

Situation analysis

**of early childhood education and care (ECEC) services in support
of Ukrainian refugees across EU member states**

First Synthesis Report | October 2022

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Country abbreviations

Country abbreviations	Country
AT	Austria
BE	Belgium
BG	Bulgaria
CY	Cyprus
CZ	Czechia
DE	Germany
DK	Denmark
EE	Estonia
EL	Greece
ES	Spain
FI	Finland
FR	France
HR	Croatia
HU	Hungary
IE	Ireland
IT	Italy
LT	Lithuania
LU	Luxembourg
LV	Latvia
MD	Moldova
MT	Malta
NL	Netherlands
PL	Poland
PT	Portugal
RO	Romania
SE	Sweden
SI	Slovenia
SK	Slovakia

1. Introduction and study background

In May 2022, UNICEF commissioned Ecorys to carry out a *Situation analysis of early childhood education and care (ECEC¹) services in support of Ukrainian refugees across EU member states*. Over three cycles, the research aims to provide detailed strategic and operational insights to the emerging country level response to the crisis, and to inform the work of UNICEF and partners in the EU and in Ukraine's neighboring countries. It also aims to support EU Member States and Moldova to learn from policies and practice to inform their ongoing actions regarding ECEC provision for Ukrainian refugee children aged 0-6 years, and their families at national and sub-national levels.

The work is being carried out in close cooperation with the European Commission (DG EAC) and members of the EU Working Group on Early Childhood Education and Care (ECEC)² who have provided invaluable support with refining the Analytical Framework and framing the key issues for the research.

1.2 About the report

This report presents the interim findings following the first cycle of data collection and analysis. Information was gathered from a variety of primary and secondary sources in the 28 target countries over the period June to July 2022. Led by the core study team from Ecorys, researchers with both subject and native language expertise³ were supported to undertake the data collection at a country level and report upon evidence within a standardized template, based on the Analytical Framework (see below at Table 1, and Annex I). The country level data was collated, and quality assured by the core study team, before undergoing a thematic synthesis to compare the emerging ECEC responses across Europe.

The first cycle coincided with the summer recess in Europe, and it was therefore not always possible to secure interviews with key stakeholders during this window period. This had the effect of limiting access to the latest policy and programme information in some countries, while gaps in monitoring and evaluation of ECEC services were a factor in others. Nonetheless, the study benefited from the synthesis of a large volume of data for 28 countries, including consultations with **93 stakeholders** and a thorough review of **580 documentary sources**.

Further research has been scheduled to take place in Cycles 2 and 3 of the study, in autumn 2022 and spring 2023 respectively. These phases of data collection and analysis will be reported upon separately.

Interpreting the findings

In interpreting the findings, it is important to note the following key considerations:

- ▶ **The conflict in Ukraine is still emergent and has shaped the refugee crisis in unpredictable ways.**
 - ▷ The difference from other crises, which dictated the response, is the extremely large number of refugees arriving in a very short period of time following the Russian invasion in February 2022.
 - ▷ Since the time of writing this report, some countries have continued to face high numbers of incoming refugees (Moldova, Romania, Poland), and these figures might increase still with the cold season in winter 2022 and/or with geopolitical shifts surrounding the conflict.
 - ▷ There are still important movements of refugees between (and within) countries, and many return to Ukraine (see border crossing figures from Moldova and Poland) as well others who move to other destinations within Europe.
- ▶ **The status of countries relative to the refugee crisis is by no means uniform.**

¹ Early Childhood Education and Care (ECEC) refers to “any regulated arrangement that provides education and care for children from birth to compulsory primary school age, which may vary across the EU”. Source: <https://education.ec.europa.eu/education-levels/early-childhood-education-and-care/early-childhood-education-and-care-initiatives>

² The EU Working group on ECEC is organised by the European Commission to support EU Member States in improving the quality of their ECEC systems. It includes governmental representatives from 35 countries, as well as European and international agencies and NGOs.

³ These included a combination of Ecorys researchers and associates from the Ecorys network of experts.

- ▷ Some are principally used as transitional sites from where refugees transit to other countries (Romania, Moldova), whereas other countries are final destinations where refugees might eventually settle for longer periods of time. The numbers of refugees and the permanency of the ECEC provision therefore varies accordingly.
- ▷ Substantial variations in refugee numbers can also be found within some countries, at regional and municipal levels, with cities mobilizing their own response.
- ▶ **ECEC provision is not homogenous and includes both services for the youngest children (0-3 years) and their families, and pre-school/kindergarten (3-6 years).**
 - ▷ The needs and priorities of children, entitlements and legal provisions, and organization of settings varies between children 0-3 years and 3-6 years, and these nuances must be kept in mind.
- ▶ **Arrangements for ECEC pre-dating the current crisis were subject to considerable variation across Europe with regard to:**
 - ▷ The status of ECEC and its compulsory or voluntary nature, along with the organization and funding, the subsidization of ECEC provision, and the prior levels of access and take-up.
 - ▷ The relative centralization or decentralization of national education / ECEC systems, insofar as this exerts an influence over local or municipal autonomy in responding to the crisis.
 - ▷ The extent to which countries had previous experience in receiving large number of refugees (e.g., dating from the crisis in Syria), and how they responded, including the extent to which open and whole system approaches to refugee education were already embedded.
- ▶ **In many countries, ECEC provision was already stretched prior to the current crisis.**
 - ▷ System shocks have been compounded by closures of ECCE settings during the Covid-19 crisis and disrupted education and care, and the fiscal impacts of the new energy crisis which has placed additional strains on countries to mobilize resources.

All of the above contributes towards a complex and fast-changing picture across Europe, for which the report offers a snapshot in time. The data collection and analysis will be extended and deepened through the subsequent update points at cycle 2 (autumn 2022) and cycle 3 (spring 2023).

1.2 Study aims and scope

The general objective of the assignment is to support UNICEF to provide an accurate and detailed understanding of the ongoing and emerging national and subnational approaches for ECEC provision and expansion in host countries in responding to the Ukrainian refugee crisis.

Specific objectives

The specific objectives of the assignment are:

- a) To conduct an initial situation analysis exercise (and dynamic update every month).
- b) To gain an understanding of ongoing and emerging ECEC national responses and best practices across host countries in support of the youngest Ukrainian refugee children (0-6) and their families.
- c) To develop a data collection and analysis strategy that will enable UNICEF to keep abreast of:
 - a. Legislative actions and promising approaches that can help inform policy decisions.
 - b. Recommendations that can be shared across Member States and measures in other EU Member States that may potentially also receive Ukrainian refugees over the next 6 months.

To fulfil these objectives, the assignment will require the following **principal tasks**:

- 1) A desk review and situation analysis of ongoing and emerging ECEC responses, measures, and good practices across host countries in support of the youngest refugee children and their families, covering legal, financial, and administrative aspects, and programming initiatives and approaches.
- 2) Regular updates of the situation analysis over the next 6 months, providing up-to-date information on current and evolving ECEC approaches in the host countries.
- 3) Analysis of findings – syntheses of emerging challenges, trends, and best practices in the area of ECEC refugee responses across the host countries.
- 4) Sharing of situation analysis through overview presentations to the EU Working Group on ECEC and other partners and stakeholders.
- 5) Development of at least one policy brief with recommendations and best practices on emerging issue/priority areas based on situation analysis exercise.

