 2018.

¹⁸ Regional, Refugee & Resilience Plan (3RP), 3RP country chapter, Turkey 2020/2021, 2020.

¹⁹ Ministry of National Education, 2020 Internet Bulletin, 2020.

²⁰ Ibid.

²¹ United Nations Children’s Fund, UNICEF Turkey Annual Report, 2019.

²² Ministry of National Education Reports to UNICEF.

²³ Ministry of National Education Reports to UNICEF.

²⁴ Rohwerder, B., *Syrian refugee women*, 2018.

²⁵ Bellamy C., et al., *The lives and livelihoods of Syrian refugees*, 2017; Human Rights Watch, *Education for Syrian refugee children*, 2016; The Cash Learning Partnership, *The state of the world’s cash report*, 2018.

²⁶ Rohwerder, B., *Syrian refugee women*, 2018.

language of instruction in Turkish public schools which may encourage drop out.²⁷ In addition, more programmes are also needed to help children catch up to their Turkish peers.²⁸

It is also important to consider disparities in access to education among refugee children based on their ethnic background. Although Syrian refugees are often presented as a homogeneous population, they come from a variety of ethnic and religious backgrounds, including Arab, Turkmen, Kurds, Gypsies and Domari-speaking Doms.²⁹ Doms are considered the most vulnerable group among Syrian refugees as they have historically been discriminated against within Syria, and access to education among children from the Dom ethnic background is extremely limited. Besides Syrians, the refugee population in Turkey includes other nationalities such as Iraqi Turkmens, Afghans, Iranians, Armenians, Palestinians and others. Children with disabilities are among the most vulnerable. Although refugee children with physical disabilities are reportedly more likely to attend special education schools in Turkey, refugee children with intellectual challenges and visual impairments are less likely to have educational opportunities.³⁰ Some refugee camps that host Syrians have special education classes for children with disabilities, but these children's needs often remain unmet as teachers lack appropriate skills and resources.³¹ For all of these reasons, designing a more inclusive school system remains a serious challenge for the Government of Turkey and for partners such as UNICEF.³²

2.1. Existing evidence

Since 2003 the Turkish government has been implementing conditional cash transfers for vulnerable families living in Turkey. A 2012 evaluation of the national CCTE found that the programme increased enrolment but did not have an effect on student drop-out. Results also suggested that the transfer value (between 35 and 60 TL per child per month, depending on the child's grade and gender) was too low to help families overcome the financial barriers associated with sending their children to school.³³ The evidence related to child protection programmes is more encouraging: an evaluation of Turkey's Socio-Economic Support Programme (SED)—a child protection programme which aimed to reduce the risk of separation and institutionalisation of children due to economic hardship—found positive impacts on psychosocial outcomes, attendance and achievement in school and access to health care.³⁴ Overall, respondents were satisfied with the transfer amount (an average of 539 TL per child per month) and had positive perceptions of the programme.

Although an established evidence base supports the effectiveness of cash transfers in developing countries, less literature exists on cash transfer programmes in humanitarian settings. De Hoop and colleagues (2018) found that a CCT for Syrian refugee children in Lebanon increased children's food consumption and well-being and reduced child labour, but they did not find

²⁷ Human Rights Watch, Education for Syrian refugee children, 2016; The Cash Learning Partnership, The state of the world's cash report, 2018.

²⁸ The Cash Learning Partnership, The state of the world's cash report, 2018.

²⁹ Education Reform Initiative, Community building through inclusive education, 2018.

³⁰ Coskun I., et al., Breaking down barriers: Getting Syrian children into schools in Turkey, 2017.

³¹ Ibid.

³² Education Reform Initiative, Community building through inclusive education, 2018.

³³ Gazi University, Qualitative and quantitative analysis of impact of conditional cash transfer programme in Turkey, Project Report for the MoFSP General Directorate of Social Assistance, 2012.

³⁴ Ministry of Family and Social Policies, Project Report on evaluation of social and economic support services, MoFSP, Ankara, 2014.

evidence of impacts on school enrolment.³⁵ An evaluation of the Emergency Social Safety Net (ESSN) in Turkey, which provides 120 TL per household member per month, concluded that beneficiary households were more food secure, less indebted and less likely to resort to negative coping strategies after benefitting from the programme.³⁶ Transfers were most commonly spent on shelter, food, utilities, education and other basic needs. However, data suggested that the ESSN may have led to increased housing and educational costs for some beneficiaries, with landlords and school administration staff asking for fees from ESSN beneficiaries.³⁷ A recent study of the Danish Refugee Council's cash transfer programming for Syrian refugees in Turkey found positive protection outcomes, with the majority of respondents reporting that cash transfers provided key material and psychological support.³⁸ In addition, a study conducted by Lehmann and Masterson (2014) evaluated a winter cash transfer programme for Syrian refugees in Lebanon in 2014 and found that the programme helped increase school enrolment and reduce child labour.³⁹

Growing international interest in “cash plus” programming may lead to assumptions that complementing cash with additional inputs, service components or linkages to external services may be more effective in achieving desired impacts than cash alone.⁴⁰ Langendorf and colleagues (2014) noted a higher reduction in acute malnutrition among households that received cash plus access to nutritional supplements, compared with households that only received cash or supplementary food.⁴¹ Although the SED programme included child protection monitoring visits and a referral mechanism to complement the provision of cash, the SED evaluation found that a limited number of social support staff were responsible for conducting monitoring visits and as a result, visits happened infrequently and were not an effective method to identify child protection issues.⁴² Similarly, the ESSN evaluation noted that the referral of protection cases by the ESSN to other service providers was ad hoc and inconsistent.⁴³ These results highlight areas for improvement for ongoing “cash plus care” programmes in Turkey.

This evaluation of the CCTE for Syrians and Other Refugees in Turkey will contribute to the evidence base on the effectiveness of cash transfers and cash plus care programming in humanitarian contexts. UNICEF reports have noted positive trends associated with the CCTE programme. For example, administrative data show that 82 per cent of CCTE beneficiary children regularly attended school in the 2018/19 school year, and 60 per cent of beneficiary families attribute their children's school attendance directly to the CCTE.⁴⁴ A more rigorous mixed-methods approach would be required to examine whether and how the CCTE for Syrians

³⁵ De Hoop, J., et al., Evaluation of No Lost Generation/“Min Ila,” a UNICEF and WFP cash transfer program for displaced Syrian children in Lebanon: Endline technical report, American Institutes for Research, Washington, 2018.

³⁶ The evaluation used a pre-post-design and cannot assess causality.

³⁷ Maunder, N., et al., Evaluation of the DG ECHO funded Emergency Social Safety Net (ESSN) in Turkey, 2018.

³⁸ Jacobsen, K., and P. Armstrong, Cash Transfer Programming for Syrian Refugees: Lessons Learned on Vulnerability, Targeting, and Protection from the Danish Refugee Council's E-Voucher Intervention in Southern Turkey, 2016.

³⁹ Lehmann, C., and D. Masterson, Emergency economies: The impact of cash assistance in Lebanon, 2014.

⁴⁰ Roelen K., et al., ‘How to make “Cash Plus” work: Linking cash transfers to services and sectors’, Innocenti Working Paper 2017-10, UNICEF Office of Research, Florence, 2017; Watson, C., and T. Palermo, Options for a “Cash Plus” intervention to enhance adolescent well-being in Tanzania: An introduction and review of the evidence from different programme models in Eastern and Southern Africa, UNICEF Office of Research, Florence, 2016.

⁴¹ Langendorf C., et al., ‘Preventing acute malnutrition among young children in crises: A prospective intervention study in Niger’, *PLoS Medicine*, 11(9), 2014.

⁴² Ministry of Family and Social Policies, Project Report on evaluation of social and economic support services, 2014.

⁴³ Maunder, N., et al., Evaluation of the DG ECHO funded ESSN, 2018.

⁴⁴ United Nations Children's Fund, Turkey–UNICEF Country programme of cooperation 2016-2020: Annual report 2018, 2019.

and Other Refugees leads to improved cognitive skills, reading and numeracy, but learning outcomes are not the explicit aim of the CCTE programme nor are they an area of investigation for this evaluation.⁴⁵

2.2. Overview of intervention

The CCTE for Syrians and Other Refugees is an extension of the CCTE programme for vulnerable Turkish and other children, which the MoFLSS has been implementing since 2003. Launched in 2017, it has two components: a cash component and a child protection component. The cash component provides monthly payments to eligible households (ranging from 35 to 60 TL, depending on grade and gender), conditional on their children attending school. The variation in transfer amounts aims to encourage female student participation and successful transition from primary to secondary school. This component has been implemented nationwide, providing cash transfers to 562,016 children between May 2017 and November 2019.

The child protection component represents an adaptation to the national CCTE, which only includes a cash component. During the design phase, the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG-ECHO) worked with UNICEF and stakeholders to link education and protection into the child protection component. The child protection component provides additional support to households with children who are most at risk. This component has been implemented in 15 provinces, where child protection outreach teams have provided support to 75,390 children as of March 2020.⁴⁶ Two other adaptations have been made to the design of the CCTE since it was first launched including (1) addition of a biannual top up and (2) expansion of the programme to also benefit Syrian children enrolled in non-formal education (ALP). Beneficiaries receive 100 TL at the beginning of each semester to help families meet additional expenses associated with the beginning of the school term. As of September 2019, motivational top-ups have been introduced to encourage school completion, whereby beneficiary children in Grades 5 to 8 receive an additional top-up of 100 TL at the beginning of the term and beneficiary children in Grades 9 to 12 (as well as ALP) receive an additional top-up of 150 TL at the beginning of the term. Students in ALP receive a monthly amount of 60 TL regardless of gender for each month they regularly attend classes.⁴⁷

The CCTE for Syrians and Other Refugees works in tandem with subsidized school transportation and other services provided to refugee households and children to help them

Key stakeholders and roles

UNICEF: Commissioned and coordinated evaluation. Shared relevant reports and programme documents with Evaluation Team. Managed communications between Evaluation Team and Evaluation Reference Group (ERG) members. Selected staff participated in KIIs.

MoFLSS: Shared data with Evaluation Team, as needed. Staff participated in KIIs.

MoNE: Shared data with Evaluation Team, as needed. Staff participated in KIIs.

TRCS: Shared relevant reports and programme documents, supported recruitment of participants for FGDs. Staff participated in KIIs.

DG-ECHO: Staff participated in KIIs.

⁴⁵ Purnell, S., and A. Kengkunchorn, Taking learning further: A research paper on refugee access to higher education, ZOA Refugee Care Thailand, Thailand, 2008.

⁴⁶ United Nations Children's Fund, CCTE Factsheet April 2020.

⁴⁷ Conditional Cash Transfer for Education Factsheet, 2019.

overcome poverty and barriers to school access.⁴⁸ For example, approximately 83 per cent of CCTE beneficiaries also benefit from the ESSN.⁴⁹ In alignment with the national CCTE, and recognizing gender disparities in school enrolment and attendance, the CCTE for Syrians and Other Refugees provides larger cash incentives to households with daughters of school age, particularly those enrolled in secondary school.⁵⁰ The programme also focuses on other aspects of refugees' lives, including social protection and child protection, and is presented as a promising approach to improving education and child protection outcomes.⁵¹ This evaluation assesses the extent to which the CCTE for Syrians and Other Refugees has achieved its objectives efficiently to date and will inform planning for scaling and sustainability.

2.3. Theory of change

Policy-relevant research and evaluation should be based on a ToC that outlines the causal chain among activities, inputs, outputs, outcomes and impacts, as well as the underlying assumptions.⁵² To inform the design and implementation of this evaluation, the AIR team used the ideal ToC for improving school attendance among refugee children, developed by UNICEF Turkey (see Figure 1).

The guiding theory that underpins the CCTE for Syrians and Other Refugees suggests that reducing demand-side barriers that limit access to education for refugee children will increase school attendance among this population. Situating the CCTE for Syrians and Other Refugees within the broader social protection strategy for refugees in Turkey also enables the programme and UNICEF to benefit from synergies between programmes by targeting support to different but essential needs of the refugee population. For example, the ESSN programme focuses on providing support to cover refugee households' basic needs, such as food and rent, without which the success of the CCTE for Syrians and Other Refugees would be limited.

The cash component of the CCTE for Syrians and Other Refugees provides a monetary incentive or supplemental income for families to send their children to school regularly. The child protection component of the programme complements the cash transfer through routine team visits to the households of the most vulnerable and at-risk children to help overcome non-financial barriers to school attendance and to recommend support services to reduce the risk of child protection violations and support families in accessing those services. The combination of these two key programme components should complement other interventions to bring about increases in formal schooling for refugee children and particularly their regular attendance at school.

A number of key assumptions underlie this ToC and the link between components of the CCTE for Syrians and Other Refugees and increases in educational access for refugee children. First, the success of the CCTE for Syrians and Other Refugees depends on consistency in the government of Turkey's support for the refugee population. This support is imperative, not only for the continuation of the cash transfer programme, but also for the continued integration of refugee children into the formal education system. Continuous support from donors is also necessary to ensure the longevity of the CCTE for Syrians and Other Refugees. Even if the

⁴⁸ Regional, Refugee & Resilience Plan (3RP), 3RP country chapter, Turkey 2019/2020, 2019.

⁴⁹ Conditional Cash Transfer for Education Factsheet, 2019.

⁵⁰ Regional, Refugee & Resilience Plan (3RP), 3RP country chapter, Turkey 2019/2020, 2019.

⁵¹ Ibid.

⁵² White, H., 'Theory-based impact evaluation: Principles and practice', *Journal of Development Effectiveness*, 1(3), 2009, pp. 271–284.

programme receives support from both the government and donors, the education and child protection sectors must be able to meet increasing demand from the supply side.

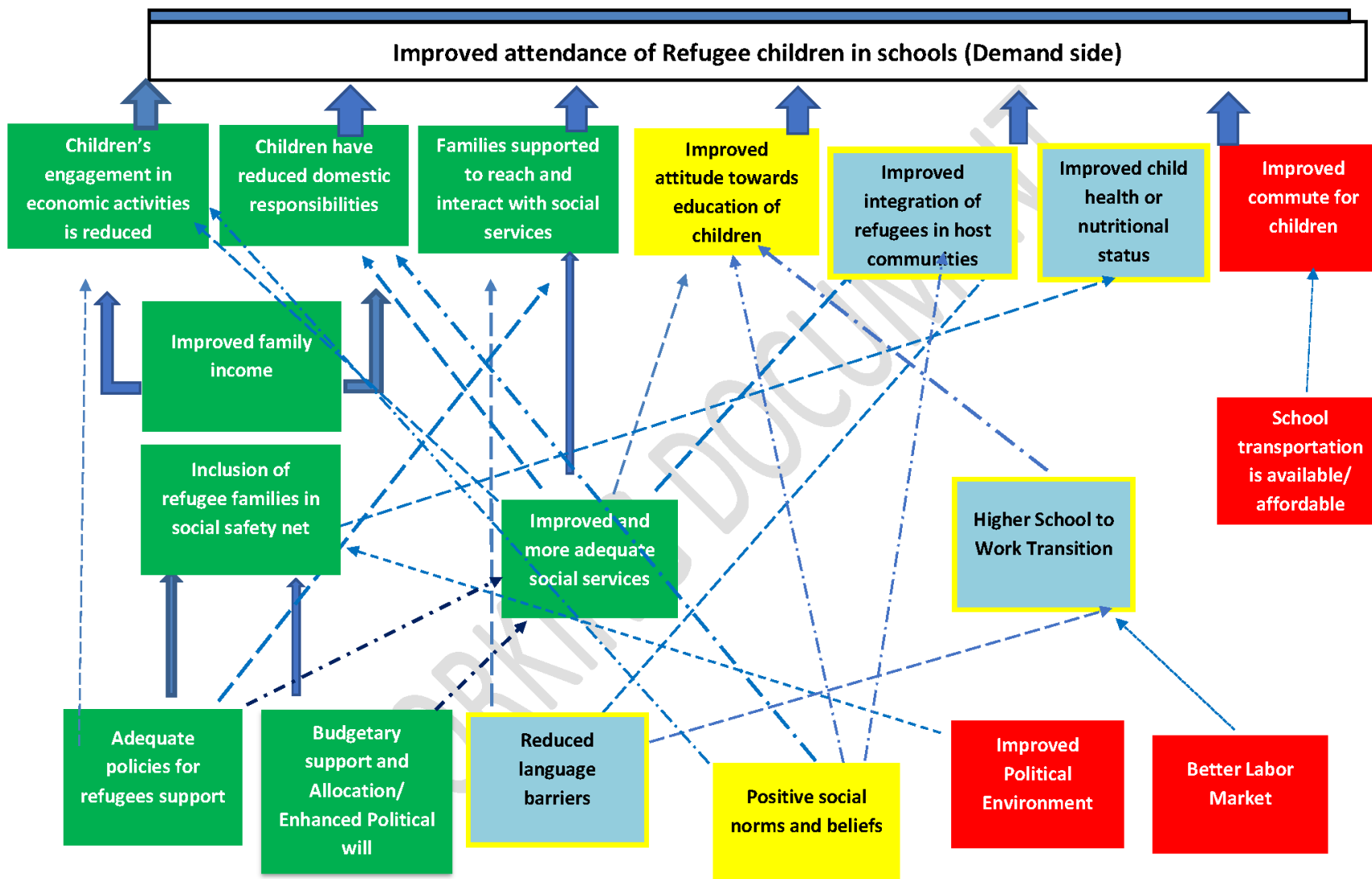
The strength of the effect of the CCTE for Syrians and Other Refugees on children's attendance is also likely to be moderated by factors such as the age of the child, children's Turkish language skills (the language of instruction in the Turkish education system), the demographic composition of their household, and their health.

Based on the ToC and the description of the CCTE for Syrians and Other Refugees, we designed a thorough mixed-methods research approach to track progress on key indicators and measure programme outputs and outcomes. The four main outcome indicators of the CCTE for Syrians and Other Refugees are listed below:

1. Proportion of CCTE beneficiary children at the beginning of the school year who are still enrolled in school at the end of the school year;
2. Number of CCTE beneficiary children newly enrolled in school;
3. Proportion of CCTE beneficiary children regularly attending school; and
4. Proportion of CCTE beneficiary children whose CCTE payments are stopped, to whom CCTE payments are resumed.

The scope of this evaluation was to assess the programme's performance on the third indicator (proportion of CCTE beneficiary children regularly attending school) as well as certain elements of the other three indicators and the synergies and complementarities in programming for refugee students. We also explore the demand-side barriers to education for Syrian families living in Turkey, and the extent to which both the cash and child protection components of the CCTE for Syrians and Other Refugees help families overcome these barriers. The next section describes our methodological approach in detail.

Figure 1. Theory of change for improving school attendance among refugee children



3. Evaluation purpose, objectives and scope

3.1. Evaluation purpose

This evaluation serves two primary purposes. First, the evaluation supports accountability and learning and will be used by various stakeholders including UNICEF, donors, development partners, the international and national community, and beneficiaries. Second, the evaluation supports the learning and documentation needs of national actors and the international community. At the national level, the results of the evaluation can inform the implementation of the CCTE for Syrians and Other Refugees moving forward and encourage policy dialogue to strengthen social protection and child protection programmes in Turkey. At the international level, the CCTE can be used as an example for other programmes due to its innovative approach of leveraging existing national systems to respond to a humanitarian crisis and the linkage of child protection services to a cash transfer. From this perspective, the intended users include the MoFLSS, MoNE, TRCS, UNICEF Turkey Country Office, UNICEF Regional Offices for Europe and Central Asia (ECA) and the Middle East and North Africa (MENA), UNICEF Headquarters, other UNICEF staff, as well as other global UN or non-UN humanitarian and development actors.

3.2. Evaluation objectives

The main objectives of this evaluation were to

- Assess the relevance, efficiency, effectiveness, coherence and coordination, and sustainability of the CCTE for Syrians and Other Refugees (cash and child protection components) and its alignment to the HRBA, including from the equity and gender perspectives; and
- Identify and document potential innovations, lessons learned and innovative approaches to cash and child protection components.

3.3. Scope of the evaluation

The evaluation assessed the CCTE programme for refugee children, including both its cash and child protection components. We relied on three methods for this evaluation: desk review, primary qualitative data collection and analysis of extant data. We collected primary qualitative data in Istanbul, Ankara and Sanliurfa, which provided good variation in terms of geography, demographics, coverage in previous research studies and socioeconomic conditions. Although the TOR recommended sampling of provinces where both components are implemented as well as provinces where only the cash component is implemented, we instead conducted separate FGDs in each data collection site with participants who only received the cash component and participants who received both the cash and child protection components. This will allow us to compare parents' experiences based on their exposure to the components of the CCTE.

We also analysed available extant data on school attendance and child protection spanning two full school years: 2017/18 and 2018/19. However, the lack of direct access and limited sharing of the Ministry database and TRCS database means that mostly relied on programme administrative data sets specifically TPM and UNICEF controlled administrative data. These data provide evidence on changes in beneficiaries' school attendance, time use, risk factors and access to services over

time; and parents' perceptions of the operational performance of the CCTE for Syrians and Other Refugees. We also have data on child protection visits, classification and interventions. We used this information to assess changes in key outcomes over time within the beneficiary communities. However, due to the lack of a reliable control or comparison group, we are unable to assess the causal linkages between the activities and outcomes of the CCTE for Syrians and Other Refugees.

4. Research design

In this section, we introduce the evaluation questions that underpinned the evaluation, present the evaluation matrices and then present the research methodologies we employed to answer the evaluation questions.

4.1. Evaluation questions

The evaluation team conducted a formative evaluation of the CCTE for Syrians and Other Refugees to identify key lessons learned and opportunities for improvement. The evaluation questions (EQs) are categorized into six primary themes: (1) relevance of the programme, (2) effectiveness of the programme, (3) efficiency of programme implementation, (4) sustainability of the programme, (5) coherence and coordination of the programme with national and international strategies and (6) application of the HRBA in the design and implementation of the programme. We discuss the EQs for each theme in more detail below.

Relevance. Investigating the relevance of the CCTE for Syrians and Other Refugees required us to assess the extent to which the programme incorporates the needs of refugee children in Turkey and to analyse whether the programme's objectives and strategies were formulated in a realistic and culturally appropriate way. The EQs under this theme test the ToC assumptions about programme inputs, such as alignment with the Government of Turkey's and UNICEF Turkey's country strategies. Table 1 presents the evaluation matrix for assessing the relevance of the CCTE for Syrians and Other Refugees.

Table 1. Evaluation matrix for programme relevance

Evaluation Question	Indicator(s)	Data Source(s)
Given the programme environment, to what extent does the design of the CCTE for Syrians and Other Refugees take into consideration the best interests of the child (especially key elements such as extension of an existing national programme, conditionality, transfer amount and inclusion of the child protection component)? How did the programme evolve over time and adapt to the evolving needs of refugee girls and boys?	<ul style="list-style-type: none"> • Extent to which the cash transfer leads to greater ability to cover educational costs (as perceived by CCTE beneficiary households) • Existence of non-financial barriers to school enrolment and attendance for Syrian refugee boys and girls • Alignment of the child protection component with the needs of Syrian refugee children, as identified through a needs assessment (in other words, does the child protection component effectively identify and enable a response to the needs of refugee children?) • Documented changes/adaptations to the programme in response to emerging needs 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • KIIs with key stakeholders • FGDs with parents of programme beneficiaries • FGDs with parents of nonbeneficiaries <p>Document review:</p> <ul style="list-style-type: none"> • Feasibility study • Programme M&E reports
To what extent is the CCTE (both the cash and child protection components) relevant to the needs of refugee girls and boys in Turkey?	<ul style="list-style-type: none"> • Extent to which the cash transfer leads to greater ability to cover educational costs (as perceived by CCTE beneficiary households) • Alignment of the child protection component with the needs of Syrian refugee children, as identified through a needs assessment (in other words, does the child protection component effectively identify and enable a response to the needs of refugee children?) • Alignment of CCTE with perceived greatest needs of refugee households (i.e., are attendance and continuity at school top priorities for beneficiary households?) 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • KIIs with key stakeholders • FGDs with parents of programme beneficiaries <p>Extant data analysis:</p> <ul style="list-style-type: none"> • TPM • Programme administrative data controlled by UNICEF <p>Document review:</p> <ul style="list-style-type: none"> • Programme documents • Thematic studies
To what extent is the CCTE (both the cash and child protection components) relevant to the achievement of the objectives of the 3RP and the Turkey–UNICEF Country Programme 2016–2020?	<ul style="list-style-type: none"> • Alignment of the expected outcomes of the CCTE for Syrians and Other Refugees with larger 3RP and Turkey–UNICEF Country Programme 2016–2020 objectives • Implementer and beneficiary perceptions of the extent to which the programme’s expected outcomes have been achieved 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • KIIs with key stakeholders • FGDs with parents of programme beneficiaries <p>Extant data analysis:</p> <ul style="list-style-type: none"> • TPM <p>Document review:</p> <ul style="list-style-type: none"> • 3RP • Turkey–UNICEF Country Programme 2016–2020

Note. 3RP = Regional, Refugee and Resilience Plan; CCTE = Conditional Cash Transfer for Education; FGDs = focus group discussions; KIIs = key informant interviews; TPM = third-party monitoring.

Effectiveness. Analysing effectiveness required us to evaluate the extent to which programme inputs and activities led to expected outcomes, such as improved attendance. The effectiveness of the two main components of the CCTE for Syrians and Other Refugees (the cash component and the child protection component) were measured based on the extent to which each component achieved its objectives. Table 2 presents the evaluation matrix for assessing the effectiveness of the CCTE programme.

Table 2. Evaluation matrix for programme effectiveness

Evaluation Question	Indicator(s)	Data Source(s)
<p>To what extent has the CCTE for Syrians and Other Refugees achieved the expected outcome and output results to date?</p> <ul style="list-style-type: none"> • School attendance among beneficiary girls and boys • School enrolment of previously out-of-school boys and girls • Attitudes about children’s schooling • Integration of refugees into the national social assistance programme • Well-being of beneficiary girls and boys • Access to social services • Information sharing 	<ul style="list-style-type: none"> • School attendance rate for Syrian refugee children receiving the programme (overall and by gender) • Perceived changes in school attendance (according to beneficiary parents and key informants) • Perceived changes in beneficiary parents’ perceptions of children’s schooling and its importance • Proportion of children engaged in paid labour • Proportion of children engaged in domestic labour • Perceived changes in access to national social assistance programmes according to CCTE beneficiary households • Perceived changes in the well-being of beneficiary girls and boys • Perceived changes in access to social services • Perceived changes in information sharing (information about social assistance services available to refugee families) • Proportion of beneficiary households that understand the eligibility criteria and transfer conditions for the CCTE for Syrians and Other Refugees 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • KIIs with key stakeholders • FGDs with parents of programme beneficiaries <p>Extant data analysis:</p> <ul style="list-style-type: none"> • TPM • UNICEF Programme Administrative data on payments and rejections <p>Document review:</p> <ul style="list-style-type: none"> • Monitoring reports • Thematic studies
<p>To what extent has the child protection component and the CCTE communication activities contributed to informing beneficiaries on the programme and ensuring continued access to the scheme?</p>	<ul style="list-style-type: none"> • Perceived changes in access to social services (according to beneficiaries) • Perceived changes (according to beneficiaries) in information sharing and access to information (information about social assistance services available to refugee families) • Proportion of beneficiary households that understand the eligibility criteria and transfer conditions for the CCTE for Syrians and Other Refugees 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • KIIs with key stakeholders • FGDs with parents of programme beneficiaries <p>Extant data analysis:</p> <ul style="list-style-type: none"> • TPM
<p>What is the added value of the child protection component, as a complement to the cash component?</p>	<ul style="list-style-type: none"> • Perceived effectiveness (according to beneficiaries, implementers, and other stakeholders) of the child protection component in terms of addressing non-financial barriers to school attendance and 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • KIIs with key stakeholders • FGDs with parents of programme beneficiaries

Evaluation Question	Indicator(s)	Data Source(s)
	<p>(separately) in terms of addressing child protection concerns</p> <ul style="list-style-type: none"> • Proportion of CCTE/child protection beneficiaries referred to follow-up services and support and (separately) for services to ensure their basic child rights • Proportion of CCTE/child protection beneficiaries for whom a child protection risk was identified referred to follow-up services and support 	<p>Extant data analysis:</p> <ul style="list-style-type: none"> • TPM • TRCS databases • UNICEF programme administrative database on payment and rejection <p>Document review:</p> <ul style="list-style-type: none"> • Child protection case studies • Thematic studies
<p>Are there any good practices/innovations emerging from the CCTE for Syrians and Other Refugees that could be relevant in other contexts? Which ones?</p>	<ul style="list-style-type: none"> • Lessons learned from integrating the CCTE for Syrians and Other Refugees into the existing national CCTE programme • Adaptations made to improve the relevance or effectiveness of the CCTE for Syrians and Other Refugees 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • KIIs with key stakeholders • FGDs with parents of programme beneficiaries <p>Extant data analysis:</p> <ul style="list-style-type: none"> • TPM <p>Document review:</p> <ul style="list-style-type: none"> • Thematic studies • CCTE child protection case studies • Meeting minutes from policy discussions around child protection
<p>To what extent has the CCTE for Syrians and Other Refugees led to unintended effects (positive or negative)?</p>	<ul style="list-style-type: none"> • Unintended effects reported by beneficiaries 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • FGDs with parents of programme beneficiaries • FGDs with parents of nonbeneficiaries <p>Extant data analysis:</p> <ul style="list-style-type: none"> • TPM <p>Document review:</p> <ul style="list-style-type: none"> • Thematic studies • CCTE child protection case studies • Meeting minutes from policy discussions around child protection
<p>To what extent is the complaint mechanism within the CCTE for Syrians and Other Refugees effective in addressing the issues brought to its attention?</p>	<ul style="list-style-type: none"> • Level of client (beneficiary) satisfaction with complaint resolution • Closure of complaints received through TRC 168 (as reported by programme implementers during KIIs) 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • FGDs with parents of programme beneficiaries <p>Extant data analysis:</p> <ul style="list-style-type: none"> • TPM <p>Document review:</p> <ul style="list-style-type: none"> • Thematic studies • CCTE child protection case studies

Note. CCTE = Conditional Cash Transfer for Education; FGDs = focus group discussions; KIIs = key informant interviews; TPM = third-party monitoring; TRCS = Turkish Red Crescent Society.

Efficiency. Analysing the efficiency of programme implementation required us to assess the conditions for delivering the components of the CCTE for Syrians and Other Refugees. We assessed the timeliness and accuracy of delivering cash and child protection services; overlaps with national social assistance programmes; overlaps with other assistance programmes for refugees, such as the ESSN; collaborations with partners; and the main barriers to programme implementation. Table 3 presents the evaluation matrix for assessing the efficiency of the CCTE for Syrians and Other Refugees.

Sustainability. Analysing the sustainability of the CCTE for Syrians and Other Refugees required us to assess the delivery of inputs and programme activities, as well the linkage between activities and desired outputs, in order to determine the extent to which programme benefits are likely to be sustained and replicated. We drew lessons from other components of the study (e.g., relevance, coherence and coordination, efficiency, and effectiveness) to assess whether the programme aligns with other social protection and assistance programmes in a way that increases the likelihood that programme benefits will be sustained in the future. Table 4 presents the evaluation matrix for assessing the sustainability of the CCTE for Syrians and Other Refugees.

Table 3. Evaluation matrix for programme efficiency

Evaluation Question	Indicator(s)	Data Source(s)
<p>To what extent does the CCTE for Syrians and Other Refugees use resources efficiently (human and financial resources, expertise, mechanisms, information management systems)? To what extent does the fact that the CCTE for Syrians and Other Refugees is an extension of an existing national programme have implications for the efficient use of resources for results at scale? To what extent does the linkage between the CCTE for Syrians and Other Refugees and the ESSN have implications for the use of resources for results at scale?</p>	<ul style="list-style-type: none"> • Number and type of resources used to deliver the cash and child protection components • Existence and strength of synergies between the CCTE for Syrians and Other Refugees and the national CCTE programme (for example, relying on shared infrastructure/systems, information sharing platforms, etc.) • Existence and strength of collaboration and communication between CCTE stakeholders • Level of MoFLSS access to relevant external databases⁵³ to generate payment and rejection files • Timeliness of updates to student attendance data (in YOBIS and e-Okul) Timeliness of paused payments following > 80% absences in a given month • Proportion of households receiving on-time transfer payments • Proportion of households receiving correct transfer payment amounts • Timeliness of child protection visits following paused payments • Extent to which appropriate types and numbers of staff support the CCTE at each level • Extent to which resources (financial, information and otherwise) are distributed smoothly and promptly 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • KIIs with key stakeholders • FGDs with parents of beneficiaries <p>Extant data analysis:</p> <ul style="list-style-type: none"> • TPM • UNICEF programme administrative data on payments <p>Document review:</p> <ul style="list-style-type: none"> • Costing and financing study on the extension of the CCTE programme to refugee children

⁵³ YOBIS, e-Okul, social security and ESSN databases.