Study scope and inclusion criteria

The scope of the work is summarized below:

Geographical scope:	► EU27 Member States plus Moldova.
Target groups:	<ul style="list-style-type: none"> ► Ukrainian refugee children (0-6) and their families arriving in host countries. ► ECEC programs and services provided within host countries in response to the refugee crisis, at national and subnational levels.
Timescale:	► 6 months.
Target audiences:	<ul style="list-style-type: none"> ► UNICEF, European Commission DG EAC, and the EU Working Group on ECEC. ► EU Member States and Moldova. ► Organizations involved in the refugee response within host countries. ► EU and international NGOs.

1.3 Methodology

The situation analysis follows a **mixed-methods approach**, including desk research as well as qualitative research components, and **triangulation** between different methods and data sources. In using multiple methods, the aim is to quickly access relevant information (including data not yet publicly available), verify information, mitigate the limitations of each method, and conduct syntheses that can respond to the situation analysis objectives. Each data collection cycle includes a **desk review, stakeholder consultations, and a workshop**, prioritizing the most relevant information and first-hand experiences of stakeholders.

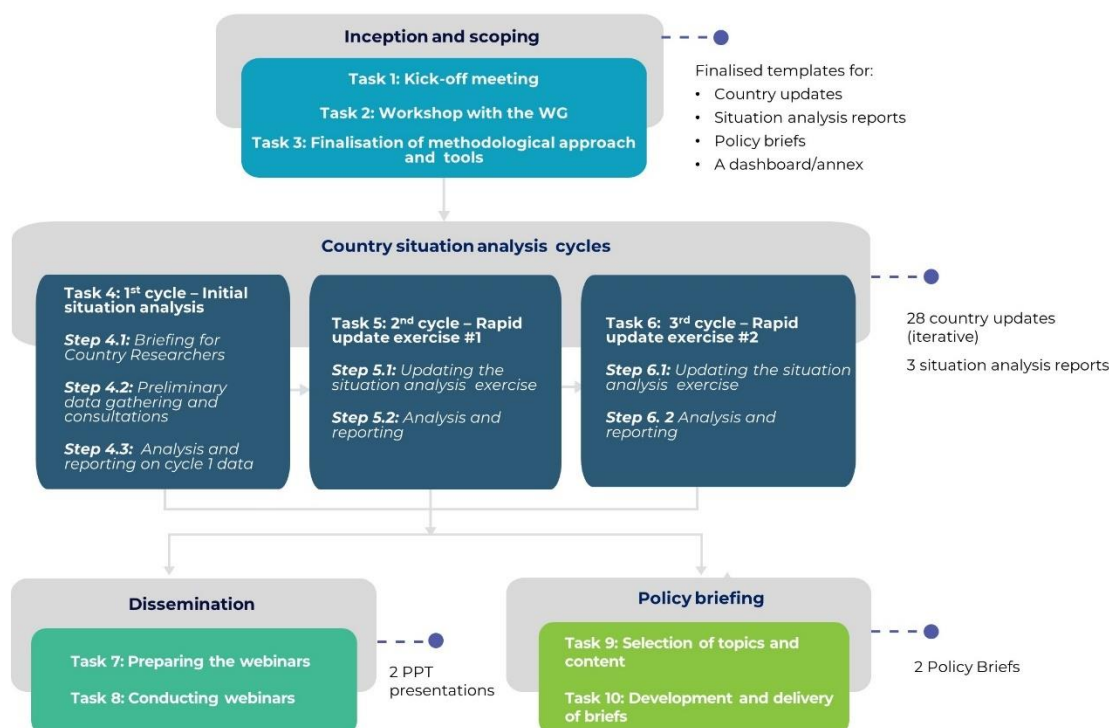
The framework for the analysis of responses and methodology is presented in Table 1. This underpinned the design of the data collection tools and formed the basis of our thematic analysis.

Table 1: Analytical framework for the review

SUBJECT AREA	INFORMATION	METHODS/SOURCE
Context	<p>Ukrainian refugees in numbers:</p> <ul style="list-style-type: none"> Per country, with a break-down by age. Eligible for ECEC, with a breakdown by age and ECEC type. Enrolled in ECEC, with a break-down by age and ECEC type. <p>In addition:</p> <ul style="list-style-type: none"> The geographic spread of the refugees and children eligible and enrolled in ECEC, noting which national actors/regions have been particularly affected (mobilised to respond). <p>ECEC challenges related to Ukrainian refugee influx, for example:</p> <ul style="list-style-type: none"> Lack of funds or constraining rules around funds allocation. Lack of expertise in Ukrainian language, inclusive education, working with children who have experienced trauma. Administrative bottlenecks, such as a lack of human resources to process recruitment of Ukrainian professionals. Organisational challenges, such as the separation of Ukrainian ECEC participants from others. 	<p>Desk review: National or local policy and legal documents; academic and grey literature; statistical data; websites of central and local authorities, agencies and NGOs involved in ECEC response.</p> <p>Consultation with the WG.</p> <p>Stakeholder consultations.</p>
ECEC-related responses	<p>Regulatory measures:</p> <ul style="list-style-type: none"> Types of legislative and policy initiatives related to ECEC and implemented to address the needs of young Ukrainian refugees. ECEC services available to Ukrainian children between 0 and 6 years of age. Emergency funds mobilised to respond to the Ukrainian refugee influx, including from EU funds. <p>Other forms of response:</p> <ul style="list-style-type: none"> Types of programming responses not necessarily connected to any specific laws and policies. 	<p>Desk review: National or local policy and legal documents; academic and grey literature.</p> <p>Consultation with the WG.</p> <p>Stakeholder consultations.</p>
Future prospects	<p>Emerging ECEC-related plans and responses:</p> <ul style="list-style-type: none"> Expectations as to the number of Ukrainian refugees eligible for ECEC. Information on the planned (but not yet adopted and implemented) ECEC responses. Comment on the ongoing national debates in relation to ECEC responses to the Ukrainian refugee crisis. Promising practices and positive solutions to challenges and opportunities for the effective ECEC response. 	<p>Desk review: Academic and grey literature.</p> <p>Consultation with the WG.</p> <p>Stakeholder consultations.</p>

The assignment was planned around four phases: **I. inception and scoping**; **II. country situation analysis cycles**; **III. Dissemination**; and **IV. policy briefing phase**, divided into 10 tasks. The main strategy applied for the mapping purpose is characterized by three **short cycles of country situation analysis**, each including: i) **desk review**; ii) **analysis**; and iii) **synthesis of findings**. All stages are based on a collaborative approach, working closely with UNICEF and the EU Working Group for ECEC, whole input has been provided at all key review points. The planning of the key tasks in each phase is presented in Figure 1.