Evaluation Question	Indicator(s)	Data Source(s)
To what extent is the child protection component efficient in reaching and addressing the needs of vulnerable boys and girls?	<ul style="list-style-type: none"> • Extent to which outreach visits are conducted in a timely manner (following paused payments) and in a way that maximises resources (transportation, personnel, etc.) • Extent to which appropriate types and numbers of staff support the child protection component at each level • Perceived usefulness (according to beneficiary households) of the child protection component • Alignment of the child protection component with children’s needs • Proportion of CCTE/child protection beneficiary children identified as medium- or high-risk for child protection violations • Extent to which CCTE programme mechanisms enable identification of children most at-risk of child protection violations 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • FGDs with parents of programme beneficiaries • KIIs with key stakeholders <p>Extant data analysis:</p> <ul style="list-style-type: none"> • TPM • TRCS databases <p>Document review:</p> <ul style="list-style-type: none"> • CCTE child protection case studies • Thematic studies • Costing and financing study on the extension of the CCTE programme to refugee children
To what extent is the complaint mechanism of the CCTE for Syrians and Other Refugees efficient in addressing the issues brought to its attention in a timely manner?	<ul style="list-style-type: none"> • Beneficiaries’ and programme implementers’ reported length of time to resolve complaints • Types of resources used to resolve complaints • Perceived efficiency of the complaint mechanism (according to beneficiaries and programme implementers) • Beneficiaries’ satisfaction with the complaint mechanism 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • FGDs with parents of programme beneficiaries • KIIs with key stakeholders <p>Extant data analysis:</p> <p>Document review:</p> <ul style="list-style-type: none"> • Thematic studies

Note. CCTE = Conditional Cash Transfer for Education; FGDs = focus group discussions; KIIs = key informant interviews; TPM = third-party monitoring.

Table 4. Evaluation matrix for programme sustainability

Evaluation Question	Indicator(s)	Data Source(s)
To what extent is the CCTE for Syrians and Other Refugees (both the cash and child protection components) sustainable from a financial and institutional perspective?	<ul style="list-style-type: none"> • Extent to which the CCTE for Syrians and Other Refugees shares resources (personnel, infrastructure, systems, information platforms, etc.) with the national CCTE programme • Existence of a multiyear financial plan to continue funding the CCTE for Syrians and Other Refugees 	<p>Primary data collection:</p> <ul style="list-style-type: none"> • KIIs with key stakeholders <p>Document review:</p> <ul style="list-style-type: none"> • National CCTE programme documentation

Note. CCTE = Conditional Cash Transfer for Education; KIIs = key informant interviews.

Coherence and coordination. Analysing coherence required us to determine the extent to which the CCTE for Syrians and Other Refugees is consistent with other national and international programmes, strategies and commitments. We also assessed whether and how the CCTE for Syrians and Other Refugees coordinates with other interventions to limit duplication of efforts, drawing lessons from our analysis of the programme’s relevance and efficiency. Table 5 presents the evaluation matrix for assessing the coherence and coordination of the CCTE for Syrians and Other Refugees.

Table 5. Evaluation matrix for programme coherence and coordination

Evaluation Question	Indicator(s)	Data Source(s)
To what extent does the CCTE for Syrians and Other Refugees (both the cash and the child protection components) align with the Turkey–UNICEF 2016–2020 Country Programme, the SDGs, the 3RP, and UNICEF’s Strategic Plan 2018–2022 and the Core Commitments for Children in Humanitarian Action?	<ul style="list-style-type: none"> • Alignment of expected outcomes from the CCTE for Syrians and Other Refugees with larger 3RP, SDG, UNICEF Strategic Plan 2018–2022, and Turkey–UNICEF Country Programme 2016–2020 objectives • Existence and strength of linkages to other programmes, including the ESSN, the national CCTE programme, the ALP and other social protection programmes • Alignment with PIKTES objectives 	Document review: <ul style="list-style-type: none"> • Turkey–UNICEF 2016–2020 Country Programme • UNICEF Strategic Plan 2018–2022 • SDGs • 3RP • Relevant meeting minutes (ESSN coordination, CCTE, 3RP sector group) • Core Commitments for Children in Humanitarian Action Primary data collection: <ul style="list-style-type: none"> • KIIs with key stakeholders
To what extent is the CCTE for Syrians and Other Refugees linked to interventions by national and international partners to facilitate synergies, avoid overlaps and ensure an integrated approach to meeting the needs of refugee girls and boys, especially in terms of regular attendance at school?	<ul style="list-style-type: none"> • Existence and strength of linkages to other programmes, including the ESSN, the national CCTE programme, the ALP, PIKTES and other social protection programmes • Beneficiary perceptions of harmonization between the CCTE for Syrians and Other Refugees and other programmes • Stakeholder perceptions of harmonization between the CCTE for Syrians and Other Refugees and other programmes (as measured by coordination efforts, meetings and exchanges between programmes, shared resources, etc.) 	Primary data collection: <ul style="list-style-type: none"> • KIIs with key stakeholders • FGDs with parents of programme beneficiaries

Note. 3RP = Regional, Refugee and Resilience Plan; CCTE = Conditional Cash Transfer for Education; ESSN = Emergency Social Safety Net; FGDs = focus group discussions; KIIs = key informant interviews; SDGs = Sustainable Development Goals.

Application of the HRBA. Analysing the application of the HRBA required us to assess the extent to which the CCTE for Syrians and Other Refugees was designed and implemented with a focus on the rights and voices of the marginalized. To address the application of the HRBA, we examined the participation of women, children and adolescents; the extent to which inequalities have been considered (e.g., the extent to which gender equality is considered in the allocation of resources); and the level of effort made to strengthen support for and a commitment to humanitarian action. Table 6 presents the evaluation matrix for assessing the application of the HRBA to the CCTE for Syrians and Other Refugees.

Table 6. Evaluation matrix for the application of a human rights-based approach

Evaluation Question	Indicator(s)	Data Source(s)
To what extent has the HRBA (and, in this framework, the equity focus and gender mainstreaming) been applied in the CCTE for Syrians and Other Refugees?	<ul style="list-style-type: none"> • Extent to which inequalities were considered in programme design and resource allocation • Extent to which the participation of women, children, adolescents and affected populations is encouraged in the CCTE program • Extent to which women’s and children’s rights and voices are prioritized in the design, delivery and M&E of the program • Efforts made to strengthen state, nongovernmental and community organizations to support humanitarian action 	Document review: <ul style="list-style-type: none"> • HRBA • Programme documents • Thematic studies • Meeting minutes from discussions of programmatic adjustments/policy changes Primary data collection: <ul style="list-style-type: none"> • KIIs with key stakeholders • FGDs with parents of programme beneficiaries Extant data analysis: <ul style="list-style-type: none"> • TPM

Note. CCTE = Conditional Cash Transfer for Education; FGDs = focus group discussions; HRBA = Human Rights-Based Approach; KIIs = key informant interviews; TPM = third-party monitoring.

4.2. Evaluation methodology

The desk review and secondary data analysis leveraged existing data sources such as programme and strategy documents, TPM data and the TRCS child protection database to provide insights into (1) the development of the CCTE for Syrians and Other Refugees, (2) where the programme fits within the broader country plan for both UNICEF and relevant government ministries in Turkey and (3) the characteristics and attitudes of beneficiary households. We triangulated findings from the desk review, primary qualitative data collection and analysis of existing quantitative data to address the EQs using a holistic approach.

4.2.1. Desk review

The primary aim of the desk review was to address the EQs pertaining to the relevance, coherence and coordination, and application of the HRBA to the CCTE for Syrians and Other Refugees. Researchers reviewed programme and strategy documents, as well as existing reports and studies, to synthesize the evidence on the alignment of the CCTE for Syrians and Other Refugees with national and international strategy documents and with the needs of the target beneficiaries.

Programme and strategy documents. Prior to primary data collection, the evaluation team reviewed key programme and strategy documents to investigate the alignment of the CCTE for Syrians and Other Refugees with broader UNICEF goals, as outlined in the 2016–2020 Country Programme and the 2018–2022 Strategic Plan. The desk review also explored the CCTE for Syrians and Other Refugees’ alignment with the key humanitarian objectives presented in the 3RP, the SDGs and the Core Commitments for Children in Humanitarian Action. Through the desk review, we explored synergies between the CCTE for Syrians and Other Refugees and other programmes, alignment of the objectives of the CCTE for Syrians and Other Refugees with broader country-specific and humanitarian goals, and integration of the CCTE for Syrians and Other Refugees into the national CCTE programme.

Review of existing reports. In addition to reviewing programmatic and strategy documents, we reviewed existing reports such as the case studies of the child protection component, monitoring reports and reports from TPM and programme-related analyses facilitated by UNICEF. Through a careful review of existing reports, we collated existing evidence related to the EQs, so that primary data collection built upon the existing evidence base and filled knowledge gaps rather than duplicating earlier efforts.

4.2.2. Primary qualitative data collection

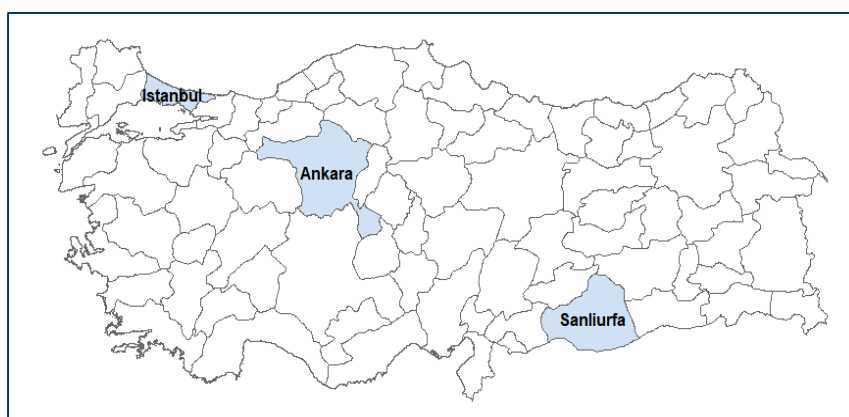
We collected primary qualitative data in the form of stakeholder interviews, focus groups with parents of CCTE beneficiaries and parents of nonbeneficiaries⁵⁴ in three provinces between February and April 2020.

4.3. Province selection and sampling approach

We collected qualitative data in Ankara, Istanbul and Sanliurfa (Figure 2). The field mission sites

of Ankara, Istanbul and Sanliurfa provided us with good variation in terms of geography, demographics, coverage in previous research studies and socioeconomic conditions. Given that the socioeconomic conditions of refugees differ in Istanbul, Ankara and the south-eastern provinces, the proposed sample also

Figure 2. Data collection sites



allowed us to investigate how these differences influence parent and implementer experiences with the CCTE for Syrians and Other Refugees. We elected to focus specifically on Syrian households' experiences with the CCTE because they make up the vast majority of CCTE beneficiaries, and we were limited by budgetary and linguistic constraints (i.e., we could not convene a single focus group with speakers of Arabic, Farsi and Pashto). That said, during KIIs with programme implementers and stakeholders, we explored perceptions of how CCTE experiences differ for parents of other nationalities. Annex B provides further information on our rationale for selecting these three locations for qualitative field work.

4.4. Data collection methods

Key informant interviews. We conducted 36 KIIs with 73 stakeholders⁵⁵ involved in the design and delivery of the CCTE for Syrians and Other Refugees. KIIs explored issues of programme *relevance, efficiency, effectiveness, coherence and coordination, and sustainability*, as well as the application of the *HRBA* in programme design and implementation. Not all KIIs covered all these topics; the evaluation team carefully developed 15 individualized KII protocols based on the initial desk review for each type of respondent. Individualized KII protocols ensured that respondents were asked about the topics they are most knowledgeable about and that topics were

⁵⁴ Parents of nonbeneficiaries were interviewed in Ankara and Sanliurfa only due to resource limitations.

⁵⁵ Some KIIs were group interviews.

explored in sufficient detail during each interview. The evaluation matrices in the previous section provide more detailed information about the thematic areas and qualitative indicators we investigated through KIIs. Annex C includes the full list of key informants by location.

Actor mapping during key informant interviews. We incorporated a participatory approach known as actor mapping into selected KIIs with TRCS staff. Actor mapping allowed us to identify and examine the roles and relationships between key actors involved in implementing or overseeing the CCTE for Syrians and Other Refugees and provided valuable data on programme *coherence and coordination*, as well as potential facilitators and inhibitors of *sustainability*. Gopal and Clarke define actor maps as “visual depiction[s] of key organizations and/or individuals that make up and/or influence a system, as well as their relationships to a given issue and to one another.”⁵⁶ This interactive exercise begins with respondents populating a blank document with relevant actors and organizations related to a predefined topic. Once this task is complete, respondents are asked a series of follow-up questions related to the relative influence of these actors and the connections between them to gain deeper insights into exactly how these actors influence the broader policy or programme under investigation.⁵⁷

Focus group discussions with parents of programme beneficiaries and nonbeneficiaries. We conducted 14 FGDs in Ankara, Istanbul and Sanliurfa with parents of beneficiaries of the CCTE for Syrians and Other Refugees as well as parents of nonbeneficiaries.⁵⁸ FGDs with parents of beneficiaries focused on issues of *programme relevance, effectiveness and efficiency*, investigating the perceived effects of the cash and child protection components; the operational performance of the programme from the perspective of beneficiaries (e.g., are they getting paid on time and in full? Is information about the programme conveyed clearly?); unintended consequences of participating in the programme; non-financial barriers to children’s attendance at school; and other topics, as listed in the evaluation matrices. FGDs with parents of nonbeneficiaries investigated outside perspectives of the programme from potentially eligible individuals. For example, we investigated through nonbeneficiary FGDs why these individuals did or did not apply to the programme, whether they understand the eligibility criteria and whether the programme has led to any changes in the dynamics between refugees and host communities. We also used FGDs with parents of beneficiaries to conduct an in-depth exploration of the *experiences of women and children* and triangulate our findings on the application of the HRBA in the design and implementation of the CCTE for Syrians and Other Refugees. The focus group format allowed the team to understand the experiences of a greater number of beneficiary parents in a short period of time and in a group environment with parents and their peers where we could observe interactions among participants.

The evaluation team’s target group expert a Syrian national, facilitated all focus groups in Arabic. Although the TOR recommended sampling provinces where both components are implemented and provinces where only the cash component is implemented, we instead conducted separate FGDs in each data collection site with participants who only received the cash component and participants who received both the cash and child protection components. This allowed us to compare the experiences of parents of beneficiaries based on their exposure to each component of the CCTE. Additionally, we compared the experiences of beneficiary

⁵⁶ Gopal S., and T. Clarke, Guide to actor mapping, FSG, Washington, n.d., pp. 1.

⁵⁷ Gopal S., and T. Clarke, System mapping: A guide to developing actor maps, FSG, Washington, 2015.

⁵⁸ Parents of nonbeneficiaries were interviewed in Ankara and Sanliurfa only due to resource limitations.

households living in Istanbul with the experiences of beneficiary households living in the southeast, where socioeconomic conditions differ significantly. To ensure cultural sensitivity and the comfort of FGD respondents, we convened separate FGDs for women and men.

Within each of the provinces, we worked closely with TRCS to select schools from which to sample parents for the FGDs. We ensured a mix of primary and secondary schools within each province, enabling us to capture differences in programme implementation across grade-level and schools. For FGDs with parents of nonbeneficiaries, we worked with TRCS to recruit a mix of individuals who applied for the CCTE programme but were rejected in addition to those who never applied but benefit from ESSN. Annex D shows the number of FGDs by location. Annex E includes all of the qualitative data collection instruments.

Recording, transcription and translation. The research team digitally recorded all interviews and focus groups during which we received permission from the respondent(s) to record. Interviews and focus groups conducted in Arabic or Turkish were transcribed in English prior to analysis in NVivo. The evaluation team carefully reviewed all transcripts to ensure completeness and clarity of English translations. As needed, the research team consulted the audio recordings to verify content.

4.5. Qualitative analysis

All data from KIIs and FGDs were coded and analysed using the NVivo qualitative software program. The evaluation team created a preliminary coding structure based on the EQs, interview and focus group protocols and memos of ideas that emerge during data collection. This coding outline was used to organize and subsequently analyse the information gathered through KIIs and FGDs. After inputting the raw data into NVivo, two coders selected a sample of interviews to double code to ensure interrater reliability. The team then inputted the data into the thematic structure. During this process of data reduction, researchers characterized the prevalence of responses, examined differences among groups and identified key findings and themes related to the EQs.

4.6. Methodological limitations (qualitative)

The qualitative component of this study has two primary methodological limitations: the first is our inability to make causal claims, and the second is our relatively limited geographic scope. Regarding the former, with qualitative data analysis, we are not able to determine programme impacts and instead report on beneficiary parents and stakeholder perceptions of effectiveness. Despite this limitation, qualitative studies can assist in improved understanding of what works and why it works.⁵⁹ Qualitative data are valuable in examining the dynamics of how an intervention/programme works and potential bottlenecks. Although qualitative indicators may be limited in establishing causal connections, they can improve our understanding of how different stakeholders perceive the benefits or disadvantages of a programme.⁶⁰ In terms of the limitations of our geographic sample, we were limited to visiting three provinces for field work. Twenty provinces have considerable numbers of Syrians living under temporary protection in Turkey, and these provinces have a range of geographic, cultural, geopolitical and socioeconomic characteristics. Although we purposively sampled to achieve variation in our sample, we were not able capture the full range of experiences of Syrian households benefiting from the CCTE in different provinces.

⁵⁹ Bryman, A., *Social Research Methods*, 4th ed., Oxford University Press, New York, 2012.

⁶⁰ Miller, E., and E. Daly, *Understanding and measuring outcomes: the role of qualitative data*, 2013.

4.7. Quantitative approach

Quantitative methods are useful for providing objective measures and statistical analysis of secondary data to help explain trends. As such, quantitative methods are well suited to address the EQs pertaining to the effectiveness and efficiency of the CCTE for Syrians and Other Refugees. These data provide evidence on changes in beneficiaries' school enrolment and attendance, time use, risk factors and access to services over time, as well as parents' perceptions of the operational performance of the CCTE for Syrians and Other Refugees, visits from the child protection team, risk classification of beneficiaries and recommended interventions.

Quantitative data. Although the AIR team leveraged existing data from national monitoring databases, the team mostly used TPM data, TRCS and data from the child protection database. This approach is both cost-effective and efficient as it reduces the need for primary data collection, reduces duplicative efforts and increases the amount of data the AIR team can analyse. Unfortunately, we can only access portions of the Ministry and TRCS databases due to confidentiality, so our analyses mostly focus on TPM data. Table 7 describes the specific existing data sources we used and presents their level of analysis, the frequency of data collection and the entity in charge of the data.

Table 7. Data sources for the CCTE for Syrians and Other Refugees evaluation

Data Source	Level of Analysis	Frequency of Collection	Governing Body
Child protection database	Child level	As needed	TRCS and UNICEF
Payment and attendance files	Child level	Bimonthly	TRCS and UNICEF
TPM data	Household level	May 2018, November 2018, May 2019	UNICEF and Tandans

Note. TPM = Third-party monitoring; TRCS = Turkish Red Crescent Society.

AIR's analysis of TPM, TRCS and UNICEF administrative data focused on information related to school enrolment and attendance, access to and use of child protection services, children's risk factors, access to other social and support services, operational performance of the CCTE for Syrians and Other Refugees and household demographic and background characteristics. We used this information to assess changes in key outcomes over time within the beneficiary communities. At the inception phase of this study stakeholders agreed that due to the lack of a reliable control or comparison group, we are unable to assess the causal linkages between the activities and outcomes of the CCTE for Syrians and Other Refugees. The CCTE encourages regular attendance through a condition that requires missing no more than 4 unexcused days of school per month (80 per cent attendance) in order to receive the transfer. We investigate the effects of this condition for the 2017/18 school year and the 2018/19 school years, looking at differences by gender, age and geography when possible. All analyses use programme data provided by UNICEF.

We describe these changes for all beneficiaries in treated provinces for which we have data. We disaggregated these data by each beneficiary child's gender and region. We also assessed households' perceptions and understanding of the CCTE for Syrians and Other Refugees, including eligibility criteria and conditions. Analyses of these data enabled us to identify any improvements or regressions in programme delivery for both the cash and child protection components. They also

allowed us to delve deeper into understanding programme nuances and beneficiary experiences, enabling us to formulate appropriate and specific lessons learned and to offer recommendations based on high-quality evidence for programme improvements moving forward.

Table 8 includes the proposed indicators for quantitative analysis.

Table 8. Indicators for quantitative analysis

Indicator	Data Source	Description
School enrolment	TPM	<ul style="list-style-type: none"> Proportion of children enrolled in school
School attendance	TPM UNICEF Admin Data	<ul style="list-style-type: none"> Proportion of children attending at least 80% of school days in a month
Knowledge of the CCTE for Syrians and Other Refugees	TPM	<ul style="list-style-type: none"> Proportion of households that correctly name the eligibility criteria Proportion of households that are aware of the CCTE for Syrians and Other Refugees Proportion of households that correctly name the conditions for the cash transfer
Received child protection visit	TRCS, TPM	<ul style="list-style-type: none"> Proportion of at-risk children who received a child protection visit Proportion of households with complete child protection assessment data/forms
Child protection referrals	TRCS, TPM	<ul style="list-style-type: none"> Proportion of at-risk children who were referred to follow-up care

Note. CCTE = Conditional Cash Transfer for Education; TPM = third-party monitoring; TRCS = Turkish Red Crescent Society.

4.8. Methodological limitations (quantitative)

As agreed upon with stakeholders during the inception phase of this study, it was agreed that due to the lack of a reliable control or comparison group, we cannot assess the causal linkages between the activities and outcomes of the CCTE for Syrians and Other Refugees. In other words, we are not able to attribute any observed changes in key outcomes over time to the programme because we have no way of comparing these changes to those observed naturally over time in the absence of the programme. Instead we provide descriptive statistics and disaggregate by gender, age and geography. Another limitation is the limited access to databases about school enrolment, attendance and demographic information for non-beneficiaries or household-level and caregiver information in beneficiary households, due to data protection policies and technical limitations. Therefore, we focused most of our quantitative analyses on TPM data and TRCS data that UNICEF shared.

4.9. Ethical considerations

AIR conducts rigorous ethical reviews through its IRB for all of its own internal research activities and provides this service for a variety of subcontractors and collaborators. AIR's IRB has conducted expedited and full board reviews of research involving human subjects for more than 25 years. AIR is registered with the Office for Human Research Protections as a research institution and conducts research under its own Federalwide Assurance. The AIR IRB follows the standards set forth by the American Evaluation Association's Guiding Principles and the Joint Committee on Standards for Educational Evaluation. Three general principles define these

standards: (1) evaluators will conduct evaluations legally and ethically, taking into account the welfare of those involved in the evaluation, as well as the general public; (2) evaluators will conduct evaluations in a competent and efficient fashion that will lead to reliable and accurate results; and (3) evaluators will design evaluations and report the results in a manner that is useful and appropriate to the intended audience. Clear guidelines exist regarding the expectations with which local data collectors must comply (e.g., how to document informed consent, how to store and restrict access to physical files and electronic data files and how to treat identifiable information).

AIR follows the United Nation's Evaluation Group's (UNEG) Code of Conduct, which requires both a conflict- and gender-sensitive approach to research and adherence to the "do no harm" principle, as well as transparency, confidentiality, accuracy, accountability and reliability, among other key principles. AIR also adheres to UNICEF's Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis. Specifically, with regard to the protection of vulnerable individuals and communities, AIR respects and adheres to the United Nation's Universal Declaration of Human Rights; the UN Convention Relating to the Status of Refugees; the United Nation's Convention on the Rights of the Child; and the United Nation's Convention on the Elimination of All Forms of Discrimination Against Women; as well as other human rights conventions and national legal codes that respect local customs and cultural traditions, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity.

We obtained approval from the AIR IRB and from UNICEF's HML Ethics Review Board prior to data collection. Please see Annex F for the approval letters. The following paragraphs outline how we obtained consent, maintained confidentiality, and ensured data security.

4.9.1. Consent

We informed all participants that the information they shared is confidential. We also informed them that their participation is voluntary and that they could end their participation at any time or skip any questions they did not wish to answer. We discussed the potential risks and benefits associated with participation in the study. This information ensured that participants had sufficient knowledge about the study to make informed decisions regarding participation. We obtained informed consent verbally from each participant after reading the consent form aloud and ensuring that the participant understood. These informed consent procedures comply with UNICEF's and AIR's consent requirements.

4.9.2. Assurances of confidentiality

AIR handles all data in accordance with the procedures and protocols approved by its IRB. Standard practices include digital recording, transcription, and translation where necessary, complete anonymization of data and protection of confidentiality.

The study protected confidentiality using several methods. First, all staff members were trained and certified in the ethical conduct of research. Second, we did not identify any individual by name in this report. We did not share specific information about any individual with anyone outside the research team. After we transcribed the data, we encrypted and password-protect the data files. All AIR computers are encrypted and password protected. The team analysed data collectively so that information from any one participant remained anonymous.

4.9.3. Data protection

AIR has internal processes in place to ensure data security. For example, project directors are required to submit an Information Security Plan through AIR's Data Governance Planning System prior to the commencement of data collection. All data shared with AIR by the child protection expert and target group expert were sent as password-protected files. We stored all data on AIR's secure server. Data will be destroyed after all deliverables are accepted by UNICEF at the end of the project.

5. Evaluation findings

5.1. Relevance

The CCTE for Syrians and Other Refugees has been adapted to better meet the needs of Syrian children, thereby increasing the relevance of the programme. The addition of the child protection component was seen as a mitigation measure for conditionality, which could have otherwise penalized children for their vulnerability. However, the number of beneficiary children who miss the attendance condition and are therefore considered for a child protection visit is far beyond the response capacity of the child protection outreach teams, thus requiring additional criteria to identify the most at-risk children. Respondents believed that the child protection component should prioritize the most at-risk children, but child protection visits should also serve to identify other children who are out of school (as they are potentially even more at risk than any CCTE beneficiary) and help address needs of other household members. Respondents suggested that child protection visits are important both to prevent and respond to risks that children face, as outreach workers encourage children to attend school regularly, facilitate school enrolment for children aged 6 years - the age when they should start school - and children facing enrolment challenges due to various reasons (language barriers, overcrowding, disability, etc) and facilitate access to services to address health, psychosocial and economic needs of the child and their family. It is also generally accepted that all beneficiary children are at some level of risk, thus the child protection services provide a preventative measure for the children they interact with, mitigating many children's situation from getting worse.

The issue of the cash transfer amount—which both parents of beneficiaries and implementers agreed should be increased—has been addressed to some degree through the introduction of motivational top-up payments at the start of each semester and the fact that many CCTE beneficiaries also receive financial support through the ESSN programme. Despite these adaptations, and despite the fact that attending a TPS is officially free of charge, parents of beneficiaries explained that the transfer amount was helpful but not sufficient to cover educational costs such as uniforms, transportation, food, stationery and school fees. Although parents of beneficiaries complained that the amount was small, most still felt that it helped support their children's regular attendance in school.

In order to include more vulnerable children enrolled in non-formal education, the CCTE was extended to benefit students enrolled in the ALP. ALP provides catch up education for adolescents aged 10-18 to help them transition back to formal education. While the extension to ALP represents considerable progress to benefit students not yet enrolled in formal education, several respondents felt that the CCTE is potentially less relevant for adolescents and out-of-school children. Stakeholders mentioned that these children likely require a higher transfer

amount to effectively substitute for the income they can earn from working and may also need other support from social service providers to avoid dropping out of school or to re-enrol in school. The following section provides more details on these findings.

Evaluation Question 1: *Given the programme environment, to what extent does the design of the CCTE for Syrians and Other Refugees take into consideration the best interests of the child (especially key elements such as extension of an existing national programme, conditionality, transfer amount and inclusion of the child protection component)? How did the programme evolve over time and adapt to the evolving needs of refugee girls and boys?⁶¹*

5.1.1. Mitigating the attendance condition

Respondents agreed that adaptations to the CCTE during the design and implementation phases have made the programme more relevant to refugee needs; however, certain aspects including conditionality and the transfer amount are potentially less aligned with the needs of Syrian children. As an extension of the national CCTE, respondents recognized the need to make the CCTE for Syrians and Other Refugees conditional as well. During the design phase, several respondents from UNICEF were uncertain about the implications of applying conditions to a vulnerable population and worried about children’s ability to meet the attendance condition. This concern was also noted in a programme-related analysis conducted by UNICEF which cautioned that enforcing conditions with poor and vulnerable Syrians did not align with their humanitarian needs. For this reason, respondents explained that the child protection component was added to the CCTE for Syrians and Other Refugees to ensure that children who miss the attendance condition were provided with support to encourage regular attendance. A UNICEF staff member explained the link between conditionality and the child protection component: *“As the CCTE is conditional, it is even more important to include a child protection component, to make sure that people don’t miss out on the money because of other reasons that they cannot overcome because of their vulnerability, namely language and not understanding the system.”* Another respondent from UNICEF added that the addition of the child protection component was seen as a mitigation measure for conditionality.

5.1.2. Approaches to increase the transfer amount

The transfer amount was a concern during the design phase and has continued to be a challenge throughout implementation of the programme. However, the value of the cash transfer has been addressed to some degree through the introduction of motivational top-up payments at the start of each semester and the fact that many CCTE beneficiaries also receive financial support through the ESSN programme. In order to adhere to the design of the national CCTE and maintain government support and social cohesion, there was little room to increase the transfer amount in the CCTE for Syrians and Other Refugees because it was important that the amount given to refugee households not exceed the amount given to vulnerable Turkish households. All respondents agreed that the provision of 35–60 TL per child⁶² on a bi-monthly basis was not sufficient to cover children’s education expenses. We provide more details on parents’

⁶¹ The second question was originally attached to Evaluation Question 2. AIR decided to add it to Evaluation Question 1 to improve the flow and readability of the report.

⁶² Following data collection for this evaluation, the transfer amounts were increased. The new amounts are as follows: 50 TL for grade 1-8 girls; 45 TL for grade 1-8 boys; 75 TL for grade 9-12 girls; 55 TL for grade 9-12 boys; 75 TL for all ALP students.

perspectives related to the transfer amount in response to Question 2 below. Although the government had a strong preference to maintain the set bi-monthly payments, UNICEF suggested introducing motivational top-up payments of 100–150 TL (depending on age) at the beginning of each semester, a change that was introduced in September 2019. A respondent from the TRCS recounted the negotiations related to the motivational top-up payments, *“We had to keep in line with the national programme but had more flexibility with additional payments. The Ministry was more open to it. So we got their approval as well. Due to the vulnerability of Syrians families, top ups for children regardless of the conditionality was considered.”* As noted by the TRCS respondent, top ups were provided to all registered beneficiaries, regardless of their attendance record. The top ups also provided a higher amount to adolescents (Grades 9–12) who face additional obstacles to education.

Beyond the addition of motivational top-up payments, respondents agreed that the overlap between CCTE and ESSN beneficiaries made the transfer amount under the CCTE more meaningful. Approximately 83 per cent of CCTE beneficiaries also benefit from the ESSN, which provides 120 TL per household member per month in addition to quarterly top ups based on family size, with special payments made to families with a member with a severe disability.⁶³ Many respondents noted the complementarity of the two programmes, which one informant from UNICEF explaining, *“There’s also a very important added value to have the ESSN because it is one thing to have an isolated 60 TL and another thing to have the 60 TL on top of a sufficient amount that covers your basic needs, it makes all the difference, or else the 60 TL is used to cover basic needs.”* Indeed, the majority of parents we interviewed also received transfers under the ESSN, making it difficult to disentangle the effects of the cash provided under the CCTE from the ESSN transfer.

5.1.3. Extension of programme to ALP students

The CCTE for Syrians and Other Refugees was designed to target children enrolled in TPS and TECs but was potentially missing some of the most vulnerable children including those enrolled in nonformal education. For this reason, the programme was also extended to benefit students enrolled in the ALP. A respondent from UNICEF explained the expansion of the CCTE to benefit children enrolled in ALP, *“Although ALP is nonformal education, we made it possible by convincing both ministries that these are the most vulnerable children and should be included. In about 4 months’ time (by September 2018), this made it possible for ALP students to benefit from CCTE. [They] even get 60 TL, [the] highest and higher top-ups.”* Another informant from UNICEF noted that the extension of the CCTE for Syrians and Other Refugees to nonformal education represented a ‘positive paradigm shift in education in Turkey,’ which supported the educational needs of vulnerable children.

***Evaluation Question 2:** To what extent is the CCTE for Syrians and Other Refugees (both the cash and child protection components) relevant to the needs of refugee girls and boys?*

Overall, respondents agreed that the CCTE for Syrians and Other Refugees represents a comprehensive approach to address the needs of Syrian children because the combination of the cash and child protection components enables both financial and nonfinancial barriers to

⁶³ CCTE Factsheet, 2019.

enrolment and attendance to be addressed. An informant from TRCS explained, *“I think [the CCTE] is relevant when you look at barriers to schooling which are mostly financial and then there are other protection related cases blocking children from going to school. The CCTE with cash and care components is one of the most efficient examples of how to address these two barriers in a well-coordinated manner.”* Respondents commonly cited financial barriers as a key challenge to children’s education. While a programme-related analysis conducted by UNICEF considered financial difficulties to be the main barrier to enrolment for all children (girls, boys, younger, older, etc.) and the only cited challenge for children aged 5–9, non-financial barriers to schooling are increasingly recognized. Many respondents highlighted the relevance of the cash component to support children’s schooling, with one UNICEF staff member saying, *“I find [the CCTE] very relevant because economic hardship is a big barrier. The main purpose is to keep children in school... We find it helps the families somewhat deal with some of the costs associated with school.”* A respondent from UNICEF described the child protection component’s ability to address nonfinancial barriers to education:

“Three years of CCTE/CP programming have taught us that there are other bottlenecks: language, special needs, bullying, etc. and all these are among the reasons why a child may not go to school or not attend regularly. The child protection component has been very useful in addressing these bottlenecks, in making sure people have access to the right information and that they are supported to access services when they cannot access on their own.”

Other stakeholders frequently referenced stories of the child protection team providing a child with a hearing aid or working with school administration to overcome bullying and encourage regular attendance. We discuss the relevance of both the cash and child protection components in more detail below.

5.1.4. Transfer amount insufficient to meet school needs

Although respondents believed that the provision of cash was an appropriate strategy to help refugees overcome barriers to education, most agreed that the amount provided by the CCTE for Syrians and Other Refugees was inadequate to cover education expenses. Parents of beneficiaries explained that the transfer amount was helpful but not sufficient to cover educational costs including uniforms, transportation, food, stationery and school fees. For example, parents mentioned that uniforms cost between 100 to 150 TL. Although subsidized school transportation is supposed to be available to Syrian children, parents of beneficiaries, mostly in Ankara but also to a lesser extent in Sanliurfa and Istanbul, noted that transportation was one of the highest costs associated with education. According to parents, transportation costs were around 70 TL per child per month in Sanliurfa and ranged from 80 to 200 TL in Ankara and Istanbul. Parents of beneficiaries also noted difficulty covering the cost of food, stationery and school fees for children.

According to the TPM final report, households averaged 121.5 TL per month on school-related expenses for each child of school age in May 2019, which is much higher than the maximum amount children receive every other month under the CCTE. Parents mentioned that they spent the cash transfer on children’s school needs in addition to rent and bills, suggesting that the CCTE also helped households meet their basic needs. Although parents of beneficiaries complained that the amount was small, most still felt that it helped support their children’s regular attendance. This finding aligns with the results of the TPM final report, which found that

71.3 per cent of respondents believed the CCTE directly or partially influenced their decision to enrol their child in school.

5.1.5. Child protection visits support at-risk children, including nonbeneficiaries

Respondents believed that the child protection component was designed to identify and enable a response to the protection needs of Syrian children including both beneficiaries and nonbeneficiaries. The identification of children potentially at risk of child protection violations is based on the criterion of four or more school absences per month. Every two months, the TRCS outreach teams receive a list of CCTE beneficiary children who missed 4 or more unexcused days of school per month, in one or both of the previous two months. Because these lists are quite extensive (in the evaluation provinces, the CCTE “payment rejection lists” contained thousands of names from which as many as 500–600 children per TRC community centre were prioritised for household visits) and the child protection outreach teams do not have the capacity to visit so many children in a two-month period, respondents stated that they must prioritize. TRCS headquarters staff analyse the “payment rejection lists” to identify the grades at which children are most likely to miss school in a given month, then communicate this information to the outreach teams to facilitate prioritization. TRCS outreach teams also apply their own prioritization risk-associated criteria such as geographic location (children who live in high-risk neighbourhoods are prioritized), number of children in the household and number and duration of absences to target the children who may be most at need. Outreach staff felt that the prioritization criteria helped identify the most at-risk children. It is also important to note that during a household visit, staff assess the vulnerability of the entire household. A TRCS child protection outreach member explained, *“The CCTE is extremely valuable for all refugee households, because we can also identify another child who just don’t attend school for health reasons or a mother who needs psychological assistance. The CCTE programme allows us to identify and coordinate such interventions for these refugee families.”* This finding aligns with the child protection case study report which notes that the prioritization criteria and support for nonbeneficiaries helped identify children at the highest risk.⁶⁴

Through child protection visits, staff were able to identify risks and respond accordingly. Another TRCS outreach staff member explained the responsiveness of the child protection component, *“Yes, cash is important for schooling, but thanks to the CP component and its household visits, we can identify additional problems within the household, like e.g., cases of disability which would require a wheel chair, in such cases we prepare an intervention plan and we help them.”* Most parents of beneficiaries noted receiving referrals to psychosocial support services and while not all of them acted on it, the few who did find it beneficial for their children.

Besides identifying and responding to risks, the child protection component also has a very important preventative function. Respondents explained that the efforts of child protection outreach workers to by encourage children to attend school regularly, facilitate school enrolment and access to services to address health, psychosocial and economic needs of the child and their family, help prevent risks to children from occurring or from getting worse. They also gave examples of how outreach visits provide the opportunity to identify children as they come close to the age of school enrolment (six years) and follow up on whether these children have been

⁶⁴ Stuer, F., Documentation of the child protection (CP) component of the conditional cash transfer for education (CCTE) programme for Syrians and other refugees in Turkey, Maestral, 2020.

enrolled. This is important as Syrian families reportedly tend to enrol their children late (at age seven or eight), due to concerns that their child is smaller than Turkish children of the same age and thus more vulnerable.

5.1.6. Programme more relevant for certain groups of children

Several respondents felt that the CCTE is potentially more relevant to certain groups including younger children, who typically have more regular attendance, compared to adolescents and out-of-school children. This assumption is mostly related to the inadequate transfer amount. A respondent from DG-ECHO stated, “Attendance is less for children who are older (most likely to go to work) [so there is a] question mark regarding the relevance of the programme for older children. Maybe these people need different support, more complementarity from other programs.” An informant from UNICEF added, “It doesn’t seem like the CCTE has stopped them [12–14-year-old children] from dropping out. I think it’s relevant but maybe not enough.” A programme-related analysis conducted by UNICEF corroborate these perceptions and highlight the need for a higher transfer amount for adolescents (closer to 200–500 TL per month) to effectively substitute for the income adolescents can earn from working.

Evaluation Question 3: *To what extent is the CCTE for Syrians and Other Refugees relevant to the achievement of the objectives of the 3RP and the Turkey-UNICEF Country Programme 2016–2020?*

According to the relevant documentation and interviews with UNICEF staff, the CCTE for Syrians and Other Refugees contributes to the achievement of the objectives of the 3RP and Turkey-UNICEF Country Programme. In both the 3RP and UNICEF-Turkey Country Programme, the CCTE supports the attainment of objectives related to access to education opportunities and child protection services. The 3RP for Turkey includes responses across several sectors including education and protection. Within the education sector response, the CCTE contributes most directly to Objective 1, which aims to support sustained and inclusive access to formal, nonformal and informal education programmes for Syrian children, youth and adults. Similarly, the UNICEF-Turkey Country Programme also aims to improve access to formal, nonformal and informal education opportunities. A UNICEF respondent explained that in the early days of the Syrian crisis, UNICEF first focused on addressing supply-side barriers to education and then decided to target demand-side barriers through the introduction of the CCTE. According to the 2020–2021 Turkey 3RP report, the CCTE for Syrians and Other Refugees supports the enrolment and attendance of Syrian children under temporary protection in both formal and nonformal education. For example, between May 2017 and March 2019 the CCTE supported more than 562,016 children.⁶⁵

The CCTE is also relevant to the achievement of Objective 4 within the protection sector response, which aims to improve access to quality child protection interventions to prevent children’s exposure to violence, exploitation, and neglect. The UNICEF-Turkey Country Programme also includes a child protection focus and targets vulnerable children who are at risk of being left behind due to protection concerns. A UNICEF respondent noted this alignment with child protection objectives, “They both say that we should be providing protective services to

⁶⁵ Regional, Refugee & Resilience Plan (3RP), 3RP country chapter: Turkey 2020/2021, 2020.

refugee children and families, which is what the programme does... Even in the case that the case management process doesn't lead to a referral, just the fact that we are visiting the household is a protective service, it's about making sure those families are OK, just by visiting, and talking to them and asking them about their problems." According to the 2018 UNICEF Turkey annual report, the CCTE's child protection component reached 53,561 refugee children and referred 4,853 children with medium or high protection risks to specialized services.⁶⁶ By March 2020, 75,390 children benefitted from child outreach services under the CCTE.⁶⁷

5.2. Effectiveness

Evaluation Question 4: *To what extent has the CCTE for Syrians and Other Refugees achieved the expected outcome and output results to date?*⁶⁸

5.2.1. School attendance among beneficiary girls and boys

Both quantitative and qualitative data suggest that the CCTE for Syrians and Other Refugees is effective in encouraging regular attendance among beneficiary children. The percentage of children regularly attending school consistently over a 6-month period increased over time, demonstrating improvement in the attendance indicator of the log frame. Many parents of CCTE beneficiaries said their children would attend regularly with or without the cash transfer, but some also noted that the transfer helps them send their children to school and encourages regular attendance. Attendance rates are fairly consistent across CCTE provinces and between girls and boys, but attendance does drop notably for adolescents. With respect to the conditionality requirement, the majority (roughly two thirds) of all CCTE beneficiary children always meet the 80 per cent monthly attendance condition, and principals and teachers interviewed for this evaluation reported that school attendance is quite regular. We also find that children who miss the 80 per cent condition at least once are much more likely to miss it again.

Qualitatively, some respondents said the cash transfer encourages and helps them send their children to school regularly. According to informants, many children (particularly younger children) are unaware of the cash transfer, but some understand the link between their attendance at school and receiving the cash transfer. One mother from Ankara shared, *"My daughter knows, she says she will not absence in order to receive the whole payment. She knows that she receives 40 TL, and she asks me every day to give her 1 TL."* Parents from other provinces made similar statements, and some claimed their children attend more regularly now than they did prior to benefiting from the CCTE. Key informants also shared their belief that the CCTE is encouraging regular attendance: a TPS principal said, *"There are some parents sending their children to school only because of the CCTE,"* and multiple respondents mentioned parents are stricter now about ensuring their children do not skip school.

Quantitatively, we find that in the 2018/19 school year 82% of children attended regularly as defined by the programme log frame (attending at least 80% of the time over a six-month

⁶⁶ United Nations Children's Fund, Annual report 2018, 2019.

⁶⁷ United Nations Children's Fund, CCTE Factsheet April 2020.

⁶⁸ This research question asks specifically about school attendance among beneficiary girls and boys; school enrolment of previously out-of-school boys and girls; attitudes about children's schooling; well-being of beneficiary girls and boys; integration of refugees into the national social assistance programme; and access to social services and information sharing. The first three indicators are addressed in this section, and the last two are addressed under the following research question to avoid repetition.

period). Girls attended slightly more frequently than boys (83% compared to 81% respectively). The regular attendance rate improved by five percentage points during the period investigated in this study, with regular attendance in the 2018/19 school year at 82% and the 2017/18 school year averaging 77%. This improvement occurred for both boys and girls.

With respect to conditionality, we find that 60–70 per cent of beneficiary children never miss more than 4 unexcused days of school in a month for the entire school year. Girls met the attendance condition more regularly than boys for both school years (3 percentage points more). Primary school children meet the condition more often than secondary school children, and the likelihood of missing the condition at least once during the school year increases with age, peaking at the 13–18-year-old age range and then decreasing slightly for 19–24-year-olds. This pattern holds for both girls and boys and is in line with perceptions from qualitative key informants who consistently mentioned that attendance at the post-primary level remains a challenge.

5.2.2. School enrolment of previously out-of-school boys and girls

Qualitatively, parents did not self-report enrolling their children in school because of the CCTE for Syrians and Other Refugees. However, several key informants noted the large increase in enrolment of Syrian children in recent years, and some attributed this increase in part to the CCTE. A respondent from TRCS in Ankara pointed to a shift in thinking about education, too, and particularly girls' education:

“When we compare 2017 and 2020, my own observations are that the CCTE has positively impacted families’ awareness about sending all their children to school, whether it is girls or boys. In previous years, possibly because of cultural reasons, they believed that girls should not be sent to school, but now this programme has contributed to the understanding that all children should be sent to school, girls and boys.”

When considering enrolment, it is worth noting that the CCTE's primary focus is attendance rather than enrolment. A respondent from UNICEF pointed out that it is not necessarily appropriate to measure the CCTE's effectiveness in terms of enrolment because, *“The primary objective of both CCTEs is regular attendance...If we were to design a programme to get out-of-school kids in school, the CCTE is not the programme. You need higher transfer amount, more support services, a more customized approach.”* A respondent from DG-ECHO reinforced this notion, questioning whether the CCTE is necessarily the right tool to increase enrolment but also acknowledging its contribution: *“[The CCTE] might be a limited tool for enrolment. At first stages, we were hoping to have 7 per cent out-of-school enrolment. Now we're closer to 11 per cent.”*

5.2.3. Attitudes about children's schooling

Most parents said their attitudes towards their children's education did not change as a result of the CCTE, nor did they perceive their children's own educational aspirations changed as a result of the programme. A minority of parents did report changes in their children's aspirations due to the CCTE; however, most commonly this change reflected an increased motivation to succeed in school. Overwhelmingly, when asked about their wishes for their children's education, parents commented on the numerous difficulties their children face at school including the language barrier, discrimination and being bullied, as well as the challenges associated with their general circumstances living in Turkey.

The parents who observed changes in their children’s attitude about schooling mentioned that the CCTE provided added motivation to attend regularly and succeed in school. For example, a father from Sanliurfa said, *“My children are encouraged more, they feel that they receive this assistance because they are doing well at school.”* A mother from Istanbul shared that her children no longer feel their education is a financial burden for her family: *“They were feeling that their education is such a burden, but once we received this assistance, they changed their minds because it’s really helpful.”* Parents commonly reported that their children wanted to become doctors, teachers, tailors or policemen and that these ambitions were unchanged since they started benefitting from the CCTE.

Most parents said they want their children to continue their education for as long as possible, but also pointed out that the decision is the child’s rather than their own. As a mother from Istanbul put it, *“I wish my children will be successful in the field that they choose, [but] I can’t force them.”* Similarly, a mother from Sanliurfa stated, *“If they have the ambition, they will continue.”* A father from Istanbul added that the child’s academic performance also plays a part: *“My point is if the child is successful then [they] should continue, if not then [they] shouldn’t, especially the boys, they should go to work.”* More than anything, though, parents were quick to speak about the many challenges facing their children. A father from Ankara said, *“If my children will leave school that would be their desire because of what they are facing in schools...racism and bullying...they don’t like school anymore.”* This father went on to say he had tried to talk to the principal, but he was unable to communicate with him in Turkish. Parents largely agreed their children had enjoyed school more in Syria and that children who started attending Turkish schools at a younger age were faring better in school than their older siblings.

5.2.4. Well-being of beneficiary girls and boys

Responses were mixed as to whether children were aware of the cash transfer, but for those who were aware, parents reported positive changes to well-being. As one mother from Sanliurfa commented, *“When they knew about this salary, they became happy, they love the school anyway.”* A teacher from a TEC in Istanbul corroborated this, saying, *“The students start feeling better than before, because they get some support.”* Additionally, respondents reported that children are happy when they receive a small portion of the transfer as pocket money or when parents use the funds to purchase something new for their children. A mother from Ankara reported that this is especially true at the beginning of the term following the motivational top-up payment: *“The child is happy because his clothes are new at the beginning of the term.”* Multiple respondents (including principals and teachers) have found that children are incentivized to attend school regularly and “feel important” when a small portion of the transfer is given to them as pocket money for school. According to the TPM report, most children have friends at school (98 per cent); however, less than half play with friends outside of school (between 38 per cent and 43 per cent depending on age). We do not have data on refugee children who do not receive CCTE, so we cannot say whether the CCTE children are better off as a result of the programme.

Evaluation Question 5: *To what extent has the child protection component and the CCTE communication activities contributed to informing beneficiaries on the programme and ensuring continued access to the scheme?*

In addition to providing tailored information, guidance, and referrals, child protection visits help families understand the network of services available to them and encourage them to remain eligible to receive money under the CCTE. Our findings are in line with a programme-related analysis conducted by UNICEF which noted that child protection visits are a useful source of information for beneficiary households. Respondents confirmed that CCTE outreach materials have been distributed widely, both in print form (brochures) and through social media like Facebook. A respondent from MoNE said more than 800,000 brochures have been distributed across 23 provinces, and several respondents commented on the high-quality visuals included in the brochures such as the pictures of boys and girls of different ages explaining the different transfer amounts. Printed materials are available in Arabic or in both Arabic and Turkish, and both SASFs and TRCS community centres have staff who speak Arabic or interpreters available for Syrian families. When asked how they learned about the programme, most parents of beneficiaries reported learning from brochures, friends, and relatives. Parents of non-beneficiaries, too, reported learning about the programme from neighbours or on Facebook. According to an earlier report, outreach and communication have been a priority for the CCTE, and the programme has used a variety of different channels to maximize penetration:

Outreach and communication processes are being prioritized, with information about the program being made available through a range of media outlets appropriate and accessible to the refugee caseload. This includes printed materials in appropriate languages distributed through SASF, DGMM and TRC offices; an ESSN website and social media pages; and WhatsApp groups.⁶⁹

Despite commendable efforts to get the word out to beneficiaries, some key informants noted that more could be done to inform teachers and principals. A respondent from MoNE commented about this lack of awareness at the school level, *“There’s not high awareness among principals or teachers or some families...When there is awareness and the school principals are knowledgeable about the programme, it would have a huge impact in terms of referring and affecting the families and children.”* In the small sample of teachers and principals we interviewed for this study, there was inconsistent awareness of the CCTE for Syrians and Other Refugees. Awareness was the most widespread in the one TEC that we visited for the evaluation, which is perhaps not surprising due to the student population there and the historic targeting of TEC teachers and principals (rather than TPS) for CCTE-related communications.

5.2.5. Beneficiary understanding of programme

The TPM study reports that by May 2019, 78 per cent of all beneficiaries understand the conditionality aspect of the programme to receive payment for the month. This understanding represents a large improvement from earlier in the program implementation when less than half understood the conditionality (48.3 per cent in May 2018) This understanding is important because the conditionality only works as an encouragement to attend school regularly if the programme beneficiaries understand what is required and how it affects their payments. Given the delay (between 1 to 3 months) between missing the condition and not receiving the payment, it is possible for beneficiaries to miss the condition a few times in a row before they learn from experience the link between attendance and payment.

⁶⁹ The Cash Learning Partnership, The state of the world’s cash report, 2018.

Most parents we spoke to as part of the qualitative data collection for this evaluation demonstrated a solid understanding of the conditionality requirement. The vast majority of parents also understood when and how much they should be paid, including the set amounts per child based on grade level and gender. This finding aligns with the TPM’s reporting that by May 2018 almost all households understood the frequency of payments (90 per cent) and most understood the amount they should be paid (73 per cent). Parents also reported consistently receiving the SMS to alert them they would be paid soon, and most agreed the content of the SMS messages are clear.

Despite strong understanding of payment frequency and amount, parents reported during focus groups that they are at times confused by the amounts they receive on a bimonthly basis. Comments like, “*Sometimes I receive half of amount and I don’t know why*” or “*Sometimes it’s just 70 TL [and] I don’t know why*” were fairly common during focus groups. In Istanbul, a respondent from TRCS approximated that as many as 30 per cent of household visits include questions about the transfer amount received. Compounding this lack of understanding of the amount received—which could be related to the imperfect understanding of conditionality identified in the TPM study—is a perception of some parents that because the amount is so small, it is not worth inquiring when they believe the amount is wrong. For example, one father from Ankara said of receiving what he thought was the wrong amount, “*It’s only 35 TL, it’s not worthy to complain.*” Other parents reported being embarrassed to complain about a relatively small amount of money or not knowing where to complain when they believed they received the wrong amount.

Evaluation Question 6: What is the added value of the child protection component, as a complement to the cash component?

5.2.6. Scale and coverage of child protection component

The child protection component of the programme identifies cases for household visits based on beneficiaries who miss the attendance condition. This identification strategy appears to be an effective approach given the great disparity in days attended school between beneficiaries who miss the condition at least once and those who never miss the condition, as noted later in this report. More than half of the beneficiaries who miss the condition at least once miss it multiple times, demonstrating that missing the monthly attendance condition is a good initial indicator to identify a child who is likely to not attend school regularly.

According to administrative data, the child protection team interacted with nearly 30,000 children over a 16-month period in 2018 and 2019; however, this figure represents a minority of the children who missed the attendance condition at least once—more than 240,000 CTE beneficiaries in child protection provinces over the same period of time. Household visits were conducted with attention to gender equity and were split almost evenly between boys and girls. Beneficiaries represent a great majority of the children assessed by the child protection team (80 per cent) with the other 20 per cent being siblings or neighbours of beneficiaries observed when the child protection team first visited the beneficiary child. Qualitative informants noted the added benefit of the child protection visits for beneficiaries’ siblings, who may have been out of school or facing child protection risks that would otherwise have gone unidentified. A

respondent from TRCS commented to this end, “The household visits also allow us to identify new cases that are not on the rejection lists, children who are not even in school.”

5.2.7. Interventions received through child protection component

The administrative data reveals that the child protection team concluded that 30 per cent of visited children should receive an intervention, equally distributed between boys and girls. This result means that a good number of the children visited did not need further assistance (as deemed by the child protection team). Perhaps there is another layer of targeting to identify who might benefit from an intervention before making the visit and conserve resources by not going to children who do not need an intervention. Receiving on-the-spot or on-site information represents the most common intervention (44 per cent for boys, and 50 per cent for girls). Case management signifies the second most common intervention (33 per cent for boys and 27 per cent for girls). The rest of the interventions provided by child protection outreach teams occurred much less frequently. Internal referrals (to TRCS services) occurred about 13 per cent of the time, and external referrals (e.g., to Social Service Centres of the Provincial Department of Migration Management) occurred 10 per cent of the time for both boys and girls. The percentage of children flagged for an intervention and the type of intervention recommended did not differ by age or grade level with primary, lower secondary and upper secondary grades all roughly the same (32 per cent, 36 per cent and 24 per cent, respectively). Most children received only one visit from the child protection team, with 13 per cent receiving a follow-up (same for both boys and girls) and 1 per cent receiving a second follow-up (third visit). Table 9 shows the percentage of children who received an intervention and the type by gender.

Table 9. Types of interventions by gender

	Male		Female		P-Value
	%	N	%	N	
Child was flagged for intervention	31	15,000	28	14,199	0.00
Types of Interventions:					
External referral	7	4,466	6	3,863	0.05
External referral with follow-up	3	4,466	4	3,863	0.59
Case management	33	4,466	27	3,863	0.00
On the spot or on-site information	44	4,466	50	3,863	0.00
Internal referral	8	4,466	9	3,863	0.80
Internal referral with follow-up	4	4,466	4	3,863	0.64

Data source: TRCS child protection database. A P-value of less than 0.05 indicates that the difference between the two groups is statistically significant.

5.2.8. Risk classification and terminology

One challenge for the child protection component relates to programme terminology used for classifying the risk of children. The child protection team classified all children they visited into one of four risk categories: no risk, low risk, medium risk and high risk. Most children fall into the no risk classification with boys and girls being roughly the same (69 per cent and 73 per cent respectively). The percentages drop a lot for the remaining categories with around 10 per cent classified as low risk (12 per cent for boys and 10 per cent for girls), slightly fewer for medium

risk (10 per cent for boys and 7 per cent for girls), and only 1 per cent each for boys and girls deemed high risk. Some of these numbers might actually be higher because 9 per cent of the children in the child protection records were missing a risk label. These results raise the question of the appropriateness of the no-risk and low-risk terminology and qualifications. All Syrian children in Turkey can be considered at risk due to their tenuous situation. Children who trigger a visit by missing the attendance condition are at even greater risk. Thus, it appears the “no risk” and “low risk” categories prove misleading and undermine the value and importance of the child protection teams’ work with these children. These are cases where there is no risk to child protection violations but there is still a need for intervention. The term no-risk seems to indicate there is no intervention needed but that is not the case. It is therefore suggested that an additional category “in need” be added to justify such interventions.

One difference to note is that the child protection team deemed beneficiary children to have a lower rate of being categorised as low risk than non-beneficiary children. For example, 8 per cent of beneficiary children were labelled low risk while 25 per cent of nonbeneficiary children were labelled low risk. The child protection team deemed 5 per cent of beneficiary children and 25 per cent of non-beneficiary children as medium risk. This disparity makes sense given the process for being identified by the child protection team. Beneficiaries trigger a visit by missing the 80 per cent attendance condition, which can happen even when there are no serious risk factors at their home. However non-beneficiaries trigger attention by the child protection team due to being noticed during a visit and standing out due to an issue, most often the fact that they are not enrolled in school and are working, or because they are coming close to school age and efforts to enrol the child should start.

Age of the child correlates with another noticeable difference related to risk. The child protection classified 25 per cent of children 13–18 years old as low risk, but only 8 per cent of 7–12-year-olds and 3 per cent of children 6 years old and younger. We see similar differences for medium risk with 21 per cent of children 13–18 years old, 5 per cent of children 7–12 years old, and 1 per cent of children 6 years old or younger. Very few children are deemed high risk. Table 10 shows risk categorization by age group.

Table 10. Risk categorization by age group

	0 to 6 years old		7 to 12 years old		13 to 18 years old	
	%	N	%	N	%	N
High Risk	<1	8,160	1	12,855	2	8,182
Medium Risk	1	8,160	5	12,855	21	8,182
Low Risk	3	8,160	8	12,855	25	8,182
No Risk	88	8160	78	12855	41	8182
Unavailable Rating	8	8160	8	12855	11	8182

Data source: TRCS child protection database.

5.2.9. Higher attendance in provinces with child protection component

The attendance data reveals that beneficiaries in child protection provinces missed less school than CCTE children in non-child-protection provinces. On average, CCTE children in child protection provinces missed the 80 per cent monthly attendance condition 0.83 times during the 2017/18 school year while CCTE children in non-child-protection provinces missed the condition 1.14 times. The difference persisted in the 2018/19 school year though both numbers were a bit higher

(1.15 and 1.31 times, respectively). Table 11 shows these percentages by school year. Unfortunately, we cannot say that these observed differences result from the child protection programme because the provinces implementing the child protection component were not selected randomly (provinces where the child protection component is implemented generally have the greatest numbers of Syrian and other refugees and higher risk factors) and thus may correlate with other factors that affect beneficiary attendance. Even so, the result indicates that more research is needed to examine the link between child protection and child attendance.

Table 11. Number of times attendance condition was missed, cash only vs. cash + child protection

	Provinces with cash transfer only		Provinces with child protection and cash transfer		P-value
	Mean	N	Mean	N	
# of times child was flagged 2017/18	1.14	63,968	0.83	305,459	0.00
# of times child was flagged 2018/19	1.31	84,988	1.15	406,387	0.00

Data source: UNICEF Programme Administrative data on payments and rejections. A P-value of less than 0.05 indicates that the difference between the two groups is statistically significant.

Looking at the rates of meeting the attendance condition helps shed light on the importance of the condition for identifying children at risk to be visited by child protection and thus helps us understand the potential case burden faced by the child protection team since missing the condition triggers a child protection visit. We disaggregate the conditionality data by the 15 child protection provinces to see how they perform specifically because they receive the child protection visits. Most provinces hover around 40 per cent of beneficiaries missing the attendance condition at least once. Some notable differences include Ankara and Sanliurfa performing the worst with 47 per cent and 52 per cent, respectively, missing the condition at least once while Hatay performed the best with 28 per cent missing the condition at least once. The largest increases (at least 10 percentage points) in the percentage of beneficiaries who missed the condition at least once from the 2017/18 school year to the 2018/19 school year include Gaziantep, Hatay, Kahramanmaras, Kilis and Sanliurfa. Tables 12–14 show the percentage of beneficiary children who missed the condition at least once during the school year by gender, age and province, broken down by year.

Table 12. Percentage of children who missed monthly attendance condition at least once, by gender

	Male		Female		p-value
	%	N	%	N	
Child missed attendance condition at least once in 2017/18	33	184,120	30	185,307	0.00
Child missed attendance condition at least once in 2018/19	41	246,382	37	244,993	0.00

Note: This table includes all children covered in the Programme Administrative data on payments and rejections. A P-value of less than 0.05 indicates that the difference between the two groups is statistically significant.

Data source: UNICEF Programme Administrative data on payments and rejections.

Table 13. Percentage of children who missed monthly attendance condition at least once, by age

	3 to 6 years old		7 to 12 years old		13 to 18 years old		19 to 24 years old	
	%	N	%	N	%	N	%	N
Child missed attendance condition at least once 2017/18	22	8,872	28	257,993	41	99,773	29	2,789
Child missed attendance condition at least once 2018/19	27	31,373	37	346,310	49	111,662	35	2,030

Note: This table includes all children covered in the Programme Administrative data on payments and rejections.
Data source: UNICEF Programme Administrative data on payments and rejections.

Table 14. Percentage of children who missed monthly attendance condition at least once, by province

Province	2017/18		2018/19	
	Child missed attendance condition at least once (%)	N	Child missed attendance condition at least once (%)	N
Adana	27	17,726	35	23,634
Ankara	45	18,282	47	27,362
Bursa	41	16,805	44	22,098
Gaziantep	26	42,440	36	64,446
Hatay	19	45,545	28	51,201
Istanbul	30	53,338	36	69,633
Izmir	38	12,907	42	16,808
Kahramanmaras	28	10,164	43	13,464
Kayseri	35	8,507	40	12,368
Kilis	21	9,197	33	12,331
Konya	33	12,597	41	16,628
Mardin	33	5,806	36	7,422
Mersin	30	16,260	39	20,725
Osmaniye	34	3,754	35	4,908
Sanliurfa	37	32,131	52	43,359

Note: This table includes all children covered in the Programme Administrative data on payments and rejections.
Data source: UNICEF Programme Administrative data on payments and rejections.

5.2.10. Missing condition multiple times

If a child misses the condition at least once in a school year then they are likely to miss the condition for multiple months, meaning that they miss several payments in a year. We find that on average children miss the condition three times per school year if they miss it at least once. For the 2018/19 school year, 15 per cent of all beneficiaries missed the condition one time, 7.3 per cent missed the condition two times, 4.4 per cent missed the condition 3 times, 3.2 per cent missed the condition 4 times, and so on with decreasing percentages as the number of times missing the condition increases. Table 15 shows the percentage of children who missed the

attendance condition in both the 2017/18 and 2018/19 school years by the number of times missed. The main finding here is that of the 39 per cent of beneficiaries who ever missed the condition, more than half missed the condition more than once, with the average being three times. That means they missed three months of CCTE payments in the year. Boys missed the condition slightly more times than girls. Table 16 shows the average number of months children missed the 80 per cent attendance condition by school year and gender. This table only includes children who missed the condition at least once.