Figure 1: Timetable – planning of phases and tasks



1.4 Policy and research context

To set the report findings in context, this section briefly outlines the nature of the crisis, and the landscape for ECEC provision in Europe against which the country responses have been mobilized.

The Russian Federation military invasion of Ukraine on 24 February 2022 represents a refugee crisis of a scale not seen in Europe since the second World War. An estimated 6.1 million refugees have fled the country since the start of the crisis, while border crossings from Ukraine stand at over 10 million⁴. Although Europe has experienced previous refugee crises over the past decade, the war in Ukraine has a specific character. Due to the state of Martial Law, the vast majority of refugees entering Europe have been women and children, and young children are over-represented within this demographic. Specifically, of the 2 million Ukrainian refugee children arriving in the EU since the start of the invasion, as many as 20% are estimated to be under the age of 6⁵. This signifies a high number of children requiring care and education to help their early development and provide emotional and psychosocial support, framed by the context of trauma and separation arising from the military conflict.

The pace and scale of the refugee crisis, coupled with uncertainty regarding the duration of the conflict has presented a challenge for ECEC systems to respond in the immediate term, while not losing sight of the implications for system adaptation in the medium to longer term. Moreover, it is important to consider that the impact is geographically uneven, with a greater proportion of refugee children and their families received by a smaller number of European countries in proximity to the conflict.

⁴ UNHCR data. Online: <https://data.unhcr.org/en/situations/ukraine> [Viewed: 01.08.22]

⁵ ECEC WG - Special meeting for Ukraine –5 April 2022

Responding to the crisis – the current state of play

In Europe, the response has been rapid out of necessity. The Council Implementing Decision (EU) 2022/382 of 4 March 2022 led new legislation to be introduced in all countries within the EU27 and Moldova through the Temporary Protection Directive (TPD). This afforded displaced persons from Ukraine with entitlements for residency, access to employment, access to education and social protection, and came into effect on 4 March 2022⁶. The operational guidelines for the Directive encourage Member States to support access to ECEC for Ukrainian refugees under the same conditions as their nationals⁷.

The Commission's Communication from 23 March 2022: "Welcoming those fleeing war in Ukraine: Ready Europe to meet the needs" also includes a central focus on education and prioritizing children's needs. This was followed by the publication of policy guidance to support implementation⁸, and a set of key principles and practices⁹. These arrangements are fast evolving and have implications for how host countries in the region enact and implement these arrangements for the provision of ECEC for young Ukrainian children.

There is already activity underway to gather feedback from the individual Member States on key features of their response, including for example UNESCO's summary of host countries' education responses¹⁰, ongoing liaison with Member States undertaken by EU networks and associations, and directly through the ECEC Working Group. This provides a snapshot of activity at a country level, case studies, and early evidence of common challenges and opportunities, while also validating the need for the current assignment.

A preliminary assessment by the International Step by Step Association (ISSA) network concludes that a focus on emergency support has been apparent across host countries in Europe (safety, protection, food, and shelter), while sounding a note of caution that children and families' mental health and wellbeing needs must not be underestimated¹¹. It also notes a delay in some countries between national ECEC policy initiatives, and their translation into practice at regional and local levels, and some issues with general 'system readiness'.

To date, emerging challenges have been reported in some countries regarding¹²:

- ▶ Shortages of ECEC places (day care, nurseries, preschools, kindergartens) and staff relative to the scale of demand.
- ▶ Decisions about how best to increase capacity of the system, including that of ECEC staff, without jeopardising quality of provision as they adapt to meeting the multiple needs of young refugee children and their families.
- ▶ The need to find creative solutions for continuity in education and care, where ECEC provision is fee-based or through private providers, whether through substitution of funds, flexing of opening hours, and / or via informal provision.

⁶ Council Implementing Decision (EU) 2022/382 of 4 March 2022 establishing the existence of a mass influx of displaced persons from Ukraine within the meaning of Article 5 of Directive 2001/55/EC, and having the effect of introducing temporary protection: EUR-Lex - 32022D0382 - EN - EUR-Lex (europa.eu). <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52022XC0321%2803%29&qid=1647940863274>

⁷ Communication from the Commission on Operational guidelines for the implementation of Council implementing Decision 2022/382 establishing the existence of a mass influx of displaced persons from Ukraine within the meaning of Article 5 of Directive 2001/55/EC, and having the effect of introducing temporary protection 2022/C 126 I/01. <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52022XC0321%2803%29&qid=1647940863274>

⁸ Ukraine refugees: Operational guidelines to support Member States in applying the Temporary Protection Directive (europa.eu); and Policy guidance on supporting the inclusion of Ukrainian refugees in education: considerations, key principles and practices (schooleducationgateway.eu)

⁹ European Commission (2022) Supporting the inclusion of displaced children from Ukraine in education: considerations, key principles and practices for the school year 2022-2023. <https://www.schooleducationgateway.eu/en/pub/resources/publications/practical-manual-on-refugees.htm>

¹⁰ <https://www.unesco.org/en/articles/mapping-host-countries-education-responses-influx-ukrainian-students>

¹¹ Ukraine: Bridging services for young refugee children and their families Examples from the ISSA Network (2022)

¹² Welcoming Ukrainian children and their families in early childhood education and care (ECEC) across Europe – European Commission ECEC Working Group document (08/04/22)

- ▶ Arrangements for the identification, assessment, and triage to match children with appropriate entitlements, financial support, and specialized services, when possible.
- ▶ Meeting educational needs in tandem with welfare status, housing, healthcare and financial needs of incoming families, and the need for a coordinated inter-sectional approach to rapidly assess families' needs and accordingly target support and assistance.
- ▶ Professional development implications for the existing ECEC workforce – linguistic, cultural, pedagogical and in response to a significant demand for trauma-informed practice and professional approaches.
- ▶ Overcoming administrative barriers regarding the recognition of prior qualifications for staff, missing documentation for children and families.
- ▶ Redeploying Ukrainian ECEC professionals within host country settings.

Member States are tackling these multiple challenges through new legislation and funding, adaptation of pre-existing programmes, establishment of informal structures, and provision of awareness-raising and information to arriving Ukrainian families and children. In some instances, ministries have had direct engagement with the Ukrainian authorities to verify information held on official databases: for example, regarding prior qualifications and employment status of Ukrainian nationals seeking employment in ECEC settings within host countries. There are also signs of policies and practices that have shown promise in widening access, removing obstacles, and supporting inclusion. Boxed country examples can be found in Chapter 3, regarding policy, funding, and legislative responses, and in Chapter 4 for programmatic responses.

Understanding the policy landscape for ECEC

There is a growing case for investment in ECEC. It is now widely accepted that investing in the early years achieves greater returns than at any other educational stage, although the size and durability of the benefits vary between programs¹³. High quality ECEC is associated with children's healthy social and emotional development, and with the acquisition of speech, language, and literacy competences, as well as creativity, critical thinking, and myriad socio-emotional skills¹⁴. Studies have shown that high quality ECEC is particularly beneficial for children from disadvantaged and/or migrant backgrounds¹⁵.