Table 15. Number of months that the condition was missed

# of months of missed attendance condition	2017/18		2018/19	
	%	N	%	N
0	69	253,490	61	300,096
1	13	48,477	15	73,579
2	6	22,406	7	35,799
3	3	12,824	4	21,828
4	2	8,743	3	15,678
5	2	6,057	2	11,256
6	1	4,937	2	8,944
7	1	4,515	2	7,805
8	1	4,316	2	7,728
9	1	2,980	1	7,149
10	<1	682	<1	1,513

Note: This table includes all children covered in the Programme Administrative data on payments and rejections.

Data source: UNICEF Programme Administrative data on payments and rejections.

Table 16. Average number of months attendance condition was missed, by gender

	Male		Female		p-value
	Mean	N	Mean	N	
# months child missed attendance condition 2017/18	2.88	59,885	2.75	56,052	0.00
# months child missed attendance condition 2018/19	3.09	100,003	2.96	91,276	0.00

Note: This table only includes children who missed the condition at least once. A P-value of less than 0.05 indicates that the difference between the two groups is statistically significant.

Data source: UNICEF Programme Administrative data on payments and rejections.

The primary purpose of the 80 per cent monthly attendance condition is to limit the number of days missed in school. We have shown the number of months a beneficiary fails to meet the 80 per cent attendance condition, however, that does not tell us the number of days they missed. Not surprisingly, beneficiaries who miss the condition at least once miss more unexcused days of school over the course of the school year than beneficiaries who never miss the attendance condition. Accordingly, we find that children who miss the monthly attendance condition at least once miss on average 34 more days of school during the school year than children who never miss the condition (2017/18 school year). In the 2018/19 school year, children who never missed

the condition during the school year, on average, missed only 2.61 days of school, while children who missed the condition at least once during the school year missed, on average, 36.65 days of school. These findings indicate that children who miss the condition at least once face many more challenges to regular attendance and receive much less school than their peers who do not miss the condition. Therefore, it seems that missing the condition, especially at the first instance, serves as a good indicator for initiating a visit from the child protection team because it is an indication that the child faces many challenges. Table 17 shows the average number of days of school missed for children who never missed the condition and for those who missed the condition at least once, presented for the 2017/18 and the 2018/19 school years.

Table 17. Average number of school days missed

	Never flagged		Flagged at least once		p-value
	Mean	N	Mean	N	
Number of days missed in 2017/18	1.94	253,490	34.11	115,937	0.00
Number of days missed in 2018/19	2.61	300,096	36.65	191,279	0.00

Note: This table includes all children covered in the Programme Administrative data on payments and rejections. A P-value of less than 0.05 indicates that the difference between the two groups is statistically significant. *Data source:* UNICEF Programme Administrative data on payments and rejections.

5.2.11. Child protection visits reinforce education messaging and help families overcome non-financial barriers to education

Qualitatively, both parents and key informants reported that the child protection component reinforces the message about the importance of regular attendance at school. Additionally, our evaluation corroborates findings from earlier studies that child protection visits help families overcome barriers—in particular, non-financial barriers—to school enrolment and attendance. Regarding messaging around education, one mother stated during a child protection case study interview,

“They [TRC outreach teams] check in regularly and draw attention to the importance of sending our children to school. Without TRC and the CCTE, my children would not be in school. But now I know how important school is and we receive support, and my children never miss more than four days of school per month.”

Parents interviewed for this evaluation confirmed this finding, with one father from Ankara stating simply, *“The problem of the absence is solved.”* Child protection visits not only reinforce the message about attendance to parents, but also to children themselves. For example, one mother from Sanliurfa reported, *“My children wanted to leave schools, but [the outreach team] talked to them and convinced them to attend school again.”* Respondents also described how the child protection visits provide an opportunity to identify children who are coming of age to be enrolled in school, and to help parents overcome any hesitations they might have enrolling their child in school. This is important because reportedly many Syrian parents are concerned that their six-year-old child is smaller than Turkish children of the same age and thus too vulnerable to be exposed to school life.

Both the child protection case studies and our programme evaluation suggest that referrals for some services (such as disability evaluation or fitting for a prosthetic) were potentially more effective than other referrals. Several informants in our study shared their view that child protection visits are more effective for simpler problems (for example, a child needing glasses or a hearing aid) versus the more complex child protection issues that are harder to solve. To this end, one UNICEF informant stated,

“I think the CCTE will be more effective in certain situations like if a child is having trouble at school because of a hearing disability. The child protection teams could help kids get a hearing aid and the child is able to attend school again. I expect they have more success than if the child has psychosocial issues like wetting the bed or would require specialized services over a long period of time.”

Respondents also largely agreed that child protection visits are potentially more effective in addressing non-financial barriers to attendance, a finding that is consistent with earlier reports. Related to this point, an informant from TRCS shared the inherent frustration of not being able to help families overcome the financial hardships leading to non-attendance through child protection visits:

“I think the CCTE’s CP component is a good mechanism to identify the needs of the people on the ground. But when we consider the response, the social worker or case worker who does household visits and identifies child protection cases, but when the case cannot be solved because the child is out of school and working, and the programme and other services cannot provide any real support to address the reason why the child is working (poverty, no other income), then this is very discouraging from a social work perspective.”

It is worth noting that a small number of parents of beneficiaries we spoke to reported being referred to programmes like SED and getting help finding a job through the child protection visits; however, the vast majority of respondents were of the opinion that child protection visits are not designed or equipped to help families overcome financial difficulties.

The quantitative data collected from the TPM supports the qualitative findings above. The TPM reports that by May 2019, all households that received a child protection visit were satisfied with the services and two-thirds (66.7 per cent) felt the child protection visit caused a positive impact in their family. However, only half of the households that were referred to services applied and received them. These findings are consistent with what we heard qualitatively, where several parents reported not seeking help from the services that were recommended to them. This lack of referral uptake is not due to any deficiencies on the side of the outreach workers but rather beliefs or constraints on the part of the household. Parents report lack of time as the primary reason for not yet applying but said they would do so. Language barriers represented the justification for not applying for services by 15 per cent of respondents, 14 per cent felt that they did not need the service, and 10 per cent did not know the location of the service.

5.2.12. Child protection visits provide more than just information and referrals

Beyond providing important information and guidance and linking families to services through referrals, child protection visits also give families the sense that someone is looking after them.

As an earlier report found, “Child protection visits are welcomed by families, some of whom reported feeling “cared for” simply because someone came to visit and understand their problems.” Our discussions with parents corroborated this finding; as one mother from Istanbul put it, “It’s good to feel that there is someone [who] cares about you.” In most focus groups with parents that received child protection visits, at least one parent commented on how kind and polite the outreach team members were. A respondent from TRCS argued that household visits are especially valuable during periods of heightened tension between refugee and host communities:

“Especially now, as social tensions increase, perhaps this is even the time of highest tension between host communities and the refugee population. They stay within their houses because they are afraid of being attacked. So, when the CP outreach staff call them to ask how they are, this is really important and shows that someone cares about them.”

Several other respondents noted the heightened tensions between refugee and host communities of late, including the negative impact on attendance that results from escalating tension and incidents of violence against Syrians. This underscores the value of child protection visits as a means to reach out to Syrian families who might be inclined to keep their children home from school during periods of escalation.

Evaluation Question 7: *Are there any good practices/innovations emerging from the CCTE for Syrians and Other Refugees that could be relevant in other contexts? Which ones?*

Previous studies have highlighted the good practice of the CCTE for Syrians and Other Refugees linking to and working through national systems, and even strengthening those systems in the process. Key informants in this evaluation confirmed these findings, adding that providing the same benefits to Syrians as to vulnerable Turkish families has facilitated a sense of equity and social cohesion. Finally, key informants noted the synergies and efficiencies gained from integrating the CCTE and the ESSN from the start.

Several key informants highlighted the importance of working through national systems to provide services to Syrian families, particularly in an upper-middle income country like Turkey where these systems are well developed. Informants believed working through national systems facilitates effectiveness and sustainability and reinforces the capacity of these systems when they receive external support from organizations like UNICEF. Earlier studies have had similar findings. For example, *The State of the World’s Cash Report: Cash Transfer Programming in Humanitarian Aid* (2018) found,

A key perceived benefit of linking to national systems is the contribution these programmes can make to strengthening the national social protection system—by building the capacity of national systems to respond to and manage humanitarian needs, and by informing and improving the design and implementation of existing social assistance.⁷⁰

⁷⁰ The Cash Learning Partnership, *The state of the world’s cash report*, 2018.

The State of the World's Cash Report specifically highlighted that the CCTE and ESSN have strengthened management information systems like ISAIS, encouraging them to be “adapted to effectively include refugee data, and to integrate attendance data from foreign students (YOBIS).”⁷¹ Key informants from this evaluation supported this finding and added that the CCTE for Syrians and Other Refugees, as well as collaboration with TRCS, has fostered greater collaboration across line ministries. To this end, one respondent from UNICEF said, “...we have been able to integrate social assistance and child protection through coordination within the line ministries. So, it was a unique achievement to develop this coordination.” This informant went on to say that coordination across line ministries will continue to grow in the future, particularly as Turkey considers incorporating a child protection component into the national CCTE.

In terms of equity and social cohesion, key informants asserted the importance of providing identical and parallel assistance to vulnerable Turkish families and Syrian refugee families. A respondent from UNICEF said of this, “*Refugees are getting assistance that is available to the nationals. For social cohesion, this is really a big deal. It’s not often that you’ve seen countries extend the same social assistance to refugees...I think it’s a great example for other countries.*” Especially as TECs close and Syrian children are mainstreamed entirely into TPS, this sense of equity is important. Parents were mixed as to whether they were aware that they receive the same assistance as vulnerable Turkish families, but those that were aware commented positively. For example, a father from Ankara said, “*This is a good thing that we receive this assistance just like the Turkish citizens*” and a mother from Istanbul commented of receiving the same support as Turkish families, “*This is a good thing, we are equal.*”

Numerous respondents pointed to synergies and efficiencies gained from the CCTE’s early and constant coordination with the ESSN, including a shared payment platform and shared call centre. As a respondent from WFP put it, “*Right from the very beginning, the CCTE was a twin project, a much smaller twin to the ESSN.*” This respondent went on to say, “*We did a lot of [upfront] work with ECHO and MoFLSS. UNICEF was a full participant in all of that. They were there when we were discussing which stakeholders to work with, targeting criteria, etc. It was very inclusive and integrated in the beginning.*” This finding suggests that if other countries are considering launching social safety net programmes and conditional cash transfers for education, coordinating the implementation of these programmes from the start (including targeting, donor engagement, and work with national ministries) should be considered as a best practice.

Evaluation Question 8: *To what extent has the CCTE for Syrians and Other Refugees led to unintended effects (positive or negative)?*

5.2.13. Unintended effects—Positive

As discussed above, the CCTE for Syrians and Other Refugees has contributed to a feeling of equity on the part of some Syrians who appreciate receiving the same assistance that vulnerable Turkish families get. Also discussed previously, CCTE beneficiary households visited by child protection outreach teams expressed feeling cared for and more connected to their communities. As one informant from TRCS stated, “*These household visits also serve as a constant reminder to these families that there are some authorities and civil society organizations that are*

⁷¹ Ibid.

interested in their children and that their children are not alone.” More broadly, one mother from Istanbul shared her view that because of the CCTE, *“The children are getting more attention in Turkish society.”* Informants also discussed perceived positive effects on community relations, giving the example of parents now being able to pay back those to whom they owe money: *“When we started the programme, people thought it would have a negative impact, but it had a positive impact. People paid back the butcher. If you got a couch from Turkish neighbour, now you can repay the favour.”* Lastly, one informant from TRC shared their perception that the programme has caused parents—mothers in particular—to leave the house more and be more connected to services:

“...the women usually don’t work because of the community, family, husband. They stay at home – [but] for refugees we see more than 60% going to the ATM are women. We didn’t plan that women will go more than men. But it’s good because almost all reapplication and additional kids when it is being done at service centres we also see women more than men.”

While not an explicit objective of the CCTE for Syrians and Other Refugees, it appears the programme may encourage greater interaction with services, particularly for women.

5.2.14. Unintended effects—Negative

Parents overwhelmingly did not report negative experiences resulting from the programme. Despite the relative absence of unintended adverse effects from the programme specifically, parents discussed at length the negative experiences their children have at school. Many parents cited discrimination and bullying, and some respondents argued that the push to get all Syrian students into TPS has exacerbated tensions, which could explain the negative attendance trends we see in the 2018/19 school year versus the 2017/18 school year. As one respondent from TRC put it,

“Also, we need to consider, that when the Syrian refugee children did not go to Turkish schools, the tensions between the host community and the Syrian refugees was not so high. The Turkish people also didn’t ‘see’ the Syrian refugees as much. The Syrians were less visible. Now, since they must share resources and as these resources are limited and strained, the tensions are much higher.”

Additionally, although some respondents argued that receiving identical, parallel assistance facilitates feelings of equity and cohesion among vulnerable Syrian and Turkish families, others mentioned animosity between the two groups. In Sanliurfa, this led one SASF to establish separate procedures and locations for Syrians and Turkish families applying for assistance:

“Turkish families here are very vulnerable—this is one of most vulnerable districts [in Sanliurfa]. This leads to some tension and aggression between the host community and Syrians when they come to the same place to apply for assistance. Therefore, Turkish nationals come through here and Syrian refugees go to TRC service centre to make their applications.”

Other respondents mentioned that the increased visibility of the CCTE on social media and elsewhere has led some Turkish citizens to ask why they do not receive child protection visits.

As one TRCS respondent said, “While [Turkish families] might not really want TRC to come into their house, they are upset because the Syrian refugees are receiving something they are not getting.” Others maintained that the CCTE for Syrians and Other Refugees is now more visible and well known than the national CCTE, which is problematic for similar reasons.

Evaluation Question 9: *To what extent is the complaint mechanism within the CCTE for Syrians and Other Refugees effective in addressing the issues brought to its attention?*

Qualitatively, most parents—especially women—were aware of the TRC-168 hotline. Females were generally more aware of the process to file a complaint and reported having done so more than their male counterparts. Some men and women voiced reluctance to filing complaints, sometimes due to imperfect understanding of the complaint channels available to them and sometimes because they perceived the amount to be so small it was not worth complaining about. Several made statements like “If we get the money or not it’s ok” and “I didn’t complain because if I go to the centre and back it will cost me around 100 TL as transportation,” and one mother said in March that she was still waiting for her January motivational top-up payment but had not complained yet. Another mother from Istanbul who received 100 rather than 200 as a motivational top-up payment said, “[this] has happened to several families, I didn’t complain because I thought there is no benefit from complaining.” These comments suggest a need for additional messaging around the different channels for filing complaints, as well as the importance of filing a complaint when you believe you have been paid the wrong amount.

Many of the respondents who had filed complaints said their issues were resolved satisfactorily and promptly, sometimes within a matter of days: one Ankara father explained, “They speak to you and answer questions through the hotline. They fixed my problem. I spoke to someone on the phone for 2 hours and my issue was resolved after 2 days.” Some respondents shared that their complaints remain unresolved, although a number of these complaints were recent (a month or two prior to the focus group). Only one respondent reported a negative experience with the complaint filing process: a father from Ankara said, “I went to complain they said, ‘are you really come here to complain about only 35 TL?’ I did go to complain about the mistake that happened. I felt shame, even if I don’t receive the money anymore, I will not complain.” This seems to be an isolated incident, but nevertheless, it underscores the need for those fielding questions and complaints about the CCTE to be professional and understanding.

From the TPM report, we know that 10 per cent of beneficiary households filed an inquiry or complaint by May 2018; however, the nature of their inquiry or complaint is unclear. Parents of beneficiaries filed half of their queries and complaints in person at a TRC service centre, 30 per cent at a TRC call centre, and 20 per cent at some other place (not specified in the TPM data).

5.3. Efficiency

Respondents felt that the cash component of the CCTE for Syrians and Other Refugees has been implemented in a highly efficient manner thanks to gains associated with building off of infrastructure already in place for the national CCTE and ESN. As a result, the CCTE benefitted 614,542 students as of April 2020, representing approximately 89% of Syrian and

other refugee children enrolled in formal and nonformal education in Turkey.⁷² The CCTE incorporated the involvement of SASFs and relied on the ISAIS to support application, verification, and payment processes. Through ISAIS, MOFLSS staff can access attendance data from E-Okul, the education management information system for Turkish public school, and the Education Management Information System for Foreigners (YOBIS). Stakeholders also frequently cited the efficiency gains associated with using the Kizilay Card for CCTE payments instead of creating a new payment platform as well as working with the call centre established under the ESSN. These efficiencies translated into positive programme experiences for parents who agreed that payments were made on time and arrived at the end of the month.

Although child protection teams met with and assisted 75,390 children from May 2017 to March 2020, qualitative data suggests that there is room to improve the efficiency of this component. Stakeholders suggested that the efficiency of the child protection component was complicated by high caseloads and a limited number of staff. Child protection teams reached approximately 13 per cent of children potentially at risk of child protection violations, as predicted by school absences in a 16-month period during the 2017/18 and 2018/19 school years. The child protection component uses specific child protection criteria to determine level of risk and identify the most at-risk children, i.e., risks of abuse, violence, neglect, exploitation and/or family separation. Using these risk criteria, child protection outreach teams classified the majority of their cases as no risk (69 per cent for boys and 73 per cent for girls) and low risk (12 per cent for boys and 10 per cent for girls). Nevertheless, teams also reported interventions to resolve these no- or low-risk cases.

***Evaluation Question 10:** To what extent does the CCTE for Syrians and Other Refugees use resources efficiently (human and financial resources, expertise, mechanisms, information management systems)? To what extent does the fact that the CCTE is an extension of an existing national programme have implications for the efficient use of resources for results at scale? To what extent does the linkage between the CCTE and the ESSN have implications for the use of resources for results at scale?*

5.3.1. Infrastructure from the national CCTE creates efficiency gains

Respondents from TRCS, MoNE, MOFLSS, and UNICEF agreed that the CCTE for Syrians and Other Refugees was rolled out quickly and implemented more efficiently by building off of infrastructure already in place for the national CCTE and ESSN. An informant from UNICEF stated, “I don’t know any other cash programme that can go from first payment of 50,000 to hundreds of thousands two payment cycles later.” The CCTE for Syrians and Other Refugees incorporated key elements of the national CCTE including Social Assistance and Solidarity Foundations (SASFs) and the Integrated Social Assistance Information System (ISAIS) to support the application, verification, and payment processes. Through ISAIS, MOFLSS staff can access attendance data from E-Okul, the education management information system for Turkish

⁷² Calculated based on MoNE data that 684,919 children were enrolled in formal education and 2,974 children enrolled in ALP during the 2019/2020 school year.

public school, and the Education Management Information System for Foreigners (YOBIS).⁷³ The CCTE also piggybacked off of structures under ESN by creating a CCTE wallet on the Kizilay Card and leveraging the ESN's call centre for CCTE queries and complaints. Under the CCTE programme, applicants submit their applications at SASFs or TRCS service centres, and SAFS staff assess applicants' eligibility for the programme by reviewing their economic situation through ISAIS. A SASF respondent noted that staff were well prepared to support the CCTE for Syrians and Other Refugees, *"We were already familiar with programme procedures [from the national CCTE]. Systematically speaking, [there are] similar work procedures... that has facilitated our job."* A programme-related analysis conducted by UNICEF corroborates the efficiency gain created by utilizing SASFs since the support provided by SASFs is a significant expense to the Turkish government for which no assistance is directly provided. There were also important decisions made related to the SASF's role in conducting household visits to verify applicants' economic situations. Although the national social assistance law requires verification before payments can start, this requirement was waived for refugee families or rolled out slowly after payments started. As a result, in some cases, SASFs conducted home visits to assess families' economic situations up to a year after implementation began. This decision allowed for the cash to reach beneficiaries more quickly.

Many stakeholders also noted the benefits of leveraging a pre-existing information management system to support the verification and payment processes under the CCTE programme. A respondent from UNICEF noted the cost savings associated with using ISAIS, *"We didn't have to develop any data management, which is the most expensive part of a social protection programme."* An informant from TRC added that utilizing ISAIS facilitated smooth implementation of the cash component,

"We are very lucky to have this infrastructure in place from MoFLSS. They have an advanced system to build on and achieve this success in a very short timeframe. Since they're implementing the CCTE for nationals since 2003, they had already systemized the way of preparing the payment files... Although there are modifications in the payment file compared to now, the file structures for payment and rejection files are still using the basis from the Ministry."

A few respondents also mentioned that the existence of ISAIS supported the ability to enforce conditionality in a reliable way.

5.3.2. Pre-existing ESN structures support CCTE implementation

Stakeholders also frequently cited the efficiency gains associated with using the Kizilay Card for CCTE payments instead of creating a new payment platform as well as working with the call centre established under the ESN. Relying on the same payment platform meant that the CCTE reduced the need for card distribution and built off of TRCS' established working relationship with HalkBank. A respondent from TRCS explained the cost and time savings associated with using the Kizilay Card, *"[We] didn't need to distribute a second card, we saved a lot of money on that. [We] just needed to negotiate with HalkBank and set a second wallet."* Respondents also

⁷³YOBIS was developed in 2014 by UNICEF, in agreement and close coordination with MoNE, in order to track and certify the learning of Syrian children enrolled in TECs. YOBIS is based off of the existing EMIS system (e-Okul) of MoNE and was launched in 2015. UNICEF handed over YOBIS to MoNE in 2016 and MoNE has further developed and expanded YOBIS.

noted the benefits of utilizing the call centre established by the ESSN. An informant from UNICEF detailed how partners decided to build upon the call centre to support the goals of the CCTE, “[We were] piggybacking on ESSN but also started paying salaries of employees... [It’s] hard to set up a mechanism with multiple channels because of the language issue. Operators speak Arabic, Farsi, Pasto.” Indeed, the CCTE hired people for certain specialized roles (i.e., to respond to CCTE-related queries and complaints) but respondents still believed that building the capacity of the pre-existing call centre resulted in efficiency gains. In addition, a programme-related analysis conducted by UNICEF found that the cash component of the CCTE was more cost efficient on its own compared to several conditional and unconditional cash transfers in sub-Saharan Africa, Latin America and Southeast Asia. Yet, the cost efficiency ratio dropped slightly when also accounting for the child protection component since cost efficiency is measured as the proportion of cash to total costs, and child protection interventions are naturally labour intensive and expensive. The analysis mentioned that most cash transfers do not include a child protection component and recommended that only the cash component should be considered to understand the cost efficiency of the programme.

5.3.3. Payments made on time

The efficiencies noted above translated into positive programme experiences for parents of beneficiaries. Parents agreed that payments were made on time and arrived at the end of the month. As noted in the Effectiveness Section, some parents expressed that they were confused by the amounts they received on a bimonthly basis and felt they did not always receive the correct amount. Yet, this was often explained by absence or problems related to eligibility requirements (e.g., if a child transferred from a TEC to a TPS). Stakeholders agreed that payments were made on time for the right amount 99 per cent of the time but noted one or two instances where a payment was delayed due to technical glitches in the data management systems. For instance, a respondent from TRCS explained that a technical data transfer error resulted in ‘approximately 47,000 [beneficiaries] being excluded from the [payment] list.’ This type of error has not occurred since and, in this instance, beneficiaries received their payment in the next payment period.

Evaluation Question 11: *To what extent is the child protection component efficient in reaching and addressing the needs of vulnerable boys and girls?*

Although TRCS staff identified and supported a sizable number of children (75,390 between May 2017 and March 2020), the efficiency of the child protection component was complicated by high caseloads and a limited number of staff. As a result, the majority of children potentially at risk of child protection violations (those who missed 4 or more days of school in a month) did not receive visits from the child protection team. TRCS staff noted that every two months they receive “CCTE rejection lists” per a TRC community centre containing 500–600 names of children who missed more than 4 days of school in the month associated with that payment period. Because the child protection outreach teams do not have the capacity to visit so many children in a two-month period, TRCS headquarters and outreach teams apply prioritization criteria by targeting certain ages and grades, in addition to geographic location, number of children in the household, and number and duration of absences. TRCS outreach teams explained that each day, one team consisting of a case worker and an interpreter conducted household visits for the CCTE. Staff rotated this responsibility depending on the total number of staff based at

each community centre, which varied from two to six case workers between Ankara, Istanbul, and Sanliurfa. Case workers are generally responsible for conducting initial household visits, assessing the situation of the household, providing information about the CCTE, and stressing the importance of regular attendance. They also identify any other children in the household who may need support enrolling in school and make referrals to services household members may need. Social workers provide case management support to the more complex cases identified by case workers during their initial household visits. Even with this division of labour, staffing realities made it very difficult to reach all children in need of support. A TRCS case worker stated that it was impossible to reach each child included on the rejection list. This perception is confirmed by administrative data, which demonstrates that TRCS staff reached approximately 13 per cent of the children who missed the attendance condition at least once during a 16-month period between the 2017/18 and 2018/19 school years.

As mentioned earlier, the risk categories, specifically “no risk” and “low risk”, create confusion about the work accomplished by the child protection teams. All beneficiary children operate at some level of risk and those who miss the attendance condition are likely at higher risk, so the “no” and “low” categories for beneficiary children who missed the attendance condition appear misleading. Despite the utilization of prioritization criteria to reach the most at-risk children, respondents indicated that most cases were categorized as no risk or low risk. According to TRCS data, the child protection team classified the majority of cases as no risk (69 per cent for boys and 73 per cent for girls), around 10 per cent of beneficiaries as low risk (12 per cent for boys and 10 per cent for girls), slightly fewer as medium risk (10 per cent for boys and 7 per cent for girls), and deemed only 1 per cent each for boys and girls as high risk during the 2018/19 school year.⁷⁴ Table 18 presents risk categorization by gender. These percentages suggest a slightly higher risk rating for boys compared to girls across low and medium risk levels, suggesting that boys may be more vulnerable than girls in certain situations. This could potentially be linked to the higher rate of boys engaged in child labour compared to girls. The fact that the majority of cases were categorized as no risk or low risk raises the question of the appropriateness of risk classifications when child protection teams reported efforts to resolve these cases. Efforts to resolve cases imply that there is indeed a risk; otherwise there would be nothing to resolve.

Respondents from TRCS and UNICEF pushed back on measuring the efficiency of the child protection component based on risk ratings because CCTE beneficiaries are in school, making them less vulnerable compared to out-of-school children and because TRCS staff are better-positioned to respond to lower risk cases. Concerning the risk level of CCTE beneficiaries, an informant from TRCS explained, *“I don’t find it a very important concern that not many high-risk cases [are] identified through the CCTE because obviously the CCTE beneficiaries are already registered in the Turkish system so these are the refugees who are less at risk.”* Respondents also mentioned that TRCS outreach teams do not have the resources to ensure intense support for more serious cases. Social workers in the MoFLSS’ Social Service Centres are mandated to respond to serious child protection violations. In this respect, respondents noted that the CCTE created collaboration between TRCS and the Social Service Centres where TRCS outreach teams identify and a serve high numbers of lower-risk cases, thus enabling Social Service Centres to focus on the smaller numbers of high-risk cases that require intense support.

⁷⁴ 9 per cent of the children in the child protection records were missing a risk label.

Relatedly, a respondent from TRCS added that the tendency to identify more no-risk or low-risk cases actually contributed to the efficiency of the child protection component to reach more children because high-risk cases took more time and resources to resolve.

Table 18. Risk categorization by gender

	Male		Female		P-Value
	%	N	%	N	
High Risk	1	15,019	1	14,212	0.09
Medium Risk	10	15,019	7	14,212	0.00
Low Risk	12	15,019	10	14,212	0.00
No Risk	69	15,019	73	14,212	0.00
Unavailable Rating	9	15,019	9	14,212	0.28

Data source: TRCS child protection database. A P-value of less than 0.05 indicates that the difference between the two groups is statistically significant.

Evaluation Question 12: *To what extent is the complaint mechanism of the CCTE for Syrians and Other Refugees efficient in addressing the issues brought to its attention in a timely manner?*

Most parents who reported complaints stated that they had been resolved though the timeframe varied significantly among respondents from a few days to several months. As noted in the Effectiveness Section, the TPM report found that only 10 per cent of beneficiary households filed an inquiry or complaint by May 2018. Complaints were typically related to a missed payment or incorrect transfer amount. In most cases, parents realized that their child was absent which had caused the payment to be paused. Several parents recounted instances of TRCS staff working to address the reason behind their child’s absence. For example, one parent detailed how TRCS found a solution to encourage her child’s regular attendance at school:

“My son was absent because he didn’t like the school and the support is stopped. I called them they said it’s because your son is not attending school, I told them he doesn’t like this school and he wants to move to another one, the visited us at home, then they asked the school administration, eventually they moved him to another class he wants. The support is back, and the problem is solved.”

Respondents from TRCS noted that staff were able to resolve complaints through effective coordination structures within the organization. A respondent from TRCS explained, *“We are receiving complaints through the call centre mostly. There are procedures internally and externally and [they are] also relayed to a third party if TRC can’t resolve.”* Another informant from TRCS added that cases like bullying were directly referred to the child protection teams to find a resolution. However, several parents mentioned that they were still waiting to have their complaints resolved by TRCS, though some had been lodged recently.

5.4. Sustainability

Evaluation Question 13: *To what extent is the CCTE for Syrians and Other Refugees (both the cash and child protection components) sustainable from a financial and institutional perspective?*

Respondents voiced concerns related to the financial sustainability of the CCTE for Syrians and Other Refugees and worried that failing to continue the programme could reverse the progress that has been made related to children’s education but agreed that there was strong institutional support for the programme. At the time of data collection, stakeholders were uncertain about DG-ECHO funding for the 2020/21 school and hoped the programme could be funded by a development donor. This has resulted in the need to identify new potential funders for the CCTE. Although the Turkish government is very supportive of the programme, it is not viable for the government to fund the programme at this time. A respondent from MoFLSS explained, “[The CCTE] should be funded by ECHO or an EU institution... We cannot fund the CCTE with the national budget... For national social assistance, we use the social assistance fund. The fund is not enough for the refugees now, no budgeting or planning or allocation.” DG-ECHO has since submitted a proposal to the European Parliament requesting additional funds for both the CCTE for Syrians and Other Refugees and ESSN through December 2021.

Stakeholders agreed that the need for the CCTE for Syrians and Other Refugees remains high and failing to continue the programme could reverse the progress that has been made related to children’s education. Several respondents mentioned that Syrians and other refugees are still dependent on assistance due to limited access to the labour market. For this reason, it will be important to continue programmes like the CCTE for Syrians and Other Refugees to help children attend school. A key informant from MoNE cautioned, “If this programme is terminated, the students who are benefitting will be very disadvantaged and the dropout rate may increase.” Other respondents agreed that discontinuation of the CCTE for Syrians and Other Refugees would negatively affect enrolment and attendance.

In terms of institutional sustainability, the CCTE for Syrians and Other Refugees is extremely popular at the national level. The MoFLSS has expressed great interest in adaptations introduced under the CCTE for Syrians and Other Refugees and has taken concrete steps to integrate several aspects into the national programme including the child protection component and motivational top-up payments. A respondent from UNICEF explained MoFLSS’ plan for adding a child protection component to the national CCTE, “There is a particular programme of outreach of social workers called ASDEP working with TRC. These two programmes [the CCTE and ASDEP] are mutually reinforcing one another. This is being used to develop the child protection component through the Ministry of Family.” Another respondent from UNICEF highlighted government efforts to incorporate motivational top-up payments into the national CCTE, “Lessons learned from the CCTE for refugees are observed with the will to incorporate certain elements in the cash plus perspective. And it’s not just verbal—MoFLSS is using IPA funds to experiment with top ups.” Although the government’s interest in improving the national CCTE based on learnings from the CCTE for Syrians and Other Refugees does not confirm that it is willing to take over financing and implementation of the programme, it is nonetheless encouraging and suggests that it is a valuable intervention that should be continued. DG-ECHO

and UNICEF have also worked with the MoFLSS to ensure the continuity of the child protection component for refugees through integration of the CCTE with ASDEP. Positioning ASDEP as a partner of the CCTE programme represents an opportunity to ultimately replace the household visits that are currently carried out by TRCS.

5.5. Coherence and coordination

Evaluation Question 14: *To what extent does the CCTE for Syrians and Other Refugees (both the cash and the child protection components) align with the Turkey–UNICEF 2016–2020 Country Programme, the SDGs, the 3RP, and UNICEF’s Strategic Plan 2018–2022 and the Core Commitments for Children in Humanitarian Action?*

The cash and child protection components of the CCTE for Syrians and Other Refugees are pillars of UNICEF’s overall response to the Syrian crisis in Turkey, according to key informants interviewed for this evaluation. One key informant from UNICEF reported that, “*Our big decision was to integrate our refugee response into the 2016–2020 country programme. Because refugees [in Turkey] are served by national systems, we chose to mainstream our response.*” This respondent went on to say that the CCTE for Syrians and Other Refugees mainly supports Outcome 1 of the 2016–2020 country programme, which is to support the inclusion of vulnerable populations into the national system. Other UNICEF respondents echoed the country programme’s emphasis on the inclusion of vulnerable people in national systems. One UNICEF respondent noted that the CCTE is also well aligned with the education programme’s focus on vulnerable and disadvantaged children, as well as the aim to increase access to education and provide accurate educational information to parents and communities.

Indeed, the Turkey-UNICEF Country Programme highlights the importance of access to education and inclusive education, both of which are directly supported by the CCTE for Syrians and Other Refugees. Further, the CCTE supports the 2016-2020 country programme’s emphasis on non-formal education for vulnerable adolescents by not only including them in the CCTE but also allotting ALP students the highest transfer amount. Through the child protection component of the CCTE, UNICEF and its partners are also working to strengthen child protection services to better address the needs of vulnerable children in Turkey, another key component of the 2016-2020 country programme. Beyond alignment with the Turkey country programme, the cash component of the CCTE for Syrians and Other Refugees clearly supports goal 2 of UNICEF’s 2018-2021 strategic plan, which is “every child learns.” The child protection component contributes to goal 3, which is to “ensure every child is protected from violence and exploitation.” Taken together, the cash and child protection components also support goal 5 of “every child has an equitable chance in life.”

The CCTE for Syrians and Other Refugees is also well aligned with the Sustainable Development Goals (SDGs), the Regional Refugee & Resilience Plan (3RP), and the Core Commitments for Children in Humanitarian Action (CCCs). The SDGs include eliminating poverty and hunger, reducing inequality, and working through partnerships to achieve these goals. Quality education is also one of the SDGs, and although the CCTE for Syrians and Other Refugees is not designed to improve educational *quality*, it is certainly promoting *access* to

education for Syrians and other refugees living in Turkey. The CCTE is well aligned with the 3RP’s goal to support sustained and inclusive access to formal, nonformal, and informal education programmes for Syrian children, youth and adults. Education Commitment 4 under the CCCs mandates that “psychosocial and health services for children and teachers are integrated in educational response.” The child protection component of the CCTE for Syrians and Other Refugees provides a linkage—through the education system—to psychosocial and health services for children. Education Commitment 5 under the CCCs requires that “those who have missed out on schooling, especially adolescents, receive information on educational options.” By extending eligibility for the CCTE for Syrians and Other Refugees to ALP students, and granting ALP students the highest possible transfer amount, the CCTE is specifically targeting and encouraging adolescents who have missed out on school.

***Evaluation Question 15:** To what extent is the CCTE for Syrians and Other Refugees linked to interventions by national and international partners to facilitate synergies, avoid overlaps, and ensure an integrated approach to meeting the needs of refugee girls and boys, especially in terms of regular attendance at school?*

While not all are explicitly linked to the CCTE, there are many programmes that reinforce or contribute to the effectiveness of the CCTE. These programmes range from large initiatives such as PIKTES to small, school-level initiatives to combat non-attendance. The most mentioned larger scale complementary programmes included PIKTES, ALP, Turkish language classes and “adaptation classes,” support for SVEPs at TECs and TPS, and transportation assistance for Syrian students. Respondents suggested that each of these interventions support the regular attendance of CCTE beneficiary children by making the school environment more appealing (PIKTES), providing an appropriate educational option for adolescents who have been out of school for an extended period of time (ALP), facilitating communication at school (language classes and SVEPs), and making it easier for them to get to school (transportation support). A TEC principal in Istanbul said of having SVEPs at his school, *“The fact that UNICEF is paying their salaries encourages the children because they feel like it’s a Syrian school with a Syrian teacher. So, it was significant positive contribution to the schooling of the children.”* Thus, the CCTE appears to be supported by several complementary programmes that support regular attendance through an integrated approach to meeting student needs.

Respondents largely reported an absence of overlap or redundancy across programs, and no one suggested that the CCTE for Syrians and Other Refugees was duplicative in any way. However, in Sanliurfa, some informants mentioned potentially overlapping programmes that are complementary to the CCTE and suggested that better coordination could improve educational results and equity. For example, multiple agencies and NGOs are providing catch-up education programmes, cash transfer support, and Turkish language classes in Sanliurfa, leading some respondents to suggest there is confusion about how to access these services and potential redundancy across implementing organizations. As one key informant from Sanliurfa stated,

“These Turkish language courses are a must but could be better coordinated by service providers so duplication can be prevented... The duplication of the services should be

prevented because when there is other assistance provided by NGOs or agencies that causes discrepancies in amount of aid received by families.”

Any discussion of synergies would be incomplete without referring to ESSN, which has arguably the most significant synergies with the CCTE for Syrian and other refugees. In addition to the shared infrastructure and platforms across the two programmes (such as the payment modality and call centre), the vast majority of CCTE beneficiaries also benefit from ESSN. Many key informants underscored the importance of the ESSN as an integrated approach to maximize the effectiveness of the CCTE. One respondent from UNICEF commented to this end, “[The ESSN is] already helping families to take care of some basic needs like paying rent for example, food, and health [expenditures], then when you top up with a conditional programme, the success is likely to be higher.” A respondent from WFP echoed this sentiment, saying “We try to take advantage of all synergies” between the ESSN and the CCTE.

5.6. Human rights-based approach (HRBA)

Evaluation Question 16: *To what extent has the HRBA (and, in this framework, the equity focus and gender mainstreaming) been applied in the CCTE for Syrians and Other Refugees?*

As discussed in the Relevance Section, the CCTE for Syrians and Other Refugees adopted the design of the national CCTE programme but has included several adaptations to better address issues like equity and gender mainstreaming. The Human Rights-Based Approach (HRBA) aims to analyse inequalities and resolve discriminatory practices and unjust distributions of power that impede development. According to the HRBA, every child has an equal right to attend school. This concept of equity has been integrated into the CCTE through the extension of the programme to children enrolled in nonformal education through ALP. However, as noted in the Relevance Section, the CCTE may not be the best mechanism to target adolescents who attend school less regularly or out-of-school children who may require more complex interventions to re-enrol in school. In collaboration with MoNE, additional improvements could be made to better target the most vulnerable adolescent children and provide tailored support such as better access to technical education opportunities. In terms of gender mainstreaming, the CCTE programme provides higher transfer values to girls compared to boys to align with the national programme. However, a respondent from UNICEF explained that refugee boys have particular vulnerabilities as well, “We see that refugee boys are out of school because of child labour issues and are subject to negative coping strategies of refugee families.” Indeed, adaptations to the programme have recognized that girls and boys both have vulnerabilities and therefore receive the same benefits. For example, when the programme was extended to children enrolled in ALP, the transfer amount was set at the same level for girls and boys. In addition, higher motivational top-up payments for adolescents were not influenced by gender considerations. It is expected that these adaptations contribute to equity and gender sensitivities associated with the HRBA.

6. Evaluation conclusions

Overall, we find that the cash and child protection components of the CCTE for Syrians and Other Refugees achieved positive results by surpassing planned results and successfully

implementing the components in a complex environment. For example, most children attended school regularly and never missed the 80 per cent attendance condition to receive transfers, with regular attendance improving over time demonstrating that the stated objective of the programme was achieved. The programme distributed transfers to beneficiaries regularly, never missing a transfer, an impressive feat for a large programme in its first few years. Similarly, the child protection programme met with and assisted 75,390 children between May 2017 and March 2020 in the 15 provinces where the child protection services operated. However, the somewhat limited resources available to child protection teams and the increasingly challenging context in which the programme operates may prevent it from realizing its full potential. The child protection team visited a large number of children given the resources available but was unable to meet the growing demand for their services. Linking the two, we find higher rates of school attendance in provinces with child protection programming. Although we cannot definitively attribute this difference to the child protection component of the CCTE due to potential selection issues, qualitative findings suggest that child protection visits are important both to prevent and respond to risks that children face, by encouraging children to attend school regularly, facilitating school enrolment for children aged 6 years - the age when they should start school - and children facing enrolment challenges due to various reasons (language barriers, overcrowding, disability, etc) and facilitating access to services to address health, psychosocial and economic needs of the child and their family. The correlation between child protection visits and increased school attendance is especially promising. Finally, according to informants, the CCTE for Syrians and Other Refugees contributed to a feeling of equity on the part of some Syrians who appreciate receiving the same assistance that vulnerable Turkish families get. Below we present findings organized by the OECD criteria that served as the framework for this evaluation.

6.1. Relevance

The CCTE for Syrians and Other Refugees has been adapted to better meet the needs of Syrian children, thereby increasing the relevance of the programme. The addition of the child protection component was a mitigation measure for conditionality which could have otherwise penalized children due to their vulnerability. Respondents believed that the child protection component should prioritize the most at-risk CCTE beneficiaries, but child protection visits should also serve to identify other children who are out of school (as they are potentially even more at risk than any CCTE beneficiary) and help address the needs of other household members. It is generally accepted that all beneficiary children are at some level of risk, thus the child protection services provide both preventative and responsive measures for the children they interact with, thus mitigating many children's situation from getting worse. This aspect of the programme further enhances its relevance for the context.

The issue of the cash transfer amount—which both parents of beneficiaries and implementers agreed should be increased—has been addressed to some degree through the introduction of motivational top-up payments at the start of each semester and the fact that many CCTE beneficiaries also receive financial support through the ESSN programme. Despite these adaptations, parents explained that the transfer amount was helpful but not sufficient to cover educational costs including uniforms, transportation, food, stationery and school fees. Although parents complained that the amount was small, most still felt that it helped support their children's regular attendance in school.

In order to include more vulnerable children in the programme, the CCTE was extended to benefit adolescents (10-18 years old) enrolled in nonformal education through ALP. While the extension to ALP represents considerable progress to benefit students not yet enrolled in formal education, several respondents felt that the CCTE is potentially less relevant to effectively substitute for the income they can earn from working for adolescents and out-of-school children. Stakeholders mentioned that these children likely require a higher transfer amount and may need other support from social service providers to avoid dropping out of school or to re-enrol in school.

6.2. Effectiveness

Regular Attendance. Both quantitative and qualitative data suggest that the CCTE for Syrians and Other Refugees is effective in encouraging regular attendance among beneficiary children. In the 2018/19 school year 82% of children attended regularly as defined by the programme log frame (attending at least 80% of the time over a six-month period). Girls attended slightly more frequently than boys (83% compared to 81% respectively). The regular attendance rate improved by five percentage points during the period investigated in this study, with regular attendance in the 2018/19 school year at 82% and the 2017/18 school year averaging 77%. This improvement occurred for both boys and girls. Many parents of CCTE beneficiaries said their children would attend regularly with or without the cash transfer, but others also noted that the transfer helps them send their children more regularly. Attendance rates are fairly consistent across CCTE provinces and between girls and boys, but attendance rates are lowest in Ankara and Sanliurfa and are lower for adolescents in all locations.

Conditionality. The majority (roughly two thirds) of all CCTE beneficiary children always meet the 80 per cent monthly attendance condition, and principals and teachers interviewed for this evaluation reported that school attendance is quite regular. We also find that children who miss the 80 per cent condition at least once are much more likely to miss it again.

Child protection component. Qualitatively, both parents and key informants reported that the child protection component reinforces the message about the importance of regular attendance at school. Additionally, our evaluation corroborates findings from earlier studies that child protection visits help families overcome barriers—in particular, non-financial barriers—to school attendance. Administrative data show that beneficiary children in provinces where child protection home visits are conducted (typically provinces with the highest numbers of Syrian and other refugee children and greatest related challenges) missed less school than CCTE children in provinces without the child protection component. While we cannot infer causality (i.e., that child protection home visits reduce absences) due to potential selection bias between provinces with and without child protection services, this is a promising finding that points to the potential effectiveness of the child protection component.

Unintended effects. CCTE beneficiary households visited by child protection outreach teams expressed feeling cared for and more connected to their communities. Informants also discussed perceived positive effects on community relations, giving the example of parents of beneficiaries now being able to pay back those to whom they owe money. The vast majority of parents did not mention any negative effects from the programme specifically, however parents discussed at length the negative experiences their children have at school. Many parents cited discrimination and bullying, and some respondents argued that the push to get all Syrian students into TPS has exacerbated tensions.

6.3. Efficiency

Respondents felt that the cash component of the CCTE for Syrians and Other Refugees has been implemented in a highly efficient manner thanks to gains associated with building off of infrastructure already in place for the national CCTE and ESSN. As a result, the CCTE benefitted 614,542 students as of April 2020, representing approximately 89% of Syrian and other refugee children enrolled in formal and nonformal education in Turkey.⁷⁵ The CCTE incorporated the involvement of Social Assistance and Solidarity Foundations (SASFs) and relied on the Integrated Social Assistance Information System (ISAIS) to support application, verification and payment processes. Stakeholders also frequently cited the efficiency gains associated with using the Kizilay Card for CCTE payments instead of creating a new payment platform as well as working with the call centre established under the ESSN. These efficiencies translated into positive programme experiences for parents who agreed that payments were made on time, regularly arriving at the end of the month. Also impressive is the finding that the programme never missed a payment, a rare result for a comprehensive and large cash transfer programme, especially in the humanitarian context.

The child protection component also demonstrates strong efficiency, especially considering the limited resources they work with. Child protection teams met with and assisted 75,390 children between May 2017 and March 2020 in the 15 provinces where the child protection teams operated, not only meeting with beneficiaries, but also leveraging visits to attend to other children in the household observed during the visits. Thus, the child protection teams expanded their effectiveness beyond the beneficiary child without having to use additional resources. Although the child protection team operates quite efficiently, qualitative data suggest that the CP component could improve with additional resources. Stakeholders suggested that the efficiency of the child protection component was complicated by high caseloads and a limited number of staff. Child protection teams reached approximately 13 per cent of beneficiary children potentially at risk of child protection concerns as deemed by missing the attendance condition at least once during a 16-month period in the 2017/18 and 2018/19 school years. One challenge relates to programme terminology used for classifying the risk of children. The child protection component uses specific child protection criteria to determine level of risk and identify the most at-risk children, i.e., risks of abuse, violence, neglect, exploitation and/or family separation. Using these risk criteria, child protection outreach teams classified the majority of their cases as no risk (69 per cent for boys and 73 per cent for girls) and low risk (12 per cent for boys and 10 per cent for girls). Nevertheless, teams also reported interventions to resolve these no- or low-risk cases. All Syrian children in Turkey can be considered at risk due to their tenuous situation. Children who trigger a visit by missing the attendance condition are at even greater risk. Thus, it appears the “no risk” and “low risk” categories prove misleading and undermine the value and importance of the child protection teams’ work with these children. These are cases where there is no risk to child protection violations but there is still a need for intervention. The term no-risk seems to indicate there is no intervention needed but that is not the case. It is therefore suggested that an additional category “in need” be added justify such interventions.

6.4. Coherence and coordination

⁷⁵ Calculated based on MoNE data that 684,919 children were enrolled in formal education and 2,974 children enrolled in ALP during the 2019/2020 school year.

The cash and child protection components of the CCTE for Syrians and Other Refugees are pillars of UNICEF’s overall response to the Syrian crisis in Turkey, according to key informants interviewed for this evaluation. The CCTE is also well aligned with the SDGs, the 3RP and the CCCs. Additionally, while not all are explicitly linked to the CCTE, there are many programmes that reinforce or contribute to the effectiveness of the CCTE. These programmes range from large initiatives such as the Support of Syrian Children in the Turkish Education System Integration Project (PIKTES) to small, school-level initiatives to combat non-attendance. The most mentioned larger scale complementary programmes included PIKTES, Turkish language classes and “adaptation classes,” support for SVEPs at TECs and TPS, and transportation assistance for Syrian students. Respondents suggested that each of these interventions support the regular attendance of CCTE beneficiary children by making the school environment more appealing (PIKTES), providing an appropriate educational option for older students who have been out of school for an extended period of time (ALP), facilitating communication at school (language classes and SVEPs), and making it easier for them to get to school (transportation support). Thus, the CCTE is supported and reinforced by a network of complementary programmes serving Syrian students.

6.5. Sustainability

Respondents voiced concerns about the financial sustainability of the CCTE for Syrians and Other Refugees and worried that failing to continue the programme could reverse the progress that has been made related to children’s education but agreed that there was strong institutional support for the programme. At the time of data collection, stakeholders were uncertain about DG-ECHO funding for the 2020/21 school year and were working to identify new potential funders to ensure that the programme can continue supporting children across Turkey. However, DG-ECHO has since submitted a proposal to the European Parliament requesting additional funds for both the CCTE for Syrians and Other Refugees and ESSN through December 2021. In terms of institutional sustainability, the CCTE for Syrians and Other Refugees is extremely popular at the national level. The MoFLSS has expressed great interest in adaptations introduced under the CCTE for Syrians and Other Refugees such as the incorporation of a child protection component and has taken concrete steps to integrate several aspects into the national programme highlighting the value of this programme to government stakeholders. DG-ECHO and UNICEF have also worked with the MoFLSS to ensure the continuity of the child protection component for refugees through integration of the CCTE with ASDEP, a national social outreach programme. Positioning ASDEP as a partner of the CCTE programme represents an opportunity to ultimately replace the household visits that are currently carried out by TRCS.

6.6. HRBA

The CCTE for Syrians and Other Refugees adopted the design of the national CCTE programme but has included several adaptations to better address issues such as equity and gender mainstreaming. The extent to which equity is reflected in the CCTE was enhanced through the extension of the programme to children enrolled in nonformal education through ALP. Yet, several respondents suggested that the CCTE may not be the most appropriate mechanism to address the needs of adolescents who attend school less regularly or are out of school. Given the complexity of the schooling challenges they face, adolescents may require more intensive support to re-enrol in school and attend regularly. Like the CCTE for Turkish nationals, the CCTE for Syrians and Other Refugees initially provided higher bimonthly transfer amounts to

girls, but learning from the child protection component has shown that refugee boys are just as vulnerable. In fact, many consider adolescent boys to be even more vulnerable than girls given the higher prevalence of child labour among boys. For this reason, in the CCTE for Syrians and Other Refugees, the motivational top-up payments and monthly transfer amounts for ALP students were introduced equally for adolescent girls and boys to receive the same benefits.⁷⁶

In summary, the cash and child protection components of the CCTE for Syrians and Other Refugees generate positive results for regular school attendance and provide important support to potentially at-risk children. The CCTE also contributes to a feeling of equity for some Syrian households who appreciate receiving the same assistance that vulnerable Turkish families get, and households visited by child protection teams talked about feeling cared for and more connected to their communities. At the same time, Syrian children and families living in Turkey still struggle with problems that cash and child protection visits cannot fully address such as bullying and discrimination at school and increased poverty from inflation. The growing child protection caseload exceeds the current capacity and resources of the child protection team, resulting in a fraction of children who miss the attendance criteria receiving household visits. These factors moderate the effects of the programme, preventing it from realizing its full potential and effectiveness. The ability of a cash transfer programme to achieve desired effectiveness depends on the factors the programme interacts with in the larger context, including the existence of other complementary programmes like the ESSN. For the CCTE, the ability of the cash component to improve school attendance depends in part on the accessibility of school and the opportunity cost of going to school. Exposure to harassment and discrimination while at school makes school less accessible. Rising prices in the marketplace as well as threats to safety at school increase the opportunity cost of going to school. The cash component of the CCTE is not meant to address these challenges but interacts with them in ways that moderate the programme's overall effectiveness. The child protection component provides great support to children facing social and safety problems; however, a lack of resources limits child protection's ability to reach many vulnerable children. Further, the complexity of the challenges facing adolescent children in particular requires support beyond what the child protection component would ever be able to provide.

We find that the programme operates quite efficiently, leveraging resources and infrastructure already in place for other programmes and utilizing recent technology. The programme's relevance to the overall goals of supporting refugees and coherence with other similar UNICEF programmes positions it well within the portfolio of social safety net programmes for refugees. However, the uncertain funding support for the programme raises concerns about its sustainability that spill over into the programme's ability to maximize effectiveness.

7. Lessons learned

Several lessons learned emerged from the evaluation findings which can inform future cash transfer programming, especially for programmes targeting refugees. In particular, the results of this programme evaluation highlight:

⁷⁶ The Government recently proposed to raise the transfer value for the national CCTE, increasing the range from 35-60 TL to 45-75 TL. This will likely result in an increase in the transfer values for the CCTE for Syrians and Other Refugees as well.

Working through national systems facilitates effectiveness and sustainability. Informants noted the benefits of adapting existing national systems to provide services to Syrian families and other refugees, especially when these systems are well-developed in the context of an upper-middle income country like Turkey. Pre-existing systems like ISAIS were also strengthened as they were modified to include refugee data and integrate attendance data from foreign students through YOBIS. Further, the MoFLSS has also taken steps to incorporate learnings from the CCTE into the national programme.

Synergies and coordination with other programmes can improve efficiencies. The CCTE was able to build on pre-existing systems under the ESSN resulting in a shared payment platform and shared call centre. If other countries are considering launching social safety net programmes and conditional cash transfers for education, coordinating the implementation of these programmes from the start (including targeting, donor engagement, and work with national ministries) should be considered as a best practice.

Incorporating a child protection component can increase programme effectiveness. Respondents noted that child protection visits help families overcome non-financial barriers to school attendance. Beyond providing important information and guidance and linking families to services through referrals, child protection visits also give families the sense that someone is looking after them. The MoFLSS is currently working to incorporate a child protection component into the national programme due to positive results associated with the CCTE for Syrians and Other Refugees.

Cash transfers for education can adapt to target the most vulnerable students. The CCTE was expanded to benefit students enrolled in nonformal education through ALP which according to a key informant from UNICEF, represents a ‘positive paradigm shift in education in Turkey.’ ALP provides catch up education for adolescents aged 10-18 who are out of school due to barriers to education such as child labour. The CCTE now targets students enrolled in both formal and nonformal education, thereby supporting the educational needs of vulnerable adolescents.

Providing the same assistance to Turkish and Syrian families reinforces equity and social cohesion. According to the CCTE ToC, the programme aims to improve the integration of refugees and host communities. Syrian parents who were aware they receive the same assistance as Turkish families under the national programme viewed this positively, noting that it made them feel ‘equal.’ This sense of equity is especially important as TECs close and Syrian children are mainstreamed entirely into TPS.

8. Recommendations

The evaluation team developed recommendations based on our research findings and with input from UNICEF Turkey. Our recommendations fall into three broad categories: intersectoral collaboration and support, communications, and efficiency and resource-related recommendations. All are described in detail below.

8.1. Recommendations for intersectoral collaboration and support

Based on the evaluation findings that moderating factors beyond the influence of the CCTE may limit the programme's effectiveness, we believe a more integrated and intersectoral response—where education and social protection actors coordinate to scale up complementary interventions—could certainly enhance the programme's effectiveness. In this vein, we suggest three complementary activities that could make the CCTE more effective:

- Although the child protection component attempts to address bullying in cases brought to the attention of outreach teams and schools have made concerted efforts to promote harmonization, our evaluation found that bullying and discrimination remain deterrents for children to attend school regularly and prevent them from feeling safe while doing so. Recognizing that UNICEF alone is probably not in a position to address the systemic issues contributing to the current uptick in bullying and discrimination, such as overcrowding in TPS, **we suggest that UNICEF and its partners implement anti-bullying campaigns and integration programmes (perhaps through the PIKTES programme) to support safer and healthier interactions between Turkish and Syrian students.**
- Attendance data clearly show that adolescents attend school less regularly than younger children, and interviews, focus groups and previous studies highlight the additional obstacles to education that exist for adolescents. Although the larger transfer amount for adolescents and children attending ALP is an important step to address this problem, **we suggest additional supports and incentives for adolescents to promote regular attendance.** These additions could include **adjusting the age and grade completion criteria to enrol in vocational education** to take into account the age at which most Syrian and other refugee children tend to begin working outside the home. Further, partners and donors could explore the possibility of additional (or larger) motivational top-up payments for adolescents.
- Despite the numerous reported benefits of child protection visits, both quantitative and qualitative data show that up to half of beneficiaries receiving household visits in child protection provinces do not follow up on the services recommended to them. This lack of follow up does not appear to be the result of any deficiencies on the side of the outreach workers but rather beliefs or constraints on the part of the household. That said, the lack of follow up does **suggest a need for more detailed information on how to help families recognize the benefits of services they are referred to and perhaps more specific instructions on how to access the service.**

8.2. Communication-related recommendations

We propose three recommendations related to communications that could potentially improve the effectiveness of the CCTE for Syrians and Other Refugees:

- First, we suggest **that UNICEF and its partners prioritize information sharing and awareness raising with teachers and principals**, who appear to have inconsistent knowledge of the CCTE. Lower levels of awareness among TPS teachers and principals may be due in part to the fact that TECs have historically been targeted for CCTE programme communications, but with the current policy of full integration into TPS those teachers and principals should now be targeted so they may refer potentially eligible students who might not be aware of the programme.
- Second, we recommend that **UNICEF and/or its partners like TRCS send targeted communications to beneficiaries (either via SMS, through printed brochures or through**

social media) about how to file complaints and the importance of filing a complaint if you believe you received the wrong amount of money, no matter how small the discrepancy. The CCTE transfer amounts are somewhat complex (larger amounts for adolescents and girls) and some parents interviewed for this study believed they have at times received the wrong amount, but few raised the issue. Whether the amounts were indeed wrong or not, it is important that parents of beneficiaries have channels through which to raise queries or complaints. According to TPM data only 10 per cent of parents of beneficiaries have filed complaints, and qualitatively we heard that parents (especially fathers) are not always aware of the complaint channels available to them.

- Lastly, we encourage UNICEF and its partners to do more messaging about the programme's conditionality. Although understanding of the CCTE's conditionality has improved greatly over time, the latest TPM data show that 78% of beneficiaries understand how absences can lead to reduced transfer amounts, there is still room for improvement. We believe that increasing understanding of conditionality remains important given the ramifications of missing the condition.

8.3. Efficiency and resource-related recommendations

The CCTE for Syrians and Other Refugees is a highly efficient programme, both in terms of its total cost-transfer ratio (TCTR) and ability to leverage existing systems and synergies with other programmes. That said, we offer the following recommendations regarding the use of resources and potential need for additional resources to support certain aspects of the programme:

- Despite the large number of children supported through child protection visits (75,390 between May 2017 and March 2020 in the 15 Provinces where the component operates), this number constitutes a relatively small percentage of the children who have missed the 80 per cent monthly attendance requirement at least once. Further, child protection staff reported not having sufficient staff to carry out home visits to all of the prioritised households on their lists, which is a much smaller number than the overall list of children who have missed the attendance requirement at least once. Given the perceived effectiveness of the child protection component and the encouraging quantitative finding regarding attendance in provinces with the child protection component, we suggest that additional resources and staff are allocated to child protection outreach teams. Ideally, donors such as DG-ECHO could allocate additional resources to support child protection teams over a longer period of time to ensure continuity of service delivery and to enable longer term planning on the part of child protection teams who noted during interviews that they are constrained by short-term funding cycles.
- Coverage of the child protection component of the CCTE could also be enhanced (both in terms of numbers of at-risk children covered and intensity of follow up) by **engaging SVEPs and possibly also school counsellors in the child protection activities**. Currently, SVEPs are reaching out to families in the vicinity of their schools to encourage registration and attendance. Many have also reported that they support school administration in following up on individual cases where children are absent for several days. One option for the way forward for the CCTE programme (and as part of the SVEP programme) could be to link SVEPs with protection teams to assist with home visits, follow up with these children while they are in school, and inform communities about the CCTE programme.

- Given the perceived effectiveness of the child protection component, its dual role in preventing further risks as well as responding to existing challenges, and the encouraging quantitative finding regarding attendance in provinces with the child protection component, we also recommend donors such as DG-ECHO support the expansion of the child protection component to the other provinces where it is not currently implemented. It would be helpful for the **child protection component to be considered a standard feature of the CCTE programme for Syrians and other refugees**, wherever it is implemented in the country.
- Relatedly, to maximise the efficiency of limited resources, **we suggest UNICEF and TRCS identify the type of cases they wish to prioritise and ascertain the most relevant criteria to identify those cases**. Currently, numerous criteria are applied beyond missing the attendance requirement (e.g., the number of absences, the location of the household, the age of the child) without knowing which criteria are most useful to identify children across the child protection risk categories. Instead, UNICEF and TRCS could work together to establish a streamlined list of common indicators of vulnerability that can be adapted based on the specific vulnerabilities of each province to maximise effectiveness.
- The final recommendation is for other countries that find themselves hosting large refugee populations: given the overall success of the CCTE for Syrians and Other Refugees, **we recommend that other countries hosting refugees integrate social protection, child protection and education programming from the start, include ALP and NFE learners to the extent possible, and maximise efficiency by using existing and shared platforms**. In middle and upper-middle income countries with strong infrastructure like Turkey, if it is possible to work through national systems and in parallel with national social protection programmes, this approach could facilitate sustainability, social cohesion and child protection as seen with the CCTE.

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Annex A: Terms of reference (TOR)

Terms of Reference
UNICEF Turkey

International Institutional Consultancy

<p>Programme Evaluation of the Conditional Cash Transfer Programme for Education of Refugee Children in Turkey (May 2017 – September 2019)</p>	<p>(REF: PME/TURA/2019-C)</p>
<p>Country Programme 2016 - 2020</p> <p>Outcome: 2 – Quality data, knowledge and advocacy for child rights strengthened</p> <p>Output: 2.A – Quality evidence</p> <p>Activity: 2.A.3 - Evaluations</p> <p>Budget code: ECHO/CCTE and BPRM</p>	

Background and Context:

Turkey is hosting the largest number of refugees in the world with 3.6 million Syrian refugees as of December 2018, including 1.7 million children. There are also about 370,000 non-Syrian refugees and asylum-seekers, including approximately 120,000 children.

At the beginning of 2016, only about 320,000 refugee children were enrolled in school (approximately 36% of the school-age refugee population), posing a significant challenge to include an unprecedented number of additional children in school. At the end of 2018, 645,140 (317,761 girls; 327,379 boys) were enrolled in formal education, representing 62% of the refugee population in school age. While this means that approximately 400,000 remain out of school, the education opportunities for refugee children have increased significantly over the last few years. This progress is the result of the continuous collaboration between the Ministry of National Education (MoNE), UNICEF and other partners in the education sector, and of cross-sectoral interventions involving other entities particularly in the child protection and the social protection sectors.¹ Among these, the Conditional Cash Transfers programme for Education for refugee children (“*CCTE for refugees*”) is a key intervention.

Designed in late 2016, the CCTE for refugees intends to support the continued school attendance and encourage school enrolment. Besides the still important number of refugee children out of school, many

¹ The overall goal of ensuring sustained school attendance and promoting school enrolment among refugee children is pursued through a multi-sectoral approach that, besides the CCTE for refugees, includes various interventions designed to address the multiple barriers of access to school. In the education sector, UNICEF has contributed to the development of the education personnel management strategy, provision of financial incentives to Syrian Volunteer Education Personnel (SVEP), training of SVEP and Turkish teachers on inclusive education, improvement and expansion of learning spaces, provision of essential educational supplies to schools and families, and establishment and operationalization of non-formal education programmes (Accelerated Learning Programme, Turkish Learning Courses and Basic Literacy and Numeracy courses) that provide specialized support and learning pathways for refugee children out of school. As of 2018, refugee children enrolled in the Accelerated Learning Programme can also benefit from the CCTE. In the child protection sector, UNICEF has contributed to the establishment of community-based child protection services to address the urgent needs of refugee children, including the needs that constitute also barriers of access to continuous education. UNICEF has also collaborated with the Ministry of Family Labour and Social Services in strengthening the capacity of national child protection systems for catering for all vulnerable children, including refugee children with their specific needs.

of those in school face difficulties maintaining regular attendance, which puts them at risks of drop-out and may lead to poor learning. Irregular school attendance is due to several barriers. While no comprehensive studies exist for Turkey, scattered evidence indicates that a primary barrier is economic, including costs related to school transport, clothing, possible parental fees charged by schools, and the opportunity-cost of sending children to school rather than working or taking care of domestic tasks.