Reflecting this evidence, the ECEC policy landscape has been fast evolving in Europe. The current policy framework has been informed by the work of the ECEC Working Group from 2012-2014, the centrality of ECEC in the European Pillar of Social Rights (2017), the 2019 Council Recommendation on High Quality ECEC systems (which includes the European Quality Framework for ECEC), and the ET2020 Working Group on ECEC (Nov 2018-Nov 2020). Furthermore, the state of play has been shaped by European initiatives and legislation from 2021 onwards, including the Council Resolution to develop a European Education Area, the EU Strategy on the Rights of the Child, and the Child Guarantee. There has been growing momentum for investment in ECEC, recognition of the importance of high quality ECEC for children's learning and development, and the realization of benefits throughout the life course.

The crisis in Ukraine has coincided with the establishment of the ECEC Working Group for 2022-25, which will provide an important forum for engaging Member States and a locus of cooperation, dialogue and information-sharing as part of the strategic approach to the crisis coordinated between EAC and UNICEF for this assignment.

The Early Childhood Education and Care (ECEC) Working Group (WG) was launched in January 2022, operating to a mandate up to 2025 with a focus on Monitoring and Evaluation, and especially the issue of how quality is measured, alongside topics of inclusion, workforce development and responses to the COVID-19 pandemic.

Following the invasion of Ukraine in February, the group has agreed to give an additional focus to the refugee situation, alongside the other Working Groups through the EU Education Support Group for Ukraine – Schools, ECEC and higher education. The original

¹³ Heckman, J. and Masterov, D. V. (2004). The Productivity Argument for Investing in Young Children. In: Working Paper 5. Chicago: Invest in Kids Working Group, Committee for Economic Development.

¹⁴ OECD (2015), Skills for Social Progress: The Power of Social and Emotional Skills

¹⁵ Bove, C., & Sharmahd, N. (2020). Beyond invisibility. Welcoming children and families with migrant and refugee background in ECEC settings. *European Early Childhood Education Research Journal*, 28(1), 1-9.

focus on quality in ECEC and addressing monitoring and evaluation is not diminished, however, and indeed there is now arguably a more pressing need than ever to understand and measure quality education and care in its diverse forms within Europe.

The challenge for ECEC systems within Europe

To understand the baseline position in Europe, it is important to examine the state of play for ECEC prior to the current crisis. As outlined within the *Feasibility study for a Child Guarantee*¹⁶, the legal framework for child rights in the EU is strong: refugee and migrant children are protected by a range of international and European human rights treaties and their associated protocols, with a high level of ratification by Member States¹⁷. In practice, however, 'significant implementation gaps' have been documented within the research literature¹⁸. These gaps include the long-acknowledged under-investment in ECEC relative to later phases of education, the complexity of (unmet) needs of migrant children and their families, and continuing problems of discrimination and segregation of migrant families.

Despite investments in recent years, ECEC systems face multiple challenges relating to the participation and outcomes of refugee and migrant children and their families. At the EU level, migrant background is negatively associated with both the use of ECEC services (particularly childcare) and pre-school attendance, and younger children from a migrant background are over-represented in settings where the provision is of lower quality¹⁹. Analysis of large-scale datasets has shown that migrant status is inversely correlated with ECEC participation even after controlling for Socio-Economic Status (SES). While newly arrived migrant families are more likely to be socio-economically disadvantaged, these negative effects compound for children from migrant backgrounds²⁰.

Qualitative research suggests that a host of factors are at play in migrant children's under-representation in ECEC²¹, both on the demand-side (low levels of awareness of legal rights and entitlements) and on the supply-side (waiting lists, prohibitive fees, culturally inappropriate provision, and lower priority status where limited supply is rationed)²². The challenge derives from a combination of availability, accessibility, awareness, and affordability²³. At the same time, the available data shows wide variations between Member States in the status and participation of migrant children and their families, and indeed in their health and wellbeing. For example,

¹⁶ European Commission, Directorate-General for Employment, Social Affairs and Inclusion, Bircan, T., Lancker, A., Nicaise, I., *Feasibility study for a child guarantee : target group discussion paper on children with a migrant background (including refugee children)*, Publications Office, 2020, <https://data.europa.eu/doi/10.2767/163382>

¹⁷ General Comment No. 7 UNCRC, on implementing child rights in early childhood, European Charter of Fundamental Rights (Art. 14), asylum legislation (qualification directive, reception conditions directive), migration legislation (students' directive, return directive); European Pillar of Social Rights.

¹⁸ Vandenbroeck, M. and Lazzari, A. (2014), Accessibility of ECEC: a state of affairs, *European Early Childhood Education Research Journal*, 22/3, 327-335.

¹⁹ Ibid.

²⁰ Van Lancker, W. and Ghysels, J. (2016), Explaining patterns of inequality in childcare service use across 31 developed economies: A welfare state perspective. *International Journal of Comparative Sociology*, 1(28), DOI: 10.1177/0020715216674252.

²¹ Ünver, Ö., Nicaise, I. et al. (2016), *Inclusiveness of Early Childhood Education and Care: Seven Case Studies across Europe*, Leuven: HIVA.

²² Ünver, Ö. (2019), *Accessibility and Inclusiveness of Early Childhood Education and Care across Europe. Policies and experiences*, KU Leuven: PhD dissertation.

²³ Vandenbroeck, M. (2019), *Feasibility Study for a Child Guarantee: Policy Area Report on Early Childhood Education and Care*. Internal Document.

the poverty risk among children with a migrant background ranges from 20% in Germany, Denmark, the Czech Republic and Latvia to >50% in Spain and Greece²⁴²⁵.

In summary, the challenge is twofold.

- ▶ **In the short term** there is an imperative to target resources effectively, to mitigate against the potential impacts of war and displacement on the youngest children and their families upon transition to host countries²⁶.
- ▶ **In the medium to longer term** there is a priority to remove the additional barriers and to unlock the benefits of ECEC faced by children of a migrant background upon settling within the host country.

With these goals in mind, the literature points towards some factors that are supportive of effective transitions and integration for migrant children, and these factors are illustrated in Table 2.

²⁴ European Commission (2020)., *op. cit.*

²⁵ Source: The EU-Statistics on Income and Living Conditions (EU-SILC, 2014). Key indicators: Proportion of children with a migrant background (aged 1-15) who suffer from child-specific deprivation (i.e. who lack at least 3 items out of 17); and proportion of children with a migrant background who suffer from income poverty, EU-28 Member States.

²⁶ Save the Children (2015) What do children want in times of emergency and crisis? They want an education.

Table 2: Factors supportive of effective transitions and integration of migrant children in ECEC

Table 2. Factors supportive of effective transitions and integration of migrant children in ECEC
<ul style="list-style-type: none"> ▶ A whole system approach towards ECEC, aligning resources and strategy at all levels - individual, group, inter-institutional, and governance, follow the principle of 'competent systems'.²⁷ ▶ A cross-sectoral and multi-disciplinary framework, valuing the involvement of NGOs as partners²⁸, and promoting continuity between ECEC and primary schooling to provide supportive transitions. ▶ Investment in holistic professional development programs that aim to enhance relational practices with refugee children and their families, building ECEC professionals' reflexive competences, intercultural competences, and foundational linguistic competences.²⁹ ▶ Adopting strength-based approaches and avoiding the risk of stigmatizing refugee children and their families; underestimating their competences; focus on nurturing agency and resilience. ▶ Attention to institutional climate and environments that promote equality and a 'sense of belonging and place' for children and families from a migrant background.³⁰ ▶ Scaling-up trauma-informed programs³¹ and wholesale investment in psychosocial support training of trainers, alongside cultural awareness. ▶ Amplifying voices of children, families, and professionals, through the use of participatory assessment and evaluation,³² and creating spaces for children's voices to be heard.³³ ▶ Addressing the legal dimensions of inclusion and access, so that children with a migrant background and their families know their rights and have access to justice and legal representation, including legal aid, outreach, and building capacity for ombudspersons. ▶ Making intercultural education central to ECEC, respecting diverse beliefs and values, celebrating minority languages, and avoiding practices of 'assimilation'. ▶ An emphasis on parental engagement in children's learning in ECEC, and community engagement through social and cultural events; supporting connectivity between home, ECEC setting and community services; co-education with parents, cultural negotiation.³⁴

²⁷ Urban, M., M. Vandenbroeck, J. Peeters, A. Lazzari, and K. Van Laere. (2011) *Competence Requirements in Early Childhood Education and Care*. CoRe Research Documents. Brussels: European Commission.

²⁸ Lazzari, A., and M. Vandenbroeck. (2012) Literature Review of the Participation of Disadvantaged Children and Families in ECEC Settings in Europe.

²⁹ Bove and Sharmah (2020), *op. cit.*

³⁰ Guerra, R., Rodrigues, R. B., Aguiar, C., Carmona, M., Alexandre, J., & Lopes, R. C. (2019). School achievement and well-being of immigrant children: The role of acculturation orientations and perceived discrimination. *Journal of school psychology*, 75, 104-118.

³¹ Park, M., and C. Katsiaficas (2019). Mitigating the Effects of Trauma among Young Children of Immigrants and Refugees: The Role of Early Childhood Programs. Washington, DC: Migration Policy Institute.

³² Bove, C., B. Jensen, O. Wysłowska, R. L. Iannone, S. Mantovani, and M. Karwowska-Struczyk. 2018. "How Does Innovative Continuous Professional Development (CPD) Operate in the ECEC Sector? Insights From a Cross-Analysis of Cases in Denmark, Italy and Poland." *European Journal of Education* 53: 34-45.

³³ Oliveira-Formosinho, J., and J. Formosinho. 2012. "Praxeological Research in Early Childhood: A Contribution to a Social Science of the Social." *European Early Childhood Education Research Journal* 20 (4): 471-476.

³⁴ [Tobin 2016]

Table 2. Factors supportive of effective transitions and integration of migrant children in ECEC

- ▶ **Harnessing digital tools and infrastructure** to swiftly train ECEC educators to follow inclusive and play-based pedagogical practices within ECEC settings in host countries.
- ▶ **Continuous monitoring and evaluation** to check for unintended negative consequences of measures for refugee children, avoiding segregation or inadvertently deepening existing inequalities.³⁵

³⁵ Bove and Sharmah (2020), *op. cit.*

2. Context for movement of displaced Ukrainian children (0-6) and their families

2.1 Migration trends and key drivers to date

Main trends in the influx of refugee migrant children and families

The Ukrainian refugee influx across the EU27 and Moldova is characterised by a range of unique factors, including the distinctive **demographic profile** of the refugees fleeing Ukraine, the countries they view as **‘transit’ versus ‘destination’ locations**, and the extent to which they envision a **long-term future** in those destinations.

One of the most significant trends in the movement of refugees is **the disproportionately large share of women and children** fleeing Ukraine, which has been documented in HU, ET, DE, FI, IE, PT³⁶, PL, SL, ES, RO, and MD. For example, in Estonia the overall share of women refugees (76.9%) greatly exceeds the share of men (23.1%),³⁷ and children make up a third of arrivals, with similar ratios in Germany,³⁸ Spain³⁹ and Slovakia.⁴⁰ The demographic imbalances are even more dramatic in Poland, where 90% of the refugees are women or children,⁴¹ and in Moldova where 53% of refugees are children.⁴² Importantly, data on the absolute number of Ukrainian children who enter member states as refugees is typically not further disaggregated by age, which creates challenges for determining the scale of need for ECEC services aimed at Ukrainian migrant and refugee children between 0-6 years of age.

Another significant trend to note in the influx of Ukrainian refugees is that at the time of collecting data for this study, **many arrivals in host countries had not registered their residency or registered to national protection schemes for temporary displaced persons**. Two main factors drive this trend. First, many refugees are in transit, with some who may be returning home or transferring on to other countries without reporting their departures. Second, many refugees delay their registration due to beliefs and hopes that they will return to their home country soon. This was observed to be the case in Estonia, Bulgaria, Romania, Hungary, Germany, Austria, Lithuania, and Belgium.

Indeed, insights from key informants across several countries suggested that many refugees hold a belief that their displacement is temporary and that they will be able to return home soon (for example, in Estonia and Greece). This has also been noted in a report from the United Nations High Commissioner for Refugees titled ‘Lives on Hold: Profiles and Intentions of Refugees from Ukraine’,⁴³ which found that as of June 2022, while two-thirds of Ukrainian refugees expected to remain in their host countries until the end of

³⁶ Please note that the breakdown was not provided for the country as a whole but for the municipality of Lisbon, where out of 4,465 requests for temporary protection 2,826 were from women and 1,639 from men. <https://www.dn.pt/sociedade/camara-de-lisboa-partilha-dados-de-refugiados-da-ucrania-apanas-com-entidades-oficiais-14812471.html>

³⁷ <https://sotsiaalkindlustusamet.ee/et/uudised/sotsiaalkindlustusamet-hakkas-avaldama-eestisse-saabunud-ukraina-sojapogenike-statistikat>

³⁸ About 67% of refugees were women and about 38 % were children and youth below 18 (DE). Source: Ausländerzentralregister (AZR), after <https://mediendienst-integration.de/migration/flucht-asyl/ukrainische-fluechtlinge.html> (accessed on 9.07.2022)

³⁹ In Spain three out of four displaced persons are women, with 39% of the Ukrainian refugee population arrivals being under 18 years of age. Europapress. “Más de 7.100 niños ucranianos refugiados han sido escolarizados ya en España, la mayoría en Primaria”. Available at: <https://www.europapress.es/sociedad/educacion-00468/noticia-mas-7100-ninos-ucranianos-refugiados-sido-escolarizados-ya-espana-20220330185925.html>

⁴⁰ Ministry of Interior, <https://www.minv.sk/?docasne-utocisko>

⁴¹ Dziennik Gazeta Prawna. Demograficzny Portret Uchodźców. (2022). <https://edgp.gazetaprawna.pl/e-wydanie/58450,19-maja-2022/74537,Dziennik-Gazeta-Prawna.html/781811,Demograficzny-portret-uchodzcow.html>

⁴² Government of Moldova (2022), Comisia pentru Situatii Exceptionale a Republicii Moldova DISPOZITII lunare, available at: https://cancelaria.gov.md/sites/default/files/dispozitia_cse_15_20.04.2022.pdf

⁴³ Available online at: https://data.unhcr.org/en/documents/details/94176#_ga=2.156638397.709206870.1664139411-1797681638.1601306671

hostilities, the majority hoped to return home as soon as possible. Furthermore, a small sub-group (16%) intended to return within two months regardless of the progression of the war.