The Ministry of Family Labour and Social Services (MoFLSS) has managed the Conditional Cash Transfer programme for Education for vulnerable Turkish and other children since 2003 (this document refers to it as “national CCTE”). The fact, the CCTE for refugees is an extension of the national CCTE and its design is largely aligned with it. It is managed in partnership between MoFLSS, Ministry of National Education (MoNE), Turkish Red Crescent (TRC), and UNICEF. It is also closely aligned with the Emergency Social Safety Net (ESSN) programme, which is implemented by MoFLSS, TRC and WFP and provides a monthly unconditional grant to refugee families for their basic needs.

The CCTE for refugees has two components. Through the cash component, families receive bi-monthly payments conditional to school attendance. The child protection component provides outreach services (including screening, identification and referral) to provide additional support to families whose children are most at risk. This component has been introduced in the CCTE for refugees and is not part of the national CCTE.

Multiple actors, including the MoFLSS, donors and UNICEF at different levels, have expressed interest in analyzing the CCTE for refugees with an evaluative approach. In particular, there is interest in learning about the impact of the programme in terms of school attendance, the experience of building a humanitarian programme capitalizing on existing national systems, the added value of the child protection component as a complement to the cash component.

The CCTE for refugees started in May 2017. Its cash component is implemented nationwide, while the child protection component has been established in 15 provinces. From May 2017 to March 2019, 494,620 children have received cash transfers. The child protection outreach teams have reached 61,985 children, including 5,756 children with medium or high protection risk who have been referred to specialized services.

Object to be Evaluated:

The object of this evaluation is the Conditional Cash Transfer programme for Education of refugee children, including both its components: cash and child protection component. The programme is described in the theory of change prepared by UNICEF Turkey (Annex 1, which will be provided to interested candidates upon request during the bidding process), which will serve as evaluative framework. This programme is based on the UNICEF Social Protection Framework (Integrated social protection systems: Enhancing equity for children), the UNICEF Guide “Making cash transfers work for children and families”, the 2008 Child Protection Strategy and the 2010 Core Commitments for Children in Humanitarian Action (CCCs). It is also based on the National Law on Social Assistance and Solidarity (Law 3294) and other documents guiding the implementation of the national CCTE.

Description of the CCTE for refugees – cash component. The cash component provides cash to refugee families whose children have attended at least 80% of the school days in a month (that is: the child missed only 4 or fewer school days in a month). This financial support is expected to help refugee families sustain school-related costs as well as cope with poverty (especially when coupled with the ESSN), thereby contributing to reduce or eliminate their reliance on negative coping mechanisms and keep their children in school.

The cash component of the CCTE for refugees is aligned with the national CCTE in most of its aspects (e.g. eligibility criteria, conditionality, amount, frequency and timing of payments etc.). The high degree of alignment is dictated by several factors: a) In the interest of efficiency, coherence with the national program from the very beginning was considered as a critical factor; b) differences in frequency, conditionality and transfer amounts between Turkish and refugee families would adversely affect social cohesion between host and refugee communities.

Criteria for refugee children to be found eligible for the CCTE for refugees are as follows:

1. All members of the family must be registered in Turkey;
2. The family must not have any regular income or high-value/income-generating assets at application time;
3. No member of the family must have social security;
4. The child must be enrolled in school (off-camp TPS or TEC) at the time of application².

The first three criteria also apply to the ESSN program, which is linked to the CCTE for refugees. Therefore, there is a considerable overlap and complementarity between beneficiaries of the two programs (83% as of January 2019).

Once found eligible for the CCTE, MoFLSS runs a payment appraisal process every two months through its Integrated Social Assistance Information System (which is also connected to MoNE's E-Okul and YOBIS database which contain students' attendance information). Children receive a payment if:

- a. The family continues to meet the eligibility criteria for the payment (i.e. not being beneficiary of social security, remaining socio-economically vulnerable etc.).
- b. The child attended at least 80% of the time in a given school month;

Beneficiary families whose children attend school regularly receive the cash transfer every two months for attendance in the preceding months. Transfer amounts depend on gender and grade of the beneficiary child.

Description of the CCTE for refugees – Child Protection (CP) component.

The CCTE for refugees includes a complementary child protection component, aimed at supporting particularly vulnerable children who are unable to regularly attend school despite the financial support provided to their family through the cash component. Through the child protection component, the programme contributes not only to sustain positive education outcomes by addressing non-financial barriers of access to education; but also to mitigate child protection risks and violations, which are closely related with socio-economic vulnerabilities; as well as to reduce the damage caused by exposure of children to violence, exploitation, abuse and neglect. This component is operationalized by TRC outreach teams in 15 provinces with the highest number of refugees. The teams visit families whose children, identified through the CCTE payment/rejection lists provided by the MoFLSS, have none or low attendance. A risk/needs assessment is carried out by the outreach case workers and, if deemed necessary, children and their families are referred to the relevant services and supported in accessing them. Through the assessment of the child and his/her family, the team identifies the level of risk the

² Refugee children in Turkey can benefit from formal education at Turkish public schools (TPS) –where student data is tracked through the E-Okul system, or at Temporary Education Centers (TECs) where data is tracked through the YOBIS system.

child is at: no risk, low risk, medium risk and high risk. Risk rating is an essential step for the outreach teams to prioritize the response to children and organize the case management. Based upon the assessment and respective risk analysis, the CP outreach team will elaborate a case intervention plan to respond to the risks/needs accordingly. Intervention plans may involve referral to TRC internal services and/or referral to external services, including statutory governmental services. Should the assessment lead to the identification of child protection risks and violations, TRC outreach teams will be responsible for referring such cases to the MoFLSS (the national entity with mandate for child protection services) through the provincial department of the same Ministry or the 183 help-line managed by TRC. CP Outreach teams also carry out a certain level of follow-up of the cases, in particular to seek confirmation that the service has been received and review the child/family situation. Cases that require more prolonged, complex follow up are referred to TRC Protection teams who take over in terms of case responsibility. In all cases, during the HH visit, CCTE CP teams also provide relevant information to the family, whether this is general standard information or information provided upon the questions/requests of the individuals and/or a need/lack of information identified during the interview.

In the framework of the Turkey-UNICEF Country Programme 2016-2020, the CCTE for refugees contributes to three Country Programme Outputs:

- Output 1A: By 2020, the education system has increased capacity to provide formal education opportunities for refugee children;
- Output 1J: By 2020, the national child protection system (including the social service workforce) have increased capacity to expand the coverage and quality of the child protection services for vulnerable children (including refugee children);
- Output 1D: By 2020, families, local authorities and the social protection system have increased capacity to support vulnerable children in accessing the means to fulfil their rights.

In turn, these Outputs contribute to Outcome 1: By 2020, the education, child and social protection and health systems, NGOs, communities and families provide vulnerable children with increasingly inclusive opportunities to realize their rights to protection, education, development and participation.

Within the framework of the 3RP, the CCTE for refugees contributes to the following Objective: “Ensure sustained access to formal and non-formal education programmes for refugee children, youth and adults in camps and host communities that are inclusive and promote life-long learning”.

Rationale of the Evaluation:

The evaluation of the CCTE for refugee children will be formative. It is intended to serve an accountability and a learning function. On the one hand, the size of the funding invested since 2017 in the CCTE for refugees is considerable and will reach approximately USD 90 million by July 2019. Hence, the evaluation is commissioned to respond to accountability requirements and provide an in-depth overview based on an independent assessment for the use of different stakeholders, including UNICEF, donors, development partners, the international and national community and beneficiaries.

On the other hand, the CCTE for refugee children has generated lots of interest among involved partners and other national actors as well as in the international community. At national level, the findings of the evaluation will inform next steps for the CCTE of refugee children and aspire to inform a broader policy dialogue to strengthen the national social protection and child protection policies/systems in Turkey. Internationally, there is interest in learning from the experience of both the cash and the child protection component of the CCTE for refugees as unique experience of a) a cash transfer programme

that is used for humanitarian response and has capitalized on existing national systems; b) a cash transfer programme linked with child protection services.

From this point of view, the evaluation is commissioned also to respond to learning and documentation needs and the intended users are the MoFLSS, MoNE, TRC, UNICEF Turkey Country Office, UNICEF Regional Offices for Europe and Central Asia (ECA) and the Middle East and North Africa (MENA), UNICEF Headquarters and others in UNICEF for whom this kind of programme holds relevant lessons. The findings may be of interest also for other UN or non-UN humanitarian and development actors globally.

Objectives of the Evaluation:

The main objectives of this evaluation are to:

- Assess the relevance, efficiency, effectiveness, coherence and sustainability of the CCTE for refugees (cash and child protection components) and its alignment to the HRBA, including from the equity and gender perspectives;
- Identify and document potential innovations and lessons learnt introduced by the CCTE for refugees (cash and child protection components).

Scope of the Evaluation:

As mentioned, the evaluation will assess the Conditional Cash Transfer for Education programme for refugee children, including both its cash and child protection component. It will cover the period from May 2017 (when the first cash transfer took place) to September 2019 (when the cash transfer to beneficiary children who have regularly attended in June 2019 will take place). This will allow observation of two full school years: 2017-2018 and 2018-2019.

The CCTE for refugees (cash component) is implemented nationwide, however, for efficient sampling purposes, the evaluation should consider that the majority of the refugee population is concentrated in 20 provinces.³ As mentioned earlier, the child protection component of the CCTE for refugees is implemented in 15 provinces (among the above-mentioned 20 provinces). The evaluation should include provinces where both components are implemented as well as provinces where only the cash component is implemented (see *Sampling*).

Evaluability and Limitations. The lack of systematic needs assessments and the existence of some data gaps on the situation of refugee children (mainly due to legislative restrictions to data collection and sharing) may pose some limitations to the evaluation, especially with regards to the relevance criterion. Data related specifically to the programme, its outcomes and outputs is generally available, also with relevant disaggregations. The monitoring system and the quality of these data have evolved and improved progressively and significantly. Limitations may still persist particularly for the first months of implementation when the partner's information management systems still required finetuning. However, the verification processes in place, the continuous support provided and the

³ Adana, Adiyaman, Ankara, Batman, Bursa, Diyarbakir, Gaziantep, Hatay, Istanbul, Izmir, Kahramanmaraş, Kayseri, Kilis, Kocaeli, Konya, Malatya, Mardin, Mersin, Osmaniye, Samsun.

engagement with relevant partners has ensured a good level of reliability of the data and related disaggregations.

There is a theory of change for the programme as well as an update that reflects how some aspects of the programme have evolved based on the lessons learnt and emerging needs. This should sufficiently serve as evaluative framework.

An evaluability assessment was conducted in late 2017, which focused exclusively on determining whether the monitoring system is fit for measuring the causality between the CCTE for refugees and the variations in the school attendance levels of the beneficiaries (see *List of information sources*).

Evaluation Questions:

Assessing relevance

1. To what extent is the CCTE for refugees (cash and CP components) relevant for the needs of refugee girls and boys in Turkey? How did the programme evolve over time and adapt to the evolving needs of refugee girls and boys?
2. To what extent is the CCTE for refugees (cash and CP components) relevant for the achievement of the objectives of the 3RP and the Turkey-UNICEF Country Programme 2016-2020?
3. Given the programme environment, to what extent is the design of the CCTE for refugees (especially key elements such as: extension of an existing national programme, conditionality, transfer amount, inclusion of the child protection component) relevant considering the best interest of the child?

Assessing effectiveness

4. To what extent has the CCTE for refugees achieved the expected outcome and output level results to date? Answering to this question implies answering to the following sub-questions:
 - To what extent does the CCTE for refugees (cash and CP components) contribute to improving attendance of beneficiary girls and boys?
NOTE: the programme evaluation is expected to answer to this question using primarily a non-experimental design, based on the existing monitoring reports and additional methods identified by the evaluation team. However, it must be mentioned that an impact evaluation – parallel to this programme evaluation – is expected to measure the causality between the CCTE for refugees and the variations in the school attendance levels of the beneficiaries. If the feasibility of the impact evaluation is confirmed, its findings will have to be taken into account by the programme evaluation in answering to this evaluation question.
 - To what extent does the CCTE (cash and CP components) make a difference in the decision to enrol refugee boys and girls who were previously out of school?
 - To what extent does CCTE for refugees (cash and CP components) have a normative effect on families' attitudes about their children's schooling?
 - To what extent does CCTE for refugees preserve or enhance the process of integration of refugees into a national social assistance program?
 - To what extent has the CP component combined with the cash component contributed to improve refugee girls' and boys' (beneficiaries and non-beneficiaries living in the same households) wellbeing (in terms of: *motivation and engagement at school, self-esteem, (perceived) school performance, reduction in the child's involvement in economic activities, change in relation to the CP concern identified in the child, feeling of connectedness and sense of support of the family to services that can provide support, increased investment on children's needs?*)

- To what extent has the CP component contributed to facilitate access of beneficiary girls and boys and their families to other social services (education, child protection, health and any other services provided by state and non-state actors)?
 - To what extent has the CP component and the CCTE communication activities contributed to informing beneficiaries on the programme and ensuring continued access to the scheme?
5. What is the added value of the child protection component as a complement to the cash component?
 6. Are there any good practices/innovations emerging from the CCTE for refugees that could be relevant for application in other contexts? Which ones?
 7. To what extent has the CCTE for refugees led to unintended effects (positive or negative)?
 8. To what extent is the complaint mechanism of the CCTE for refugees effective in addressing the issues brought to its attention?

Assessing efficiency

9. To what extent does the CCTE for refugees use resources (human and financial resources, expertise, mechanisms, information management systems) efficiently? To what extent does the fact that the CCTE for refugees is the extension of an existing national programme have implications on efficient use of resources for results at scale? To what extent does the linkage between the CCTE for refugees and the ESSN have implications on use of resources for results at scale?
10. To what extent is the child protection component efficient in reaching and addressing the needs of vulnerable girls and boys?
11. To what extent is the complaint mechanism of the CCTE for refugees efficient in addressing the issues brought to its attention in timely manner?

Assessing sustainability

12. To what extent is the CCTE for refugees (cash and CP component) sustainable from the financial and institutional perspective?

Assessing coherence and coordination

13. To what extent is the CCTE (both cash and CP component) for refugees coherent with the Turkey-UNICEF 2016-2020 Country Programme, the SDGs, the 3RP as well as with the UNICEF Strategic Plan 2018-2022 and the Core Commitments for Children in Humanitarian Action?
14. To what extent is the CCTE for refugees linked to interventions of national and international partners that facilitate synergies, avoid overlaps and ensure an integrated approach to the needs of refugee girls and boys, especially in terms of regular access to school?

Assessing the application of the HRBA

15. To what extent has the Human Rights Based Approach (and, in this framework, the equity focus and gender mainstreaming) been applied in the CCTE for refugees?

Methodology of the Evaluation:

The evaluation methodology will be guided by the Norms and Standards of the United Nations Evaluation Group (UNEG)⁴ and will employ a mixed-method approach, using qualitative and quantitative techniques and triangulation of data to compile a robust and credible evidence base. It is expected that the evaluation will use the following methods at a minimum:

⁴ UNEG Norms <http://www.uneval.org/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=1491>
UNEG Standards <http://www.uneval.org/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=1496>

- **Desk review:** During the data collection phase, the evaluation team will conduct a systematic and detailed desk review of documents and data, building on the preliminary desk review conducted during the inception phase. A preliminary list of documents to be desk reviewed is the following:

List of key information sources:

- Turkey-UNICEF Country Programme 2016-2020
- Relevant policy documents on the national CCTE and social protection system
- Overview on the situation of refugee children in Turkey, UNICEF Turkey
- Thematic studies on the extension of CCTE program to refugee children in Turkey, UNICEF Turkey
- Developing strategic options for building social assistance for Syrian refugees in Turkey (feasibility analysis for the CCTE), UNICEF Turkey
- Theory of change on the CCTE for refugee children, UNICEF Turkey
- Expanded logframe of the CCTE for refugee children, UNICEF Turkey
- M&E Strategy of the CCTE for refugee children, UNICEF Turkey
- Inception report of the Third-Party Monitoring (TPM) of the CCTE for refugee children, Tandans and UNICEF Turkey
- Reports of the various rounds of quantitative and qualitative data collection by the TPM of the CCTE for refugee children, Tandans and UNICEF Turkey
- Periodic dashboards of the CCTE for refugees, UNICEF Turkey
- Periodic reports combining monitoring data from the TPM and administrative data systems, UNICEF Turkey
- Case Study of the Conditional Cash Transfer for Education's (CCTE) Child protection component
- Costing and financing study on the extension of the CCTE to refugee children
- Evaluability assessment of the CCTE program for refugee children in Turkey, UNICEF Innocenti Research Center (IRC) for the UNICEF Turkey Office
- NOTE: the assessment focused on impact evaluability (to what extent the causality between the CCTE for refugees and the variations in school attendance can be measured).
- Report of the impact evaluation of the CCTE for refugees, UNICEF Turkey and IRC
- NOTE: this report will derive from the impact evaluation that, as mentioned above, should be conducted in parallel to the programme evaluation should its feasibility be confirmed.
- Periodic post distribution monitoring reports of the Emergency Social Safety Net, WFP Turkey
- Evaluation of the Emergency Social Safety Net, WFP Turkey
- Evaluation of the national Conditional Cash Transfer Programme for Education, Gazi University, 2012
- UNICEF Annual Reports for the years: 2017, 2018, UNICEF Turkey
- Standard Operating Procedures of the CCTE child protection component
- Report based on field monitoring of the CP component.

- **Analysis of monitoring data:**

The result-based monitoring system of the CCTE for refugees is based on data from:

1. Information management systems used by MoNE (E-okul and YOBIS) and MoFLSS (ISAIS).
2. TRC databases:
 - For the cash component: payment and rejection files
 - For the child protection component: extracts from the CP database.

3. Third-party monitoring, which includes:
 - Quantitative component: three waves of longitudinal survey capturing a representative sample of beneficiaries in three geographic domains (Istanbul, West Coast, South East) and (for some indicators) also other school-age children living in the same households.
 - Qualitative component, including: a) Focus Group Discussions with parents of different groups of CCTE beneficiaries (beneficiaries receiving CCTE cash only, beneficiaries receiving cash and CP visit, CCTE beneficiaries that are also ESSN beneficiaries), and adolescent CCTE beneficiaries; b) key informant interviews with TRC community Centre staff, Social Assistance and Solidarity Foundations (SASF) staff, Coordinators of Temporary Education Center (TEC) and Principals of Turkish Public Schools (TPS).
 - Case studies to monitor the quality of and adherence to standards during the child protection visits to households.
- **Key informant interviews:** Key informant interviews should be conducted with the following key stakeholders at a minimum:
 - Relevant staff at MoFLSS at technical and decision-making level in: Social Assistance DG, Family and Community Services DG, Child Services DG in Ankara.
 - Relevant staff at MoNE at technical and decision-making level in: Life Long Learning DG and IT Department in Ankara.
 - Relevant staff at TRC (cash and the child protection teams) at technical and decision-making level in Ankara.
 - Relevant staff at TRC service centers and in CCTE CP outreach teams in sampled provinces.
 - Relevant staff at SASFs at district level?
 - Relevant MoNE staff working in provincial departments (in selected provinces).
 - Relevant staff in TPSs and TECs in selected provinces (MoNE coordinator/TEC principal, TEC Syrian deputy principal, TPS principal).
 - UNICEF staff, including senior management, relevant staff in the Social Policy, Child Protection, Education section, Communication for Development, and Planning and M&E section.
 - Relevant staff at the World Food Programme in charge of the ESSN
 - ESSN/CCTE Task Force
 - 3RP Inter-agency coordinators and Education Sector Coordinators.
 - Relevant staff at ECHO, as main donor.
- **Focus group discussions:** Although FGDs have been conducted with beneficiaries through the TPM and the thematic studies, the evaluation team should conduct a limited number of FGD (approximately 10/15) to triangulate the findings and explore other evaluation questions as relevant. In principle, FGDs should be conducted with parents of CCTE beneficiaries with different profiles. More details on the configuration of the FGDs will be discussed during the inception phase.

Evaluation report

The evaluation report will have to be in line with the Norms and Standards of the United Nations Evaluation Group as well as with the UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis. It will be subject to UNICEF's quality assurance system and to an ethical review. The length of the report is expected to be of 50 to 60 pages maximum.

The evaluation team in charge of the programme evaluation will prepare a report that combines the findings and recommendations of the programme evaluation and the findings of the impact evaluation ensuring a comprehensive analysis that answers all the evaluation questions above.

Sampling

The provinces to be visited during the data collection phase will be selected during the inception phase among the 20 provinces with the highest concentration of refugees. Selection criteria will have to consider different factors, especially the location of both the cash and child protection component, the socio-economic conditions of refugees (which tend to be different in Istanbul and in the South-Eastern provinces) and key trends observed through the monitoring of the programme. In order to allow for comparison between groups that received both components and those that received only the cash component, the sampling should select also at least one of the provinces where there is a significant refugee population but where only the cash component is offered. The choice will also have to take into account security concerns. Clearance from UNICEF Turkey Country Office is needed before field missions can start. For the purposes of the bidding process, 3 locations for the field missions should be considered (indicatively, one in Istanbul and two in the South East) in addition to the mission to Ankara. For the purposes of budget calculation, the airport of reference for the locations in the South East is Gaziantep.

Note

The contractor is expected to submit a tentative evaluation methodological proposal as part of the bidding package, based on the above tentative indications on the methodology. The methodology will be finalized during the inception phase with UNICEF once the contractor is on board.

Process and Workplan of the Evaluation:

The process includes:

1. **Inception phase** including:
 - Preliminary desk review of available information sources
 - Discussions with UNICEF commissioning team and Evaluation Reference Group.
 - Preparation of the inception report, which must include:
 - Methodology, including evaluation matrix, data collection tools, identification of key informants and groups of FGD participants, selection of provinces for the data collection;
 - Analysis of risks related to ethical issues and identification of mitigating measures. The report must be in line with the UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis. UNICEF will submit the report for ethical review, which must be obtained before proceeding with the next phase.
 - Work-plan detailing the work schedule
 - Outline of the final report.
2. **Data collection phase**, which will be conducted as outlined in the inception report.
3. **Analysis and reporting phase**. A draft report in English should be submitted to UNICEF Turkey for feedback and discussion by UNICEF and other key actors as mentioned above.

The following is a tentative work-plan, based on the assumption that the evaluation will be conducted by a team of five (see the *Evaluation Management* Section). The purpose is to provide indications on the required time allocation. Candidates can propose alternative solutions by providing a clear rationale.

TASKS	DELIVERABLES	TIME FRAME	PERSON DAYS	PAYMENT SCHEDULE
INCEPTION PHASE				
1	Briefing with the commissioning team (online)	Inception report	July – Aug 2019	30%
2	Preliminary desk-review			
3	Inception mission			
4	Preparation of methodology, evaluation matrix, data collection tools			
5	Translation, pre-testing and adjustment of data collection tools			
6	Preparation of draft Inception Report			
7	Presentation to the commissioning team			
8	Preparation of final Inception Report (incorporation of feedback on methodology and recommendations from the ethical review)			
DATA COLLECTION PHASE				
9	In-depth desk review and secondary data analysis	KII and FGDs records (English, Turkish, Arabic)	Sep –Oct 2019	30%
10	Data Collection – in-country			
11	Presentation of preliminary findings to the UNICEF team – in-country			
ANALYSIS AND REPORT WRITING PHASE				
12	Analysis	Draft report	Oct 2019 – Feb 2020	40%
13	Preparation of draft evaluation report			
14	Presentation to commissioning team (online)	Presentation		
15	Preparation of final evaluation report	Final report		
16	Summary/infographics on findings	2-pager summary		
17	Presentation of final report to key stakeholders	Presentation		

* The inception mission is thought to be 1 calendar week or 5 working days. The number of days for each expert involved in the mission should be clearly mentioned in the financial proposal.

**The data collection period is thought to be 3 calendar weeks or 15 working days. The number of days for each expert involved in the data collection should be clearly mentioned in the financial proposal.

The assignment will cover an 8-month period (July 2019 – February 2020).

Evaluation Management:

The evaluation team will work under the guidance of the UNICEF commissioning team, comprising the Chief Planning Monitoring and Evaluation, the M&E Specialist, the Monitoring Specialist of the CCTE for refugees, the Social Policy Specialist in charge of the CCTE for refugees (cash component), the Child Protection Specialist in charge of the CCTE (child protection component) and one Education Specialist. This team will oversee the management of the evaluation process starting from the development and validation of the present terms of reference, selection of the evaluation team, involvement of relevant UNICEF staff and as liaison between the evaluation team and stakeholders involved. The UNICEF PME section will oversee the quality assurance process and the alignment with UNICEF ethical standards along the entire evaluation process.

The evaluation will be conducted in a participatory manner, involving an Evaluation Reference Group comprised of relevant Departments/teams of the MoFLSS, MoNE and TRC. The participation of these stakeholders will be ensured in all phases of the evaluation, including the planning, inception and data collection phases as well as during the review of the draft reports and the discussions on the findings and recommendations.

Evaluation Team: Required Qualifications:

The evaluation will be conducted by an international, gender-balanced team of evaluators, including:

Team Leader, who will be responsible for the overall delivery of the evaluation. S/he will have primary responsibility for designing the methodology, preparing the inception report as well as the draft and final evaluation reports in line with this ToR. This person should have a minimum of 15 years' experience of working in the humanitarian and development sector and at least 10 years' experience in leading humanitarian and development evaluations. Having conducted evaluations for UNICEF is an asset, having evaluations positively rated by UNICEF's quality assurance system is an additional asset.

Child Protection Expert, who will contribute to the design of the evaluation methodology, to the preparation of the inception report as well as of the draft and final evaluation reports, bringing in the required insight from the child protection perspective. This person should have at least 15 years' experience of working in the child protection sector in both development and humanitarian contexts. S/he should also have at least 5 years' experience in conducting humanitarian or development evaluations.

Social protection and cash transfer Expert, who will contribute to the design of the evaluation methodology, to the preparation of the inception report as well as of the draft and final evaluation reports, bringing in the required insight from the social protection and cash transfer perspective. This person should have at least 10 years' experience of working in the social protection sector in both development and humanitarian contexts. S/he should also have at least 5 years' experience in conducting humanitarian or development evaluations.

Country-context Expert, who will contribute to the design of the evaluation methodology, to the preparation of the inception report as well as of the draft and final evaluation reports, bringing in the required insight from the perspective of Turkey's context (especially the socio-political and institutional context). S/he should be a national or international consultant with extensive work experience in conducting similar work in Turkey. S/he will be responsible for the translation of the data collection tools and during interviews and FGDs conducted in Turkish. S/he should have at least 10 years' experience in the education, child protection or social protection sector, and familiarity with the response to the Syria refugee crisis in Turkey.

Target Group Expert, who will contribute to the design of the evaluation methodology, to the preparation of the inception report as well as of the draft and final evaluation reports, bringing in the required experience, knowledge and insight from the perspective of the Syrian refugee population living in Turkey (especially from the cultural and sociological perspective). S/he should be an Arabic speaker, preferably a Syrian person living in Turkey. S/he will be responsible for the translation of the data collection tools and during interviews and FGDs conducted in Arabic. This person should have at least 5 years' experience in the education, child protection or social protection sector and/or in the response to the Syria refugee crisis in Turkey.

In addition to what required for each member, the following experience should be available in the team:

- At least one member with experience in the education sector;
- At least one member with extensive experience in qualitative data collection;
- At least one member with knowledge of the context of the Syria refugee crisis in Turkey;
- At least one member with solid knowledge on child rights, HRB A and gender equality;
- Excellent report writing skills in English.

Deliverables and payment schedule:

The matrix included in the section *Work Plan of the Evaluation* provides a list of deliverables. The final deliverable is the final Evaluation Report, which should comply with UNICEF Evaluation Report Standards (http://www.unicef.org/evaldatabase/files/UNICEF_Eval_Report_Standards.pdf). Its quality will be assessed through the UNICEF Global Evaluation Reports Oversight System on the basis of these standards. In addition, the evaluation will undergo an ethical review in line with the UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis. The report should include:

- Executive summary,
- Description of the object of the evaluation (including the theory of change),
- Purpose of the evaluation, evaluation scope, objectives and criteria
- Description of the evaluation methodology (including the evaluation matrix as well as an analysis of risks and mitigating measures, with risks related to ethical issues clearly spelled out),
- Findings broken down by evaluation criteria,
- Conclusions and lessons learned,
- Recommendations.

Location:

As per the schedule included in the section *Work Plan of the Evaluation*, most of the data collection will be conducted in Turkey (in Ankara and other locations in Turkey as defined by the methodology). The remaining activities of the evaluation process will take place remotely.

Supervisor:

Chief Planning M&E with technical support from one M&E Specialist.

Remarks and reservations

UNICEF reserves the right to terminate the contract and/or withhold all or a portion of payment if the rules and the regulations regarding confidentiality, ethics and procedures of UNICEF and the partners are not followed, the performance is unsatisfactory, or work/deliverables are incomplete, not delivered or fail to meet the deadlines.

The team must respect the confidentiality of the information handled during the assignment. Documents and information provided must be used only for the tasks related to these terms of reference.

The deliverables will remain the copyright of UNICEF. Members of the team shall not use the data for their own research purposes, nor license the data to others, without the written consent of UNICEF.

Cost:

Estimated Cost of Consultancy: Applicants shall present a detailed financial proposal that elaborates on daily costs on the basis of the above-mentioned schedule and deliverables, including a total sum

demand. All costs, including travel, accommodation, administrative costs, etc. shall be covered by the contractor and should be included in the financial proposal as a separate heading and broken down into details of accommodation and travel costs.

Payment: UNICEF will issue a contract in USD. Payments will take place in USD upon submission of the deliverables, as indicated in the matrix included in the section *Work Plan of the Evaluation*.

Candidates are required to specify their daily rates and the total amount as per the number of anticipated working days for each deliverable in the financial proposal, and provide the breakdown of the lump sum amount as well as incidentals of each deliverable in USD. It is up to the team to determine how the number of person/working days is distributed within the team.

Application process

Applicants are expected to submit to UNICEF the following documents:

1. Financial proposal as per the attached template
2. CVs of all team members
3. List of evaluations conducted/led by the team leader and the education expert
4. Technical proposal. The minimum content for the technical proposal is:
 - Main objectives
 - Methodology outlining a tentative evaluation matrix
 - Tentative schedule

Annex B: Rationale for proposed provinces

Ankara	Istanbul	Sanliurfa
<ul style="list-style-type: none"> • Has been included in very few previous studies, low risk of “research fatigue” on the part of Syrian CCTE beneficiaries • High level of school enrolment for school-aged Syrian children, presents opportunity to explore effective outreach and enrolment practices • Syrians constitute a relatively small percentage of the population (2%,) which may influence their experience with the CCTE • Presence of TRCS community centre • Sufficient number of beneficiaries for each component for sampling purposes: 31,085 cash recipients and 5,531 recipients of care component as of November 2019 (CCTE Factsheet 2019) 	<ul style="list-style-type: none"> • Province with most Syrian refugees in Turkey • High level of income diversity among Syrian households • Size and diversity of Syrian population in Istanbul are of interest to evaluation stakeholders • Presence of two TECs provides opportunity to investigate programme experience of beneficiaries attending TECs • Presence of TRCS community centre • Sufficient number of beneficiaries for each component for sampling purposes: 76,556 cash recipients and 12,134 recipients of care component as of November 2019 (CCTE Factsheet 2019) 	<ul style="list-style-type: none"> • Province with third most Syrian refugees • Located in the southeastern part of Turkey (closer to Syrian border), where socioeconomic conditions are quite different from the rest of Turkey; can investigate how trends like seasonal labour affect beneficiaries • Studies have noted that tensions between refugees and the host community are high in the southeast due to competition over jobs and rising prices • Fewer research studies have focused on Sanliurfa than Gaziantep, for example, which suffers from “research fatigue” • Relatively low school enrolment (43%; CCTE Factsheet 2019) of school-aged Syrian children presents opportunity to investigate barriers to enrolment • Presence of TRCS community centre • Sufficient number of beneficiaries for each component for sampling purposes: 50,972 recipients of cash and 6,111 recipients of care component as of November 2019 (CCTE Factsheet 2019)

Note. CCTE = Conditional Cash Transfer for Education; TEC = Temporary Education Centre; TRCS = Turkish Red Crescent Society.