As a result, and as explored further in sections below, **integration of Ukrainian children into the education systems of host countries is not systematic at this point**. Enrolment of Ukrainian refugee children in local and/or mainstream ECEC centres is typically low, and in some countries there are also **many children attending distance learning settings provided by their schools and teachers in Ukraine**. In Sweden, for instance, the Swedish agency for education shares resources from the Ukrainian ministry of education for children aged 3-6 and their families, aimed at those who intend to begin or continue their Ukrainian school path. The purpose of the material is to support the development of the young children and to “distract them from the war as much as possible”.⁴⁴ Distance learning is also available for ECEC-aged children in Estonia (specifically for children aged 6).

Data also reveal that when the option is available, **Ukrainian refugees tend to travel and settle where they have families or friends**. In Germany, for example, there are expectations that a high number of recent Ukrainian refugees will come to their relatives and friends who lived in Germany before the war.⁴⁵ This has also been the case in Czechia, where districts with existing populations of Ukrainians before the war currently host a higher proportion of Ukrainian refugees.⁴⁶ Sweden, in contrast, takes a centralised approach to the distribution of Ukrainian refugees across municipalities in order to ensure that the financial and administrative burdens of welcoming new arrivals are evenly shared between local governments. As the Ukrainian migrant and refugee crisis developed, the Swedish Agency for Migration allocated each municipality a fixed number of refugees, including specifying how many of those should be children below the age of 18.⁴⁷

“[N]o one wants to see the same situation as in 2015-2016, when smaller municipalities had to take on too much responsibility.”

- Reception of Refugees is the Responsibility of the State |
Swedish Association of Local Authorities and Regions (SKR) |
March 2022 |

At the time of the first wave of research in June and July 2022, **refugees in a number of countries including Italy, Moldova, Spain, and France were initially housed in private accommodation with local families**. In Moldova, for example, 94% of total Ukrainian refugees were being hosted this way,⁴⁸ and in Finland and Belgium, most Ukrainian refugees were also staying in private accommodation.⁴⁹ That being said, this situation is likely to have shifted over recent months as efforts to support Ukrainian refugees are consolidated and longer-term housing solutions are identified.

“[I]t is up to the state to take responsibility for an even distribution [across the country] and a functioning reception locally. The government is responsible for reception, housing and assistance. The municipalities' responsibility for schools, care and other public services is affected by how the state chooses to organize the reception.”

- Key informant | June 2022

Another factor is that in most countries (notably FR, PL, SK, CZ), **Ukrainian refugee children are encouraged to attend and integrate into the mainstream ECEC that their local peers are attending**. Some countries such as the Netherlands have special schools for newcomers (in Dutch: nieuwkomersscholen), some of which welcome pupils of all ages including toddlers and pre-schoolers. Migrant and refugee children are typically welcomed into these schools following their initial arrival and settlement in the Netherlands and are then encouraged to move on to regular

⁴⁴ Swedish National Agency for Education. 2022. <https://www.skolverket.se/innehall-a-o/landningssidor-a-o/nyanlanda-barn-och-elever-fran-ukraina/anordna-och-delta-i-ukrainsk-utbildning-i-sverige>

⁴⁵ According to a key informant consulted for the study.

⁴⁶ Source: CNN Prima News, 5.5.2022, <https://cnn.iprima.cz/valka-ukrajina-uprchlici-statistika-data-89758>

⁴⁷ According to a key informant from the Värmdö municipality interviewed for the study.

⁴⁸ As reported by a key informant interviewed for the study.

⁴⁹ MIGRI (2022). The Finnish Immigration Service to establish new reception centres 10 June. Finnish Immigration Services. Retrieved 17.6.2022 at <https://migri.fi/en/-/the-finnish-immigration-service-to-establish-new-reception-centres-10-june>

schools once they and their families feel ready.⁵⁰ In Latvia, Ukrainian refugee children have a choice to attend Latvian or minority language (mainly Russian language) ECEC, but regardless of which option they choose there is no separation of the Ukrainian children from the other children in the kindergartens.⁵¹

However, despite warnings against the separate education of Ukrainian children, capacity requirements have led some municipalities in countries such as Czechia to plan on opening new kindergartens only for Ukrainian children. Similarly in Lithuania, due to the uneven distribution of children across districts, municipalities have taken a diversity of approaches, with three new private schools for children from ECEC to secondary school level being established in Vilnius and Kaunas.⁵² **More research is needed on how far and how successfully Ukrainian refugee children are being integrated into mainstream ECEC.**

Challenges exposed and exacerbated by the influx of refugee migrants

One of the most significant challenges that has been created by the influx of Ukrainian refugee migrant children is the strain that these large numbers of new children are posing on ECEC systems that are already, in a large majority of EU-27 countries, facing **an existing shortage of staff and capacity** (for example AT, DK, FI, DE, LX, PL, CZ, IE, SK). In some countries, there is insufficient capacity of pre-school facilities for newly arrived Ukrainian children due to existing shortages of ECEC places for children under the age of three who were already in the host country (CZ). Indeed, the Czech School Inspectorate mentioned that one-fifth of kindergartens educating Ukrainian children have encountered space or staff capacity problems.⁵³ Similarly in Latvia⁵⁴ and Greece,⁵⁵ it was reported that even before the refugee influx, the number of ECEC applications for children systematically exceeded the number of available places.

⁵⁰ Rijksoverheid (n.d.), Kinderopvang voor vluchtelingen uit Oekraïne: <https://www.rijksoverheid.nl/onderwerpen/opvang-vluchtelingen-uit-oekraïne/ondersteuning-in-nederland/kinderopvang#:~:text=Peuters%20kunnen%20een%20aantal%20uur,gaat%20over%20de%20toekenning%20hiervan>

⁵¹ According to a key informant interviewed for the study.

⁵² Bernotienė, R., Jakavonytė-Staškuvienė, D., Paulikė, K. (28-04-2022) Lietuvos savivaldybėse taikomi Ukrainos vaikų ugdymo organizavimo modeliai: pirmosios patirtys [Ukrainian models for organising children's education in Lithuanian municipalities: first experiences], access on the internet (from 46:40 min): <https://www.youtube.com/watch?v=n3g9OFip3To>

⁵³ Czech School Inspectorate. (2022). Průběžná zpráva o integraci a vzdělávání ukrajinských dětí a žáků. Tematická zpráva [Interim report on the integration and education of Ukrainian children and pupils. Thematic report].

⁵⁴ Regulations of the Cabinet of Ministers No. 591 of October 13, 2015

⁵⁵ According to key informants interviewed for the study. See also: infokids.gr (n.d.). Battle for a place in kindergarten [in Greek].

Another challenge, as explored in detail further below, is **the existing territorial unevenness in the quality of ECEC support available and the concentrated influx of large numbers of refugees to some regions**, straining the capacity of local ECEC resources when other regions of the country may have capacity and support available. This was the case in Bulgaria, Moldova, and the Czech Republic, as well as to some extent in Austria and France.

A lack of ECEC staff and professionals with knowledge of the Ukrainian language, and therefore an inability to communicate and appropriately support refugee children and their families, was highlighted in almost all countries as a significant challenge (for example Austria, Estonia, Hungary, Romania, Sweden, Slovakia, Malta, Poland, Denmark, Finland). In some countries such as Slovakia, despite the availability of equipment, learning materials, and support for children who speak foreign languages, the refugee influx still shows that more teacher training and support is needed to create welcoming, inclusive early learning and development environments.⁵⁶

To help overcome linguistic barriers, some countries such as France⁵⁷ and Belgium⁵⁸ have been prioritising communication through artistic practices, but more research is needed on the scale and effectiveness of this and how far it alleviates language barriers. In only a minority of countries such as Latvia, the language barrier is not a particularly pronounced problem, as the majority of ECEC teachers speak Russian.⁵⁹ Russian is also widespread in Estonia and Moldova, where Ukrainian migrant and refugee children can start or continue their ECEC education in Russian-speaking centres.

On a similar note, difficulties arising from a **lack of ECEC staff experienced with addressing the diverse and urgent psychosocial needs of migrant and refugee children** were also reported (especially Germany, Greece, Hungary, the Netherlands, and Romania). This is particularly a challenge in countries with existing shortages of qualified teachers or specialists in the integration of refugees (e.g. in the Netherlands and Hungary) or tools for inclusive education methods for supporting existing populations of asylum seekers and vulnerable/marginalised groups such as Roma and traveller communities (e.g. in Romania),⁶⁰ which have now been further exacerbated by the arrival of Ukrainian refugees.

These shortages are especially concerning in countries hosting a large number of Ukrainian refugee children, for example in Romania and Slovakia⁶¹ where there is a lack of specialists in refugee integration as well as psychologists who can work with traumatized children. Similarly in Poland, which hosts 167,718 ECEC-aged children, existing inadequacies in the provision of mental health and psychosocial services (MHPSS) for Polish children mean that there is very limited MHPSS support officially available for Ukrainian children in ECEC institutions, nor trauma-informed practices dedicated to children who have experienced war conditions and traumatic events.⁶²

In other countries such as Denmark, while the focus has been on extending educational offers to Ukrainian refugee children quickly, psycho-social support has not been a priority for municipalities, leaving many Ukrainian refugee families to seek support outside of the public offers (e.g. from hotlines or psycho-social support groups set up by NGOs and volunteer groups).⁶³ These diverse country examples demonstrate the challenges that system-level de-prioritisation of MHPSS, and/or integration-focused services for

⁵⁶ European Commission (2021) Education and Training Monitor, Country analysis. Available at: <https://www.sipotra.it/wp-content/uploads/2021/12/Education-and-Training-Monitor-2021.pdf>

⁵⁷ Ministère des Solidarités et de la Santé (2022b) UKRAINE - MODÈS D'ACCUEIL DE JEUNES ENFANTS (0-3 ANS) ET SOUTIEN À LA PARENTALITÉ, 31 Mars 2022 : <https://acepp83.fr/wp-content/uploads/2022/04/DGCS-Recommandations-pour-laccueil-des-enfants-deplaces-dUkraine.pdf>

⁵⁸ As reported by a key informant interviewed for the study.

⁵⁹ As reported by a key informant interviewed for the study.

⁶⁰ UNICEF. (2021). Summative evaluation of the Quality Inclusive Education package of the "Social inclusion through the provision of integrated social services at community level" modelling project in Romania, 2014-2019.

⁶¹ As reported by a key informant interviewed for the study.

⁶² As reported by a key informant from an NGO, interviewed for the study.

⁶³ According to a key informant from an NGO interviewed for the study.

marginalised children can create when responding to sudden increases in need among newly-arrived populations of migrants and refugees, while also highlighting the potentially far-reaching merits of investing in a competent system both for resident children and for newly-arrived migrant and refugee children.

The two challenges of a **lack of linguistic knowledge of Ukrainian and a lack of psychosocial support among ECEC professionals** can compound and further minimise the pool of support available for very young refugee children. One of the main factors for this, among others, is that a **limited knowledge of the Ukrainian language among general professionals in the host country creates a scarcity in the support services available to address the psychosocial needs of refugee children**. Because existing host-country psychologists cannot communicate in Ukrainian with the children who need support, the needs of these children are at risk of remaining unheard. This was reportedly the case in Belgium, where a lack of expertise in Ukrainian language makes it difficult to provide psychological support to children.⁶⁴

An additional challenge for ECEC institutions in some countries is the difficulty of providing documentary evidence to demonstrate compliance with **mandatory health and vaccination requirements in place in some countries** for allowing children into ECEC. In Bulgaria, for example, many Ukrainian children's guardians were observed not to have taken the necessary documents providing evidence of immunisation when fleeing Ukraine,⁶⁵ as has also been noted in France, Slovakia, Malta, and Slovenia. Vaccination schedules may also vary widely between countries, leading to situations in which a child who is considered to be 'up to date' on their immunisations in Ukraine may be considered behind schedule in their host country. Moreover, in Slovakia, the requirement for all children to be seen by a doctor before they can formally attend kindergarten has resulted in a situation where doctors have insufficient capacity to examine all the Ukrainian refugee children in need prior to their enrolment.⁶⁶

Other administrative processes or requirements from children or their parents have caused delays and challenges for their ECEC enrolment. Several countries make children's access to ECEC conditional on their parents successfully undergoing official registration procedures and receiving (temporary) resident status, including Austria, Bulgaria, Denmark, France, and Spain. Similarly in Luxembourg, children can only be effectively welcomed into ECEC settings and schools once their immigration procedures, which reportedly entail delays, are completed.⁶⁷ Comparable administrative bottlenecks have also been reported in Slovenia⁶⁸ (for more information on the conditions of eligibility for ECEC among Ukrainian migrant and refugee children in host countries, please see section 3.1 below).

⁶⁴ According to a key informant interviewed for the study.

⁶⁵ According to key informants interviewed for the study.

⁶⁶ According to a key informant interviewed for the study.