Annex C: Key informants by location

Respondent(s)	Number of Interviews	Number of respondents	Location(s)
MoFLSS staff <ul style="list-style-type: none"> General Directorate for Social Assistance General Directorate for Family and Community Services 	3	5	Ankara
MoNE staff <ul style="list-style-type: none"> General Directorate for Lifelong Learning 	1	2	Ankara
UNICEF staff <ul style="list-style-type: none"> Senior management Social policy Child protection Education Planning and M&E CCTE field monitors 	8	11	Ankara
TRCS (cash and child protection teams)	4	5	Ankara
WFP staff in charge of the ESSN	1	1	Ankara
ESSN/CCTE Task Force staff	1	1	Ankara
DG-ECHO staff	1	5	Ankara
DG-NEAR staff	1	2	Ankara
TRCS community centre staff	3	16	Ankara, Istanbul, Sanliurfa
SASFs	3	5	Ankara, Istanbul, Sanliurfa
MoNE staff in provincial directorates	3	3	Ankara, Istanbul, Sanliurfa
Staff in TPS and TECs <ul style="list-style-type: none"> TPS/TEC principal Teachers or SVEPs (1 per study location) 	7	17	Ankara, Istanbul, Sanliurfa
Total Number of Key Informant Interviews and Respondents:	36	73	

Note. 3RP = Regional, Refugee and Resilience Plan; CCTE = Conditional Cash Transfer for Education; ECHO = European Commission's Humanitarian Aid Office; ESSN = Emergency Social Safety Net; IT = information technology; M&E = monitoring and evaluation; MoFLSS = Ministry of Family, Labour and Social Services; MoNE = Ministry of National Education; SASFs = Social Assistance and Solidarity Foundations; TEC = Temporary Education Centre; TPS = Turkish Public School; WFP = World Food Programme.

Annex D: Focus group discussions by location

Location	Respondents	Number of Focus Groups
Ankara	Parents of programme beneficiaries Parents of nonbeneficiary children	Five <ul style="list-style-type: none"> • One with cash-only mothers • One with cash and child protection mothers • One with cash-only fathers • One with cash and child protection fathers • One with parents of nonbeneficiary children
Istanbul	Parents of programme beneficiaries	Four <ul style="list-style-type: none"> • One with cash-only mothers • One with cash and child protection mothers • One with cash-only fathers • One with cash and child protection fathers
Sanliurfa	Parents of programme beneficiaries Parents of nonbeneficiary children	Five <ul style="list-style-type: none"> • One with cash-only mothers • One with cash and child protection mothers • One with cash-only fathers • One with cash and child protection fathers • One with parents of nonbeneficiary children
Total Number of Focus Group Discussions:		14

Annex E: Qualitative instruments

E.1 Key informant interview guides

E.1.1 UNICEF Staff

I. Background and HRBA

1. How long have you been involved in the Conditional Cash Transfer for Education (CCTE) for Refugees program?
2. What is your role in the program?
3. Were you involved in the design of the CCTE for Syrians and other refugees program (either the cash or the child protection component)? If so, can you tell me about the primary considerations during the design of the CCTE for Syrians and other refugees?
 - a. Were inequalities (related to gender, age, ethnicity, etc.) considered in program design? If yes, how?
 - b. How were the needs of women and children considered in the design of the CCTE for Syrians and other refugees program?

II. Relevance

4. To what extent is the CCTE for relevant to the needs of refugee girls and boys in Turkey?
5. In your opinion, what are the benefits of including a child protection component in addition to providing cash?
6. Do you think the TRC home visits support the child protection needs of beneficiaries? Why or why not?
7. In your opinion, do you think it is important that the benefits of the program are conditional on attendance? Why or why not?
 - a. To the best of your knowledge, are payments being paused often? Please explain.
8. To what extent is the CCTE for Syrians and other refugees (both the cash and child protection components) relevant to the achievement of the objectives of the 3RP and the Turkey–UNICEF Country Program 2016–2020?

III. Perceptions of Effectiveness/Efficiency

9. Do you believe that the cash amount is sufficient to improve attendance? Why or why not?
10. Since the beginning of the CCTE program, have you noticed any changes in:
 - a. Attendance among beneficiaries? Please explain.
 - i. Any differences between boys and girls?
 - ii. Differences between children in primary and secondary school?
 - b. Enrollment of Syrian children? Please explain.

- i. Any differences between boys and girls?
 - ii. Differences between children in primary and secondary school?
 - c. Parents' attitudes concerning the value of education? Please explain.
 - i. Any differences between boys and girls?
 - d. Social cohesion among Syrians and host community? Please explain.
11. Are there any good practices (for implementation, coordination, communication, M&E, etc.) associated with the CCTE that could inform future cash transfer or child protection programs? If yes, please explain.
12. Do you believe that the child protection component increases the effectiveness of the CCTE program? Why or why not?
13. What are the most expensive (or time-intensive) aspects associated with implementing the CCTE for Syrians and other refugees (e.g. staff salaries working on the CCTE, cash component, CP component, etc.)?
14. Do you think resources are used efficiently to deliver the cash component of the program? Why or why not?
 - a. If not, how could this component be implemented more efficiently?
15. Do you think resources are used efficiently to deliver the child protection component of the program? Why or why not?
 - a. If not, how could this component be implemented more efficiently?
 - b. Do you think the human resources for child protection (the TRC outreach teams) are adequately staffed and staffing maintained to effectively fulfil their child protection functions?
16. Were there any efficiencies gained by building off of the national CCTE to create the CCTE for Syrians and other refugees?
 - a. If yes, which systems/structures support both the national CCTE and the CCTE for Syrians and other refugees?
 - b. To the best of your knowledge, did learnings from the ESSN inform the implementation of the CCTE? Please explain.
 - i. If yes, did this result in the CCTE being implemented more efficiently? Why or why not?
 - ii. Please describe any synergies between the CCTE and ESSN.
17. Do beneficiaries have a way to provide feedback on the program (including communications about payments, payment errors, etc.)? Please explain.
 - a. What do beneficiary complaints normally consist of?
 - b. What channels are available to beneficiaries to give feedback on the program? Please list.

- c. How are complaints received through different channels coordinated and responded to? For example, how are complaints received through TRC 168 resolved and closed?
- d. Are complaints/queries used to improve the program? If yes, how? Can you give me an example?

IV. Coherence & Coordination

- 18. How would you say the CCTE for Syrians and other refugees fits within the broader European/ECHO/3RP response to the Syrian crisis? And to ECHO's support of Turkey, specifically?
 - a. Does the CCTE for Syrians and other refugees complement other programs or policies? If yes, which ones, and how so?
 - b. Do you expect that the transition in the implementation of the ESSN from WFP to IFRC will affect the CCTE at all, and how so?
- 19. Does the CCTE for Syrians and other refugees coordinate with other assistance programs? Please explain.

V. Sustainability

- 20. Do you think that the CCTE for Syrians and other refugees should still exist 3 years from now? Why or why not?
- 21. How do you see UNICEF Turkey's role in support of the CCTE for Syrians and other refugees changing over the next couple of years?
- 22. Do you think that the CCTE for Syrians and other refugees can be integrated into the national CCTE program? Please explain.
 - a. How could the program be financed in the future?
 - b. Is the CCTE for Syrians and other refugees influencing the CCTE for Turkish Citizens in any way? Could it influence the national CCTE?
- 23. What do you see as the main obstacles to the sustainability of the CCTE for Syrians and other refugees?

VI. Conclusion

- 24. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program or its objective to promote education for refugee children?

Thank respondent for his/her time and conclude the interview.

E.1.2 UNICEF Field Monitors

I. Background and HRBA

1. How long have you been involved in the Conditional Cash Transfer for Education (CCTE) for Refugees program?
2. Can you tell me about your role as field monitors? What are your day-to-day responsibilities?
 - a. When you visit schools, SASFs, and bank branches, what activities do you do at each?
 - i. Schools, TECs, public education centers?
 - ii. SASFs?
 - iii. Bank branches?
3. In your role as a field monitor, do you consider inequalities among beneficiaries (inequalities could be based on gender, socioeconomic status, ethnicity, etc.) and vulnerabilities? If yes, how does this influence the work you do as a field monitor?

II. Relevance

4. To what extent is the CCTE for relevant to the needs of refugee girls and boys in Turkey?
5. Do you think the TRC home visits support the child protection needs of beneficiaries? Why or why not?
6. In your opinion, do you think it is important that the benefits of the program are conditional on attendance? Why or why not?
 - a. To the best of your knowledge, are payments being paused often? Please explain.

III. Perceptions of Effectiveness/Efficiency

7. Do you believe that the cash amount is sufficient to improve attendance? Why or why not?
8. Since the beginning of the CCTE program, have you noticed any changes in:
 - a. Attendance among beneficiaries? Please explain.
 - i. Any differences between boys and girls?
 - ii. Differences between children in primary and secondary school?
 - b. Enrollment of Syrian children? Please explain.
 - i. Any differences between boys and girls?
 - ii. Differences between children in primary and secondary school?
 - c. Parents' attitudes concerning the value of education? Please explain.
 - i. Any differences between boys and girls?
 - d. Social cohesion among Syrians and host community? Please explain.

9. How often do you visit schools, SASFs, and bank branches in your area?
 - a. Is this sufficient?
 - b. Do you visit some areas more than others? Why do you think this is?
 - c. Is your workload as a field monitor manageable? Why or why not?
 - d. Is there anything that would make your role as field monitors easier or more efficient? Please explain.
10. Do you think the human resources for child protection (the TRC outreach teams) are adequately staffed and staffing maintained to effectively fulfil their child protection functions?
11. Do you think there are any efficiencies gained by building off of the national CCTE to create the CCTE for Syrians and other refugees?
 - a. If yes, which systems/structures support both the national CCTE and the CCTE for Syrians and other refugees?
12. Do beneficiaries have a way to provide feedback on the program (including communications about payments, payment errors, etc.)? Please explain.
 - a. What do beneficiary complaints normally consist of?
 - b. What channels are available to beneficiaries to give feedback on the program? Please list.
 - c. Do you yourself ever receive complaints/queries about the program from beneficiaries? Please explain.

IV. Coherence & Coordination

13. How do you, as field monitors, coordinate with partner organizations?
 - a. SASFs?
 - b. Schools (TPS, TECs, public education centers)?
 - c. Bank branches?
14. Do you expect that the transition in the implementation of the ESSN from WFP to IFRC will affect the CCTE at all, and how so?
15. Does the CCTE for Syrians and other refugees coordinate with other assistance programs? Please explain.

V. Conclusion

16. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program or its objective to promote education for refugee children?

Thank respondents for their time and conclude the interview.

E.1.3 TRC Headquarters Staff [Separate Interviews with Cash and CP Staff]

I. Background & HRBA

1. How long have you been involved in the Conditional Cash Transfer for Education (CCTE) for Syrians and other refugees program?
2. How do you support or monitor the program? In other words, what is your role?
3. Can you tell me about the primary considerations during the design of the CCTE for Syrians and other refugees program?
 - a. Were inequalities considered in program design? If yes, how? Probe: inequalities could be related to gender, disability, socioeconomic status, ethnicity, etc.
 - b. How were the needs of women and children considered in the design of the CCTE for Syrians and other refugees program?
4. Is the CCTE for Syrians and other refugees relevant to the needs of beneficiaries? How does the CCTE address these needs? Please explain using specific examples.

II. High-Level Perceptions of Effectiveness/Efficiency

5. What would you say is the primary objective of the CCTE for Syrians and other refugees?
 - a. How effective has the CCTE program been in achieving that objective?
 - b. What evidence do you have to support program effectiveness?
6. How would you assess the efficiency of the CCTE for Syrians and other refugees? Do you think resources are used efficiently to deliver the cash and child protection components of the program? Please describe:
 - a. For the cash component
 - b. For the child protection component
7. How (if at all) has the CCTE for Syrians and other refugees “piggybacked” on the existing national CCTE program? Has this led to any efficiencies or added effectiveness? Please explain.
8. How (if at all) has engaging TRCS influenced the effectiveness of the program? And the efficiency of the program?
9. Does the child protection component increase the effectiveness/efficiency of the CCTE program? Please explain.
10. Is the child protection component relevant to the needs of CCTE beneficiaries? Please explain.
11. From what you can tell, to what extent does the CCTE program preserve, enhance, or diminish social cohesion between the host and refugee communities?
12. To what extent does the CCTE for Syrians and other refugees influence knowledge and attitudes toward education (for example, beliefs about regular school attendance) in beneficiary households? Please explain with examples, if possible.

III. Coherence & Coordination

13. How would you say the CCTE for Syrians and other refugees fits within the broader response to the Syrian crisis?
 - a. Does the CCTE for Syrians and other refugees complement other programs or policies? These could be other programs implemented by TRC or programs implemented by other organizations. If yes, which ones, and how so?
14. Does the CCTE for Syrians and other refugees coordinate with other assistance programs? Please explain.
 - a. If so, how strong are the linkages between the CCTE for Syrians and other refugees and these other programs? Please explain.
15. How well coordinated are the cash and child protection components of the CCTE for Syrians and other refugees? What linkages exist between the cash and child protection components? How could these linkages be strengthened?

IV. Sustainability

16. Should the CCTE exist three years from now? Why or why not? Please explain.
17. What do you see as the main obstacles to the sustainability of the CCTE for Syrians and other refugees? What other factors affect the program's sustainability?

For cash team members only:

18. How are beneficiaries communicated to about their Kizilay cards (when they will receive payment, the amount, etc.)?
19. What are the main challenges to implementing the cash component of the CCTE for Syrians and other refugees?
20. Can you walk me through the process of generating bi-monthly payments? Probe for how attendance information is shared, how payment lists are generated, how information is communicated between agencies.
21. When you think about the process for generating payments (producing the payment lists, communicating with ministries, UNICEF, and the bank, etc.) are there aspects of the payment process that could be more efficient? Please explain.
22. How often are there mistakes in the payment lists or wrong payments/wrong amounts issued to beneficiaries?
 - a. Are there enough checks and balances to the payment process?
23. Are payments ever delayed? If yes, what are the reasons for delayed payments?
24. Do beneficiaries have a way to provide feedback on the program (including communications about payments, payment errors, etc.)? Please explain.
 - a. Where/to whom do beneficiaries typically bring grievances about the program?
 - i. What channels are available to beneficiaries to give feedback on the program? Please list.

- ii. How are complaints received through different channels coordinated and responded to? For example, how are complaints received through TRC 168 resolved and closed?
 - iii. Are complaints/queries used to improve the program? If yes, how? Can you give me an example?
 - b. How common are beneficiary complaints about the cash component of the program?
 - c. What do beneficiary complaints normally consist of?
25. Are you aware of any unintended consequences (either positive or negative) of the cash transfer? Please describe.

For child protection team members only:

Short mapping exercise: Before I ask you a few questions about the child protection component of the CCTE for Syrians and other refugees, I'd like to do a short drawing exercise with you. Using this [chart paper/blank sheet of paper] I'd like you to draw (or help me draw, if you prefer) the landscape for a Syrian refugee child attending school here in Turkey. We'll start with the Syrian child in the middle of the paper and on one side, I'd like you to draw/guide me in drawing the external forces (individuals, institutions, policies, actions, etc.) that pose child protection risks to our fictitious Syrian child and his/her well-being. On the other side, we'll draw the individuals, services, organizations, programs, policies, etc. that are trying to help this child. For each item we draw, we will try to convey the relative importance and how it's linked to the child and/or other items we've drawn.

26. Please describe your perception of the value of the child protection component of the CCTE for Syrians and other refugees.
27. What are the main challenges to implementing the child protection component of the CCTE for Syrians and other refugees?
28. How are households identified for a child protection visit? How many times does a child need to be absent before an outreach visit is triggered? Are any other criteria considered when determining which households to visit? Probe: age, gender, grade, geographic area with high concentration of Syrian refugees, enrollment in ALP, historical absences
29. Do you think TRC outreach teams are targeting the households most in need of support/referral services? Please explain.
30. Following a TRC outreach visit, how are child protection risks determined (i.e., the process) and how are cases classified in terms of risk level and type of risk?
- a. How are CP risks determined?
 - b. How are cases assigned specific support? What is the process for this?
 - c. What documentation is kept (and where) on each case?

- d. How are the risk level and type of risk determined?
 - e. What is the most common case classification?
 - f. What are the most common child protection risks identified?
 - g. What are the most common referrals?
 - h. How many times is one household typically visited?
 - i. How long does a home visit typically last?
 - j. How do you determine when a household no longer requires child protection support? In other words, how are cases closed?
31. Does the TRC staff member continue supporting a case throughout the duration of child protection support? Or do multiple outreach staff follow up with the same household?
32. In thinking about the risk classification (high, medium, and low risk), which type of cases are you currently serving most of through TRC outreach teams? Is this in line with the program's objectives, or do you think you should be focusing on more or less serious cases?
33. Are there sufficient numbers of trained staff to conduct outreach visits? Is caseload/workload ever a problem for TRC staff supporting the CCTE for Syrians and other refugees? Please explain.
34. How do you think the child protection component could be improved?
35. Are you aware of any unintended consequences (either positive or negative) of the child protection component of the CCTE for Syrians and other refugees?

V. Conclusion

36. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program? It could be about either the cash or child protection component of the CCTE.

Thank respondent for his/her time and conclude the interview.

E.1.4 TRC CCTE CP Outreach Teams (based in CCTE Community Centers)

I. Background & High-Level Perceptions

1. How long have you been involved in the Conditional Cash Transfer for Education (CCTE) for Refugees program?
2. How do you support and/or monitor the program? *Probe for details about respondent's role.*
 - a. How/where do you primarily interact with beneficiaries of the CCTE for Syrians and other refugees program?
3. I'm going to ask you some specific questions about the CCTE for Syrians and other refugees in a few minutes, but let's start with some bigger picture questions:
 - a. To what extent does the CCTE improve knowledge and attitudes within beneficiary households regarding education? *Probes: education in general, girls' education, older children's education, regular attendance, etc.*
 - b. Do you think the CCTE for Syrians and other refugees has any influence on social cohesion between host and refugee communities? Does it increase or decrease social cohesion between host and refugee communities? Please explain.

II. Cash

4. Do CCTE beneficiaries ever talk about wrong payments (i.e., wrong payment amount) or delayed payments? If so, how frequently?
5. Do beneficiaries have a way to provide feedback on the program (including communications about payments, payment errors, etc.)? Please explain.
 - a. How common are beneficiary complaints about the cash component of the program?
 - b. What do beneficiary complaints normally consist of?
 - c. Where/to whom do beneficiaries typically bring grievances about the program? If beneficiaries call in a complaint to TRC 168, how is the complaint addressed and closed?
6. Are you aware of any unintended consequences (either positive or negative) of the cash transfer? Please describe.

III. Child Protection

Short mapping exercise: *Before I ask you a few questions about the child protection component of the CCTE for Syrians and other refugees, I'd like to do a short drawing exercise with you. Using this [chart paper/blank sheet of paper] I'd like you to draw (or help me draw, if you prefer) the landscape for a Syrian refugee child attending school here in Turkey. We'll start with the Syrian child in the middle of the paper and on one side, I'd like you to draw/guide me in drawing the external forces (individuals, institutions, policies, actions, etc.) that pose child protection risks to our fictitious Syrian child and his/her well-being. On the other side, we'll draw the individuals, services,*

organizations, programs, policies, etc. that are trying to help this child. For each item we draw, we will try to convey the relative importance and how it's linked to the child and/or other items we've drawn.

7. What is the added value/benefit of the child protection component of the CCTE?
8. Who decides what households are visited for outreach under the CCTE? What are the criteria? Probes: Probe: age, gender, geographic location where the family lives (is it in an area with high numbers of refugees?), enrollment in ALP, historical absences
9. Can you explain to me what are the “rejection files”?
 - a. How are rejection files used?
 - b. When do you receive rejection files?
 - c. Do you use rejection files to identify households to be visited for outreach? If yes, can you walk me through the process?
10. How many times does a child need to be absent before an outreach visit is triggered?
11. Do you think TRC outreach teams are targeting the households most in need of support/referral services? Please explain.
12. Following a TRC outreach visit, how are child protection risks determined (i.e., the process) and how are cases classified in terms of risk level and type of risk?
 - a. How are CP risks determined?
 - b. How are cases assigned specific support? What is the process for this?
 - c. What documentation is kept (and where) on each case?
 - d. How are the risk level and type of risk determined?
 - e. What is the most common case classification?
 - f. What are the most common child protection risks identified?
 - g. What are the most common referrals?
 - h. How many times is one household typically visited?
 - i. How long does a home visit typically last?
 - j. How do you determine when a household no longer requires child protection support? In other words, how are cases closed?
13. Does the same TRC staff member continue supporting a case throughout the duration of child protection support? Or do multiple outreach staff follow up with the same household?
14. Do you think the child protection component of the CCTE for Syrians and other refugees (and the outreach visits specifically) has led to a reduction in child protection risks? Why or why not?
15. In thinking about the risk classification (high, medium, and low risk), which type of cases are you currently serving most of through TRC outreach teams? Is this in line

- with the program's objectives, or do you think you should be focusing on more or less serious cases?
16. Are there sufficient numbers of trained staff to conduct outreach visits? Is caseload/workload ever a problem for TRC staff supporting the CCTE for Syrians and other refugees? Please explain.
 17. What are the main challenges to implementing the child protection component of the CCTE for Syrians and other refugees?
 18. How do you think the child protection component could be improved?
 19. Are you aware of any unintended consequences (either positive or negative) of the child protection component of the CCTE for Syrians and other refugees?

IV. Conclusion

20. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program?

Thank respondent for his/her time and conclude the interview.

E.1.5 MoFLSS DG of Family and Community Services staff

I. Background and HBRA

1. Are you familiar with the CCTE for Syrians and other refugees? If yes, please tell me what you know about the program.
2. Have you been involved in any activities related to the CCTE program? If yes, please describe. Probe for linking activities with Family Social Support Program (ASDEP), social services outreach teams.

II. Relevance, Effectiveness, and Efficiency

3. Do you believe that the cash amount paid to refugee families under the CCTE is sufficient to improve attendance? Why or why not?
4. In your opinion, do you think that the attendance conditionality is important? Why or why not?
5. Since the beginning of the CCTE program, have you noticed any changes in:
 - a. Attendance among beneficiaries? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences between children in primary school and secondary school?
 - b. Enrollment of Syrian children? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences between children in primary school and secondary school?
 - c. Attitudes toward education? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences between children in primary school and secondary school?
6. In your opinion, what are the benefits of including a child protection component in addition to providing cash?
7. Do you think that TRC home visits prompted by missing more than 4 days of class per month support the child protection needs of children? Why or why not?
 - a. Do you believe that the child protection component under the CCTE has affected the child protection system in Turkey? Why or why not?
8. Do the social services outreach teams under this DG coordinate with TRC to support implementation of the CCTE for Syrians and other refugees at the community level (e.g. in terms of home visits under the child protection component)? If yes, please explain.
 - a. Do you believe this coordination is working well? Why or why not?
 - b. How could this coordination be improved?

9. Were there any efficiencies gained by building off of the national CCTE to create the CCTE for Syrians and other refugees?
 - a. If yes, which systems/structures support both the national CCTE and the CCTE for Syrians and other refugees?
10. Are you aware of any good practices associated with the CCTE for Syrians and other refugees that could inform the national CCTE program for Turkish citizens or other future cash transfer/child protection programs? If yes, please explain.
11. To the best of your knowledge, did learnings from the ESSN inform the implementation of the CCTE? Please explain.
 - a. If yes, did this result in the CCTE being implemented more efficiently? Why or why not?

III. Coherence & Coordination

12. Does the CCTE for Syrians and other refugees complement other programs or policies (benefitting Syrians and other refugees or Turkish citizens) implemented by the MoFLSS? If yes, which ones, and how so?
13. Does the CCTE for Syrians and other refugees coordinate with other assistance programs implemented by the MoFLSS? Please explain.

IV. Sustainability

14. Do you think that the CCTE for Syrians and other refugees should still exist 3 years from now? Why or why not?
15. Do you think that the CCTE for Syrians and other refugees can be integrated into the national CCTE program? Please explain.
16. How could the program be financed in the future?
17. What do you see as the main obstacles to the sustainability of the CCTE for Syrians and other refugees?

V. Conclusion

18. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program or its objective to promote education for refugee children?

Thank respondent for his/her time and conclude the interview.

E.1.6. MoFLSS DG of Social Assistance

I. Background and HBRA

1. How long have you been involved in the Conditional Cash Transfer for Education (CCTE) for Syrians and other refugees program?
2. What is your role in the program?
3. Were you involved in the design of the CCTE program (either the cash or the child protection component)? If so, can you tell me about the primary considerations during the design of the CCTE for Syrians and other refugees?
 - a. Were inequalities considered in program design? If yes, how?
 - b. How were the needs of women and children considered in the design of the CCTE program?

II. Implementation

4. Please explain how you verify that potential CCTE beneficiaries meet the eligibility criteria.
 - a. Through the Integrated Social Assistance Information System (ISAIS), which external databases do you access and what data do you pull from these databases?
 - b. Do you ever have any challenges accessing external databases through ISAIS? If yes, how do you resolve these challenges?
5. Please discuss how you generate payment and rejection files.
 - a. Are there ever any delays associated with generating payment/rejection files? If yes, please explain.
 - b. When generating a payment file for January, which month's attendance data do you reference?
 - i. If there is a lag to retrieve the most recent attendance month information of the beneficiary students, what is the reason for this?
6. Once you have shared the payment and rejection files with TRCS, how does TRCS act on that information?
 - a. How does TRCS keep the MoFLSS updated on the number of beneficiaries paid during each payment cycle?
7. If MoFLSS notices that a beneficiary missed more than 4 days of school in a month, how are payments paused?

III. Relevance, Effectiveness, and Efficiency

8. Do you believe that the cash amount paid to refugee families under the CCTE is sufficient to improve attendance? Why or why not?
9. In your opinion, do you think that the attendance conditionality is important? Why or why not?

10. Since the beginning of the CCTE program, have you noticed any changes in:
 - a. Attendance among beneficiaries? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences between children in primary school and secondary school?
 - b. Enrollment of Syrian children? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences between children in primary school and secondary school?
 - c. Attitudes toward education? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences between children in primary school and secondary school?
11. Do you think resources are used efficiently to deliver the cash component of the program? Why or why not?
 - a. If not, how could this component be implemented more efficiently?
12. In your opinion, what are the benefits of including a child protection component in addition to providing cash?
13. Were there any efficiencies gained by building off of the national CCTE to create the CCTE for Syrians and other refugees?
 - a. If yes, which systems/structures support both the national CCTE and the CCTE for Syrians and other refugees?
14. Are you aware of any good practices associated with the CCTE for Syrians and other refugees that could inform the national CCTE program for Turkish citizens or other future cash transfer/child protection programs? If yes, please explain.
15. To the best of your knowledge, did learnings from the ESSN inform the implementation of the CCTE? Please explain.
 - a. If yes, did this result in the CCTE being implemented more efficiently? Why or why not?

IV. Coherence & Coordination

16. Does the CCTE for Syrians and other refugees complement other programs or policies (benefitting Syrians and other refugees or Turkish citizens) implemented by the MoFLSS? If yes, which ones, and how so?
17. Does the CCTE for Syrians and other refugees coordinate with other assistance programs implemented by the MoFLSS? Please explain.

V. Sustainability

18. Do you think that the CCTE for Syrians and other refugees should still exist 3 years from now? Why or why not?

19. Do you think that the CCTE for Syrians and other refugees can be integrated into the national CCTE program? Please explain.
 - a. How could the program be financed in the future?
20. What do you see as the main obstacles to the sustainability of the CCTE for Syrians and other refugees?

VI. Conclusion

21. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program or its objective to promote education for refugee children?

Thank respondent for his/her time and conclude the interview.

E.1.7 MoNE DG of Lifelong Learning

I. Background and HBRA

1. How long have you been involved in the Conditional Cash Transfer for Education (CCTE) for Syrians and other refugees' program?
2. What is your role in the program?
3. Were you involved in the design of the CCTE program? If so, can you tell me about the primary considerations during the design of the CCTE program?
 - a. Were inequalities considered in program design? If yes, how?
 - b. How were the needs of women and children considered in the design of the CCTE for Syrians and other refugees?

II. Implementation

4. How is attendance recorded at the school level?
 - a. Who is responsible for recording attendance data (e.g. teachers, principal)? *Probe for differences between TECs and TPS.*
 - b. What type of attendance data is shared (e.g. weekly, monthly, etc.)?
 - c. When is attendance data made available to MoNE (e.g. in real time, a week later, a month later, etc.)?
5. How does MoNE monitor attendance data?
 - a. Are there ever any gaps in data received by MoNE?
 - i. If yes, how is this resolved? Please explain.
6. How is attendance data used to inform the CCTE for Syrians and other refugees?
 - a. Is there a process in place to ensure that attendance data is available in each database in a timely fashion so MoFLSS can generate payment/rejection files? If yes, please explain.
 - i. Are there ever any IT issues/delays related to attendance data? If so, please describe and explain how the issue was resolved.
7. Please describe the modes of communication in place between MoNE and MoFLSS to discuss updates on implementation of the CCTE program. *Probe for email exchanges, meetings, etc.*

III. Relevance, Effectiveness, and Efficiency

8. Do you believe that the cash amount paid to refugee families under the CCTE is sufficient to improve attendance? Why or why not?
9. In your opinion, do you think that the attendance conditionality is important? Why or why not?
10. In your opinion, what are the main reasons that children are absent from school? *Probe for: distance to school, sickness, don't like teacher, don't speak Turkish*

11. Since the beginning of the CCTE program in mid-2017, have you noticed any changes in:
 - a. Attendance among Syrian children? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences between children in primary school and secondary school?
 - b. Enrollment of Syrian children? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences between children in primary school and secondary school?
12. Were there any efficiencies gained by building off of the national CCTE to create the CCTE for Syrians and other refugees?
 - a. If yes, which systems/structures support both the national CCTE and the CCTE for Syrians and other refugees?

IV. Coherence & Coordination

13. Does the CCTE for Syrians and other refugees complement other programs or policies (benefitting Syrians and other refugees or Turkish citizens) implemented by MoNE? If yes, which ones, and how so?
14. Does the CCTE for Syrians and other refugees coordinate with other programs supported by MoNE? Please explain.
15. How does the CCTE for Syrians and other refugees fit into the broader MoNE agenda for primary and secondary education?

V. Sustainability

16. Do you think that the CCTE for Syrians and other refugees should still exist 3 years from now? Why or why not?
17. Do you think that the CCTE for Syrians and other refugees can be integrated into the national CCTE program? Please explain.
 - a. How could the program be financed in the future?
18. What do you see as the main obstacles to the sustainability of the CCTE program?

VI. Conclusion

19. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees or its objective to promote education for refugee children?

Thank respondent for his/her time and conclude the interview.

E.1.8 Social Assistance and Solidarity Foundations

I. Background

1. Please state your name, role and how long you have been in this role.
2. Please provide an overview of your foundation's work.
 - a. What services do you provide?
 - b. How does your foundation cooperate with MoFLSS?
3. Are you familiar with the Conditional Cash Transfer for Education (CCTE) for Syrians and other refugees?
 - a. If yes, please explain what you know about the program.
 - b. How are you involved in the program?
4. How do you help people who are interested in applying for the CCTE program?
 - a. Do applicants face any problems completing the CCTE application? If yes, please explain.
5. Are you involved in conducting household visits to assess eligibility for the CCTE? If yes, please explain this process.
 - a. What types of questions do you ask during these visits?
6. What role do you play in the ESSN?

II. Relevance, Effectiveness, and Efficiency

Interviewer: The CCTE for Syrians and other refugees includes a cash component and a child protection component. The cash component provides bimonthly payments to eligible households (ranging from 35 to 60 Turkish Lira, depending on age and gender), conditional on their children not missing more than 4 days of school in a month. Children also receive 100-250 Turkish Lira at the start of each school term. The child protection component includes home visits made by TRC to identify at risk children and connect them to services. TRC outreach teams visit children who miss more than 4 days of school in a month.

7. In thinking about Syrian families living under temporary protection in Turkey, and specifically about the children in those families, what do you typically encounter as the main child protections risks to those children?
8. What do you see as the main challenges to school enrollment?
9. What do you see as the main challenges to regular school attendance?
10. Do you believe that the cash amount paid to refugee families under the CCTE is sufficient to improve school attendance? Why or why not?
11. In your opinion, do you think that the attendance conditionality is important? Why or why not?

12. Do you think resources are used efficiently to deliver the cash component of the program? Why or why not?
 - a. If not, how could this component be implemented more efficiently?
13. Are you aware of any good practices associated with the CCTE that could inform similar cash programs? If yes, please explain.
14. Were there any efficiencies gained by building off of the national CCTE to create the CCTE for Syrians and other refugees?
 - a. If yes, which systems/structures support both the national CCTE and the CCTE for Syrians and other refugees?

III. Coherence & Coordination

15. What other services do households living under temporary protection have access to that could help them meet their children's needs and reduce child protection risks?
16. Do you coordinate with the TRC CCTE outreach teams concerning the child protection component? If yes, how so?
17. Does the CCTE for Syrians and other refugees complement other programs or policies? If yes, which ones, and how so?

IV. Sustainability

18. Do you think that the CCTE for Syrians and other refugees should still exist 3 years from now? Why or why not?
19. In your opinion, how could the CCTE for Syrians and other refugees continue to be financed if funding by international donors ends?

V. Conclusion

20. How could the CCTE for Syrians and other refugees be improved?
21. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program or its objective to promote education for refugee children?

Thank respondent for his/her time and conclude the interview.

E.1.9 Staff in TPS (TPS Principal and Teachers)

I. Background

1. Please state your name, role and how long you have been in this role.
2. How many children are enrolled in this school?
3. Can you provide an overview of the breakdown of children in your school? What percentage are Turkish? Syrian? Other refugees?
4. When did Syrian children start enrolling in this school?
 - a. How do you accommodate Syrian students (e.g. double-shifts, etc.)?
5. How many teachers work at this school?
 - a. Are any SVEPs working at this school? If yes, please explain their role.
6. What are the main challenges Syrian children face in the classroom/school?
 - a. What challenges prevent Syrian and other refugee children from attending school?
 - b. How regular is attendance in your class? At this school?
7. Are you familiar with the Conditional Cash Transfer for Education (CCTE) for Syrians and other refugees?
 - a. If yes, please explain what you know about the program.

II. Relevance

Interviewer: As you may know, the CCTE for Syrians and other refugees includes a cash component and a child protection component. The cash component provides bimonthly payments to eligible households (ranging from 35 to 60 Turkish Lira, depending on age and gender), conditional on their children not missing more than 4 days of school (unexcused) in a month. Children also receive 100 to 250 Turkish Lira at the start of each school term, depending on their grade. The child protection component includes home visits made by TRCS to identify at risk children and connect them to services. TRCS outreach teams visit children who miss more than 4 days in a month (unexcused absences).

8. Do you believe that parents and children are aware of the attendance requirement associated with the program (i.e. households will not receive monthly payment if children miss more than 4 days of school per month, **unexcused**)? Why or why not?
9. In your opinion, do you think the attendance requirement in order to receive the cash payment is an important part of the program? Why or why not?
10. Do you believe the cash paid to households under the CCTE for Syrians and other refugees (35-60 TL bimonthly plus 100-250 TL in top ups) is sufficient to improve attendance? Why or why not?
11. If you think about the children attending this TPS, what would you say their most urgent needs are related to continuing and completing school?

12. You may be aware that TRCS visits children at home if they miss too much school (too many unexcused absences in a given month). What are you doing to combat irregular attendance?
13. What are the primary reasons children miss school (unexcused absence)? Probes: transportation, household chores, child labor, bullying, disinterest in school
 - a. Does attendance vary by season? If so, is this true for both girls and boys? Younger and older children? Please explain.
 - b. Do you think children miss school (unexcused absence) for financial reasons? For example, because they are working? Please explain, including any differences between boys and girls and younger and older children.

III. Perceptions of Effectiveness/Efficiency

14. Since the beginning of the CCTE program in mid-2017, have you noticed any changes in:
 - a. Attendance among Syrians? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences by age/grade?
 - b. Enrollment among Syrians at this school? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences by age/grade?
 - c. Parents' attitudes concerning the value of education? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences by age/grade?
 - d. Social cohesion among Syrians and the host community? Please explain.
15. What do you see as the primary challenges associated with the CCTE for Syrians and other refugees?
16. What are the successes of the CCTE for Syrians and other refugees?

IV. Coherence & Coordination

17. To the best of your knowledge, does the CCTE for Syrians and other refugees complement other programs or policies? If yes, which ones, and how so?
 - a. Probe: ESSN, transportation support, ALP, Turkish language classes?

V. Sustainability

18. Do you think that the CCTE for Syrians and other refugees should still exist 3 years from now? Why or why not?

VI. Conclusion

19. How could the CCTE for Syrians and other refugees be improved?
20. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program or its objective to promote education for refugee children?

Thank respondent for his/her time and conclude the interview.

E.1.10 Staff in TEC (TEC Principal and SVEPs)

I. Background

1. Please state your name, role and how long you have been in this role.
2. How many children attend this TEC?
3. How many SVEPs work at this TEC?
4. Have any children or SVEPs transitioned from this TEC? If yes, please explain.
5. What are the main challenges Syrian children face in the classroom/school?
6. Are you familiar with the Conditional Cash Transfer for Education (CCTE) for Syrians and other refugees?
 - a. If yes, please explain what you know about the program.

II. Relevance

Interviewer: As you may know, the CCTE for Syrians and other refugees includes a cash component and a child protection component. The cash component provides bimonthly payments to eligible households (ranging from 35 to 60 Turkish Lira, depending on age and gender), conditional on their children not missing more than 4 days of school in a month. Children also receive 100 to 250 Turkish Lira at the start of each school term. The child protection component includes home visits made by TRC to identify at risk children and connect them to services. TRC outreach teams visit children who miss more than 4 days of school in a month.

7. Do you believe that parents and children are aware of the attendance requirement associated with the program (i.e. households will not receive monthly payment if children miss more than 4 days of school per month)? Why or why not?
8. In your opinion, do you think the attendance requirement in order to receive the cash payment is an important part of the program? Why or why not?
9. Do you believe the cash paid to households under the CCTE for Syrians and other refugees (35-60 Turkish Lira bimonthly plus 100-250 Turkish Lira in top ups) is sufficient to improve attendance? Why or why not?
10. If you think about the children attending this TEC, what would you say their most urgent needs related to continuing and completing school?
11. You may be aware that TRCS visits children at home if they miss too much school (too many unexcused absences in a given month). What are you doing to combat irregular attendance?
12. What are the primary reasons children miss school (unexcused absence)? Probes: transportation, household chores, child labor, bullying, disinterest in school
 - a. Does attendance vary by season? If so, is this true for both girls and boys? Younger and older children? Please explain.

- b. Do you think children miss school (unexcused absence) for financial reasons? For example, because they are working? Please explain, including any differences between boys and girls and younger and older children.

III. Perceptions of Effectiveness/Efficiency

- 13. Since the CCTE program started in mid-2017, have you noticed any changes in:
 - a. Attendance among Syrians? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences by age/grade?
 - b. Enrollment among Syrians at this school? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences by age/grade?
 - c. Parents' attitudes concerning the value of education? Please explain.
 - i. Any differences between boys and girls?
 - ii. Any differences by age/grade?
 - d. Social cohesion among Syrians and the host community? Please explain.
- 14. What do you see as the primary challenges associated with the CCTE for Syrians and other refugees?
- 15. What are the successes of the CCTE for Syrians and other refugees?

IV. Coherence & Coordination

- 16. To the best of your knowledge, does the CCTE for Syrians and other refugees complement other programs or policies? If yes, which ones, and how so?
 - a. Probe: ESN, transportation support, ALP, Turkish language classes?

V. Sustainability

- 17. Do you think that the CCTE for Syrians and other refugees should still exist 3 years from now? Why or why not?

VI. Conclusion

- 18. How could the CCTE for Syrians and other refugees be improved?
- 19. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program or its objective to promote education for refugee children?

Thank respondent for his/her time and conclude the interview.

E.1.11 ECHO

I. Background, Relevance & HRBA

1. How long have you been involved in the Conditional Cash Transfer for Education (CCTE) for Refugees program?
2. What is your role in the program?
3. Were you involved in the design of the program? If yes, please describe your involvement.
 - a. If not, is there anything you would change about the design if you could?
4. Can you briefly tell me what ECHO's main priority areas are for Syrians living under temporary protection in Turkey? What has ECHO identified as the areas of greatest need for Syrians in Turkey? *Probe for inability to meet basic needs, protection concerns, closing of temporary accommodation centers.*
5. Does the CCTE for Syrians and other refugees program contribute to addressing these priority areas of ECHO's? If yes, how so? *Probe: ask about relevance of cash and child protection components separately.*

II. High-Level Perceptions of Effectiveness/Efficiency

6. What would you say is the primary objective of the CCTE for Syrians and other refugees?
 - a. How effective has the CCTE program been in achieving that objective?
 - b. What evidence do you have to support program effectiveness?
7. How would you assess the efficiency of the CCTE for Syrians and other refugees? Do you think resources are used efficiently to deliver the cash and child protection components of the program? Please describe.
8. Did "piggybacking" on the existing national CCTE program lead to any added effectiveness? Did it lead to any efficiencies? Please explain.

III. Coherence & Coordination

9. How would you say the CCTE for Syrians and other refugees fits within the broader European/ECHO response to the Syrian crisis? And to ECHO's support of Turkey, specifically?
 - a. Does the CCTE for Syrians and other refugees complement other programs or policies funded by ECHO? If yes, which ones, and how so?
10. Does the CCTE for Syrians and other refugees coordinate with other assistance programs funded by ECHO? Please explain.
 - a. If so, how strong are the linkages between the CCTE for Syrians and other refugees and these other programs? Please explain.

IV. Sustainability

11. To what extent do you think the CCTE for Syrians and other refugees has been embedded into the national CCTE program? Please explain.
 - a. Would ECHO continue supporting the CCTE program? Please explain.
12. What do you see as the main obstacles to the sustainability of the CCTE for Syrians and other refugees?
13. How would you characterize the level of donor support for the CCTE for Syrians and other refugees program? The level of support from the Turkish government? Other key stakeholders? Please describe.
14. Is additional research needed on the effectiveness of the CCTE for Syrians and other refugees? If yes, what specific research questions need to be answered about the program?

V. Conclusion

15. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program?

Thank respondent for his/her time and conclude the interview.

E.1.12 WFP/ESSN Taskforce

I. Background

1. How long have you been involved in the Emergency Social Safety Net program?
2. Please describe your day-to-day responsibilities.
3. Are you familiar with the Conditional Cash Transfer for Education (CCTE) for Syrians and other refugees?
 - a. If yes, please explain what you know about the program and how your work on ESSN interacts/relates to the CCTE for Syrians and other refugees.

II. Relevance

Interviewer: As you may know, the CCTE for Syrians and other refugees includes a cash component and a child protection component. The cash component provides bimonthly payments to eligible households (ranging from 35 to 60 Turkish Lira, depending on age and gender), conditional on their children not missing more than 4 days of class per month. Children also receive 100 to 250 Turkish Lira at the start of each school term depending on the school level of the child. The child protection component includes home visits made by TRC to identify at risk children and connect them to services. TRC outreach teams visit children who miss more than 4 days of school in a month (unexcused absences).

4. Do you believe that the cash amount (35-60 Turkish Lira each month and 100-250 Turkish Lira in top ups) can help improve school attendance? Why or why not?
5. In your opinion, do you think the regular school attendance requirement (not missing more than 4 days of class per month) is important? Why or why not?
6. In your opinion, what are the benefits of the child protection component (the TRC home visits and referral services) in addition to providing cash?

III. Perceptions of Effectiveness/Efficiency

7. Do you think that the CCTE for Syrians and other refugees could improve regular school attendance without the ESSN? Please explain. *Probe: Would it be harmful to beneficiaries if one program ended before the other?*
8. Are you aware of any good practices (e.g., creative solutions to problems, innovative ideas about program implementation, resource efficiencies, etc.) associated with the CCTE that could inform similar cash transfer programs? If yes, please explain.
9. In what ways did the CCTE for Syrians and other refugees benefit from the national CCTE than the ESSN could not?
 - a. In what ways did the CCTE for Syrians and other refugees benefit from using the same payment platform as ESSN?
10. What have you learned about implementing the ESSN program that might be relevant to the CCTE for Syrians and other refugees? Have you had to make adaptations to

ESSN over time to better meet the needs of beneficiaries or make implementation go more smoothly? Please explain.

IV. Coherence & Coordination

11. We understand there is a lot of overlap in households benefitting from ESSN and those benefitting from the CCTE for Syrians and other refugees. Do you think the CCTE for Syrians and other refugees complements the ESSN, and/or vice versa?
12. Do you expect that the transition in the implementation of the ESSN from WFP to IFRC will affect CCTE implementation at all? If yes, how so?

V. Sustainability

13. To what extent do you think the CCTE for Syrians and other refugees can be incorporated into the national CCTE program? Is this the long term plan? Please explain.
14. What do you see as the main obstacles to the sustainability of the CCTE for Syrians and other refugees?
15. To what extent do you think the ESSN can be embedded into national programming?
16. What do you see as the main obstacles to the sustainability of the ESSN?

VI. Conclusion

17. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program or its objective to promote education for refugee children?

Thank respondent for his/her time and conclude the interview.

E.1.13 Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR)

I. Introduction

1. Please introduce yourself by stating your name, position, and for how long you have been in this position.

II. High-Level Perceptions of Effectiveness

2. What would you say is the primary objective of the CCTE for Syrians and other refugees?
 - a. How effective has the CCTE program been in achieving that objective?
 - b. What evidence do you have to support program effectiveness?

III. Coherence & Coordination

3. How would you say the CCTE for Syrians and other refugees fits within the broader European response to the Syrian crisis?
 - a. Does the CCTE for Syrians and other refugees complement other programs or policies funded by the European Union? If yes, which ones, and how so?
4. Does the CCTE for Syrians and other refugees coordinate with other assistance programs funded by the European Union? Please explain.
 - a. If so, how strong are the linkages between the CCTE for Syrians and other refugees and these other programs? Please explain.

IV. Sustainability

5. To what extent do you think the CCTE for Syrians and other refugees has been embedded into the national CCTE program? Please explain.
 - a. Do you expect that ECHO will continue supporting the CCTE program? Please explain.
6. What do you see as the main obstacles to the sustainability of the CCTE for Syrians and other refugees?
7. How would you characterize the level of donor support for the CCTE for Syrians and other refugees program? The level of support from the Turkish government? Other key stakeholders? Please describe.

V. Conclusion

8. Is there anything else you'd like to tell me about the CCTE for Syrians and other refugees program?

Thank respondent for his/her time and conclude the interview.

E.2 Focus group discussions

E.2.1 FGD Guide: Parents of CCTE Beneficiaries

I. Background

- Let's start by introducing ourselves, one by one.
- Could you share your name, how many children you have and how old they are, and how long you've been living in Turkey?
- I'm wondering how many of you receive money on your Kizilay card each month for yourself and your family (~120 TL per month). Could you raise your hand if you are receiving money on your Kizilay card each month?
- Besides monthly payments to your Kizilay card, have you benefitted from any other programs/aid in the past six months? *Probes: cash, food, fuel, clothes, education*

II. Program Enrollment & Understanding

1. How did you first learn about the Conditional Cash Transfer (CCTE) program? To clarify, when we ask about the CCTE program we're asking about a different program from the monthly payment to your Kizilay card in the amount of 120 TL. The CCTE program transfers a smaller amount of money to your Kizilay card every other month if your child attends school at least 80% of the time. Are we all clear on the difference between the two programs?
 - a. Where (or from whom) did you learn about the CCTE program for the first time?
 - b. What do you think the CCTE program was designed to achieve? What is the main purpose of the program?
2. When you first learned about the program, did you understand what you needed to do in order to receive the payments **every other month** to your Kizilay card?
 - a. What do you and your children have to do to receive your full payment every other month?
3. How did you enroll in the program?
 - a. Where did you enroll?
 - b. Did anyone help you?

III. Cash Component

4. When are the every-other-month payments to your account/Kizilay card supposed to arrive? For example, please tell me the date of the most recent payment you received.
5. How do you learn that the cash has been transferred to your account/Kizilay card?
 - a. Do you receive an SMS? What information does the SMS contain?
 - b. Are there other ways (besides the SMS) to find out when the next payment will be made to your Kizilay card? Or to answer other questions you might have about the payment?

6. Is the cash transferred consistently (at the scheduled time, without delay)?
 - a. Do you know when to expect the funds (apart from receiving the SMS)?
 - b. Do you know when you should receive the SMS for payment? Probe for frequency, how long before the money is transferred.
 - c. Have the funds ever been transferred to you late? Please explain. What would you consider “late”?
7. Are you aware of the exact amount of assistance you should receive from the CCTE to your Kizilay card?
 - a. Do you receive the correct amount of cash?
 - b. Is it clear why you receive the amount you receive? For example, is the amount related to the grade your children are in or their gender? Please explain.
8. Is the cash you receive from CCTE a contributing factor in your child's attendance to school? In other words, does the cash from CCTE help your child attend school regularly? Please explain.
9. Should the program continue?
10. Do you know that you receive the same support through the CCTE as Turkish families do? What do you think about that?
11. How do you feel about the amount of cash you receive as part of the CCTE program?
 - a. The amount you receive **every two months**: does the amount seem enough? Too much? Too little?
 - b. The amount you receive **in September and January, at the beginning of the term**: does the amount seem enough? Too much? Too little?
12. How do you typically use the cash you receive as part of the CCTE program?
13. Does cash assistance help you to support your children’s schooling?
 - a. Would something other than cash (a different type of support, either material or in-kind) be more useful to your family to help your child attend school regularly? Please explain.
14. Have you noticed any changes in your school-going children since your family started receiving cash as part of the CCTE? Please explain. Probe for general well-being, interest in school, etc.
15. Have any of you ever had problems with or complaints about the cash component of the CCTE program (for example, not receiving money or receiving the wrong amount)? Please describe.
 - a. What was the issue?
 - b. Did you lodge a complaint? If so, where/with whom? *Probe for calling TRC hotline (TRC 168)*

- c. Was your issue resolved? How so?
 - i. Were you satisfied with the resolution? Why or why not?
 - ii. How long did it take to resolve the issue?
- 16. If you've never had a complaint about your payment under the CCTE program, do you know where you could file a complaint if you did have one? Please explain.

IV. School Attendance, Academic Aspirations

- 17. When you think about education-related expenses each month, what is the largest expense? Probes: food, transportation, school fees, clothes, etc.
- 18. What is the main reason children are absent from school? Probes: distance to school, sickness, don't like teacher, don't speak Turkish, bullying
- 19. Is there anything that makes it difficult for your child(ren) to attend school, or arrive at school on time? Please describe. *Mohamed: make sure to differentiate reasons for absences versus reasons for being late.*
 - a. Are the obstacles to attending school different for younger vs. older children? For boys vs. girls? Please explain.
- 20. Do any of your children currently work outside of the home? Please explain. Probe for age of child, gender of children working outside the home, type of work, hours worked per week. Does your child's work ever interfere with school or homework? Please explain.
- 21. How far would you like to see your children continue their education? *Probe for secondary school, university, graduate degrees, vocational training, etc.* Why would you like your child(ren) to complete this level of education?
 - a. What level of education would your children themselves like to complete?
 - b. Have your children's education aspirations (or your wishes for them) changed since they were living in Syria? Why or why not?
 - c. Has your thinking or your child's thinking about education changed at all since you started receiving the CCTE cash transfer? Please explain.

V. Child Protection Component

(only for focus groups with parents of children receiving both cash + child protection)

- 22. Are you often visited at home by teams/individuals asking about your children? For example, Turkish Red Crescent Society (TRCS) or the Social Assistance and Solidarity Foundation (SASF)? Please explain.
- 23. I'm specifically interested in visits you receive from the Turkish Red Crescent Society (TRCS) **related to your children's attendance at school**. How many times have you been visited at home by someone from TRCS to talk about why your child wasn't attending school regularly?
 - a. Do you understand why they came to your home?
 - b. Are the TRCS home visits related to your child's participation in the CCTE for Refugees program? Please describe.

24. When TRC came to your home, did they offer you guidance or refer you to assistance? Was it helpful?
- a. If you're comfortable sharing, could you say what services/programs you were referred to?
 - b. Were these referrals relevant to your households/your children's needs? Please describe.
 - c. Are you aware of additional social services as a result of these TRCS visits? Please explain.
25. If you had a concern or a complaint about the TRCS worker who visited your home, to whom/where could you go to complain?

VI. Conclusion

Is there anything else you'd like to tell me about your experience with the CCTE program?

Thank all respondents and conclude the focus group discussion.

E.2.2 Nonbeneficiaries of the CCTE

I. Background

- Let's start by introducing ourselves, one by one.
- Could you share your name, how many children you have and how old they are, and how long you've been living in Turkey?
- Are you or your spouse currently working to earn money? Please explain.
- I'm wondering how many of you receive money on your Kizilay card each month for yourself and your family (~120 TL per month). Could you raise your hand if you are receiving money on your Kizilay card each month?
- Besides monthly payments to your Kizilay card, have you benefitted from any other programs/aid in the past six months? *Probes: cash, food, fuel, clothes, education*

Interviewer: Now we are going to focus the rest of our discussion on the Conditional Cash Transfer for Education (CCTE) for Syrians and other refugees. The CCTE for Syrians and other refugees includes a cash component and a child protection component. The cash component provides payments every other month to eligible households (ranging from 35 to 60 Turkish Lira, depending on age and gender), conditional on their children not missing more than 4 days of school in a month. Children also receive 100-250 (depending on the school level of the child) Turkish Lira at the start of each school term. The child protection component includes home visits made by TRC to identify at risk children and connect them to services. TRC outreach teams visit children who miss more than 4 days of school in a month.

Interviewer: confirm all participants understand difference between ESSN and CCTE before proceeding with the rest of your questions.

II. Familiarity with the CCTE program

1. How many of you have children enrolled in school right now? Interviewer take a show of hands and note how many and which participants have children enrolled in school.
2. Have you heard of the CCTE for Syrians and other refugees? If yes, how did you first learn about the CCTE program?
 - a. When did you learn about the program?
 - b. Where (or from whom) did you learn about the program?
 - c. Please tell me anything you know about the program (*who can benefit, what the purpose of the program is, etc.*).
3. Do you understand why some people benefit from the CCTE program while others do not? Please explain.
 - a. Do you know the CCTE program is for children who are enrolled in school?
 - b. What else do you know about who can benefit from the CCTE program?

4. Did you ever apply for the CCTE program? If not, why not?
 - a. If yes, please explain the application process.
 - i. Where did you apply?
 - ii. Did anyone help you?
 - b. How were you notified that you were not eligible for the program?
 - c. Do you understand why your application was rejected? Please explain.

III. School Attendance, Academic Aspirations

5. Can you remind me, how many of your school-aged children currently enrolled in school? Why or why not? Probes: formal education, TECs, ALP
6. When you think about education-related expenses each month, what is the largest expense? Probes: food, transportation, school fees, clothes, etc.
7. On average, how many times per month are your children absent from school?
 - a. What is the main reason children are absent from school? Probes: distance to school, sickness, don't like teacher, don't speak Turkish
 - b. Is there a difference in the reasons for missing school among your children in primary school and secondary school?
 - c. Is there a difference in the reasons for missing school for girls compared to boys?
8. Do any of your children currently work outside of the home? Please explain. Probe for age of child, gender of children working outside the home, type of work, hours worked per week. Does your child's work ever interfere with school or homework? Please explain.
9. How far would you like to see your children continue their education? *Probe for secondary school, university, graduate degrees, vocational training, etc.* Why would you like your child(ren) to complete this level of education?
 - a. What level of education would your children themselves like to complete?
 - b. Have your children's education aspirations (or your wishes for them) changed since they were living in Syria? Why or why not?

IV. Social Cohesion & Perceptions of the CCTE

10. In general, how would you describe relations between yourselves (Syrians living under temporary protection) and the host community? Is there any tension? Do you feel welcome/unwelcome living in your community?
11. Do you know anyone who benefits from the CCTE program?
 - a. If yes, what does he/she think about the program? *Probe for positive or negative experiences.*
12. Are there any tensions between those who benefit from the CCTE program and those who do not benefit from the program? Please explain.

13. Is there any stigma associated with benefiting from the CCTE program? Are people who benefit from the program looked at differently or judged in any way?
14. Have you noticed any changes in your community since the program started? Please describe.
 - a. Have you noticed any changes in households who receive the cash transfer under the program? Please describe.
 - b. Have you noticed any changes in attitudes toward education? Please describe.

V. Conclusion

15. Is there anything else you'd like to tell me about your experience with the CCTE program?

Thank all respondents and conclude the focus group discussion.

Annex F: Ethical approval letters



AIR IRB

Approval Notification

To: Victoria Rothbard
From: IRB Administrator
Subject: B&P# 88836
Date: 02/19/2020

The protocol **UNICEF Turkey CTE Evaluation Data Collection** has been approved by Elizabeth Spier under the rules for expedited review on **02/19/2020**.

On the basis of this review, the IRB has determined that the data collection, as described in the materials submitted, is research and involves human research participants. The research is approved because the selection of participants is equitable and the risks to the participants are minimized and are reasonable in relation to the knowledge that may reasonably be expected to result. There are no risks greater than those ordinarily encountered in daily life or during routine tests or activities. The procedures for obtaining informed consent are appropriate and the procedures for protecting the privacy of participants and the confidentiality of the collected data are adequate.

Data collection may proceed.

Thank you,

Erin Morrison

IRB Administrator

emorrison@air.org

Please be reminded that all projects must undergo IRB review before initiating any recruitment or data collection/analyses. Material changes to project activities also must undergo review via the Amendments tab.



Research Ethics Approval

7 February 2020

Ms. Hannah Ring
AIR
1000 Thomas Jefferson Street NW
Washington, DC 20007-3835

RE: Ethics Review Board findings for: *Programme Evaluation of the Conditional Cash Transfer Programme for Education (CCTE) of Refugee Children in Turkey*

Dear Ms. Ring,

Protocols for the protection of human subjects in the above study were assessed through a research ethics review by HML Institutional Review Board (IRB) on 10 January – 07 February 2020. This study's human subjects' protection protocols, as stated in the materials submitted, received **ethics review approval**.

You and your project staff remain responsible for ensuring compliance with HML IRB's determinations. Those responsibilities include, but are not limited to:

- ensuring prompt reporting to HML IRB of proposed changes in this study's design, risks, consent, or other human protection protocols and providing copies of any revised materials;
- conducting the research activity in accordance with the terms of the IRB approval until any proposed changes have been reviewed and approved by the IRB, except when necessary to mitigate hazards to subjects;
- promptly reporting any unanticipated problems involving risks to subjects or others in the course of this study;
- notifying HML IRB when your study is completed.

HML IRB is authorized by the U.S. Department of Health and Human Services, Office of Human Research Protections (IRB #1211, IORG #850), and has DHHS Federal-Wide Assurance approval (FWA #1102).

Sincerely,



D. Michael Anderson, Ph.D., MPH
Chair & Human Subjects Protections Director, HML IRB

cc: Farhod Khamidov, Rizwanullah Khan, Silvia Mestroni, Diana Vakarelska, Penelope Lantz,
JD

HML Institutional Review Board
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Annex G: Information about the evaluators

The project management team is composed of a combination of international and local experts that include Hannah Ring (team leader), David Seidenfeld (social protection and cash transfer expert), Francesca Stuer (child protection expert), a country context expert, Mohamed Hayani (target group expert), and Victoria Rothbard (in-country research associate).

Hannah Ring is the team leader for the evaluation, with overall responsibility for successful execution of the evaluation. Ms. Ring specializes in the evaluation of education programmes in humanitarian settings and has led more than 10 evaluations of education interventions across the Middle East and Africa. Ms. Ring is responsible for technical oversight from the design phase through dissemination of evaluation results. She is supported by the cash transfer expert, child protection expert, country context expert, target group expert, and in-country research associate.

David Seidenfeld serves as the social protection and cash transfer expert. He has more than 10 years of experience evaluating social protection programmes, including those in humanitarian contexts, and he advised on the development of the TPM data collection instruments. Dr. Seidenfeld guides and reviews all deliverables and provides insights from the cash transfer perspective.

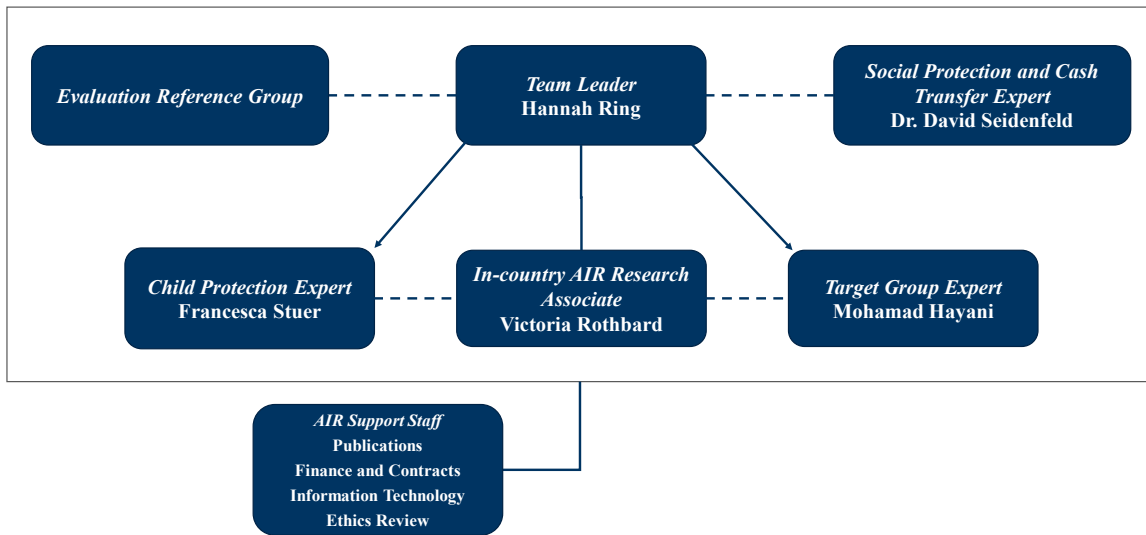
Francesca Stuer is the child protection expert. She specialises in child protection, alternative childcare, and social welfare. She is currently serving as a consultant for a case study of the child protection component under UNICEF's CCTE in Turkey. Ms. Stuer contributes to the design of the evaluation methodology as well as the inception and final evaluation reports, providing insight from the child protection perspective.

Mohamad Hayani is the target group expert. Mr. Hayani is a Syrian refugee living in Gaziantep. He has extensive experience facilitating FGDs with Syrians both inside and outside of Syria. He contributes to the design of the evaluation methodology and reporting, providing knowledge and insight from the perspective of the Syrian refugee population living in Turkey. The target group expert is also responsible for translating all data collection tools and facilitating interviews and FGDs in Arabic.

Victoria Rothbard, who is based in Ankara, Turkey, is the in-country research associate. Ms. Rothbard supports the development of data collection tools, conduct interviews with English-speaking respondents in Ankara, and regularly check in with the target group expert and country context expert throughout the data collection phase. Ms. Rothbard oversees the in-country experts during initial data collection and ensures that high-quality data are being collected. Following data collection, she works closely with the team leader to carry out data analysis and reporting.

In addition to the technical team, AIR's infrastructure staff (finance, contracts, and human resources specialists) supports the study by tracking expenditures and monitoring contractual compliance. Figure 3 demonstrates the management structure.

Figure 3. Management Structure





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