⁶⁷ Ministry of National Education, Children and Youth, 'National Education welcomes Ukrainian students' (*L'Éducation nationale accueille les élèves ukrainiens*), available at: <https://men.public.lu/en/actualites/communiqués-conference-presse/2022/03/accueil-eleves-ukrainiens.html>

⁶⁸ 'Ukrainian refugees: no rights, no job opportunities' ('Ukrajinski begunci: brez pravic, brez možnosti za delo'), 24ur.com website, available at <https://www.24ur.com/novice/slovenija/ukrajinski-begunci-ze-mesece-cakajo-na-ureditev-statusa.html>

In some countries, namely those with smaller numbers of refugees, the refugee influx reportedly **did not pose any particularly new or pressing challenges, but rather further highlighted pre-existing challenges in ECEC systems**. In Cyprus⁶⁹ and Greece,⁷⁰ for example, prior to the war there was already a general lack of staff, including specialised ECEC staff, and an overreliance of families on traditional networks to provide care. In Denmark, where the influx of refugees has not been as high as initially estimated, ECEC capacity has been less of a pressing issue than foreseen in March 2022; however new initiatives were still required to address the ECEC needs of newly arriving Ukrainian migrant and refugee families due to existing ECEC capacity limitations.⁷¹

Another challenge that emerged in the reports was the **difficulty for countries to plan for the refugee influx due to the numbers of refugee children arriving or leaving being hard to predict**. This was the case in Finland as well as in Sweden, where teachers noted the unpredictability around how long families intend to stay, and the insecurity this creates among students in the class as well as the challenges it creates in planning lessons.⁷²

In some countries, experience (or inexperience) in managing previous crises (the 2015 refugee crisis, or the Covid-19 pandemic) was mentioned as impacting the efficiency of the response to the influx of migrants. In Hungary, for example, an expert consulted for this study reported that the hostile stance taken against refugees during the 2015 refugee crisis⁷³ led to a dismantling of the government's asylum system and hampered humanitarian NGOs' activities in the country, thus resulting in a current lack of organizational and infrastructural capacities for handling this new crisis.⁷⁴

In Finland, on the other hand, practices improved following the response to the 2015 refugee influx and the recent process of granting Ukrainian refugees a temporary refugee status was organized efficiently, with just a week's waiting time. Similarly in Estonia, having learned from the Covid-19 pandemic, the Ministry emphasised prompt agreement on the roles and responsibilities as well as setting up a smooth communication channel and regular exchange of information.⁷⁵

Opportunities identified in ECEC responses to the influx of Ukrainian migrants and refugees

Aside from the challenges mentioned above, **the influx of refugee migrant children and families has presented opportunities to improve and strengthen ECEC practices and systems**, for example by prompting host countries to enact a range of new practices and initiatives which have the potential both to increase the efficiency of responses for newly arrived refugees, and to improve existing ECEC provision in the country for all children and families.

To effectively respond to the arrival of Ukrainian refugees, some countries have **successfully established new collaborations across sectors**. In Denmark the educators' union (BUPL), the Danish unemployment insurance fund ('A-kasse') and the educators' pension company (Pædagogernes Pension) have established a job bank for retired educators who could step in to support Ukrainian children and their families. This job bank houses around 1,300 retired educators who have volunteered to step in to relieve staff shortage pressures, even though due to the small numbers of arrivals, only about 5 have been asked to help so far due to lower-than-

⁶⁹ Konstantina Rentzou (2018) Family support and early childhood education and care in Cyprus: existing policies and challenges, *Early Child Development and Care*, 188:5, 571-583, DOI: 10.1080/03004430.2018.1433172

⁷⁰ Manesis, N., Paraskevopoulou, E. (2019). Educating refugee children: Teachers' knowledge and perceptions - Intercultural readiness and their role. 4th Panhellenic Conference "Education in the 21st Century: School and Culture. Retrieved 04/07/2022 from: https://www.researchgate.net/publication/350089267_Ekpaideuontas_paidia_prosphyges_Gnoseis_kai_antilepseis_ekpaideutikon_-_E_diapolitismike_etoimoteta_kai_o_rollos_tous

⁷¹ According to several key informants interviewed for the study.

⁷² According to interviews with the Swedish Teachers' Union

⁷³ Bender, F. (2020). Abolishing asylum and violating the human rights of refugees. Why is it tolerated?: The case of Hungary in the EU. In *Europe and the Refugee Response*. Routledge.; Timmer, A. D., & Docka-Filipek, D. (2018). Enemies of the Nation: Understanding the Hungarian State's Relationship to Humanitarian NGOs. *Journal of International & Global Studies*, 9(2), 40–57

⁷⁴ Maszol. (2022). Miért nem érzik jól magukat Magyarországon az ukrán menekültek. <https://maszol.ro/kulfold/Miert-nem-erzik-jol-magukat-Magyarorszagon-az-ukran-menekultek> . [Why Ukraine refugees have a bad experience in Hungary]

⁷⁵ <https://www.hm.ee/et/ukrainast-saabunud-laps-ja-noor-eestis#juhendid>

anticipated need.⁷⁶ Similarly in Estonia, the Ministry has involved private sector ECEC institutions in providing vacancies for Ukrainian children and encouraged **cooperation between local governments and private service providers within their localities**. Methodologies and educational materials have also been developed in the context of this experience, and kindergartens are supported with training in cooperation with universities in Denmark.⁷⁷

Estonia and Finland have also efficiently responded to the influx of refugees by **organising data-based overviews of the geographical spread and/or needs of refugees**. In Estonia, they have obtained an overview of the number and location of children who are willing to join or have already joined the Estonian education system, with data divided into pre-school, primary, and vocational education levels, and based on this have been mapping additional budget needs and services.⁷⁸ In Finland, the Ministry of the Interior has opened a survey for Ukrainians arriving in Finland which examines their need for ECEC, school education, and employment services.⁷⁹

There have also been **new opportunities for recruiting Ukrainian ECEC teachers through flexible recruitment requirements**. In Lithuania, to allow school leaders to employ Ukrainian teachers, the legal framework was changed to loosen requirements about teachers having Lithuanian language skills - Lithuanian language proficiency will not be required from new Ukrainian recruits for two years. As a result of this, 20 municipalities so far have recruited Ukrainian teachers as teachers or teaching assistants, based on survey results from April.⁸⁰

In Sweden, while regulations remain strict for Ukrainian ECEC professionals and requires that they produce an official certification to work with pre-school aged children, schools for children aged 6 and over have recruited Ukrainian-speaking teachers who do not hold a teacher's certificate (specifically in cases where no certified teachers are available and the particular candidate is judged to have adequate skills to teach) in order to ensure that Ukrainian children can be taught their mother tongue.⁸¹ In Latvia, Ukrainian teachers who wish to work at the kindergarten have an opportunity to obtain work in the ECEC institution as teachers or teacher assistants. In Poland, Ukrainians have the opportunity to support the integration of young migrant and refugee children in the classroom by working alongside certified Polish teachers as cultural mediators and teaching assistants.

However, in some countries such as Romania and Hungary, **the administrative procedures for the employment of Ukrainian teachers related to their qualifications or language skills still remain difficult**. The costs of formally recognising Ukrainian teaching credentials (i.e. nostrification) can be high due to the associated bureaucratic workload and the challenges of coordinating such processes across multiple departments and divisions, thus resulting in potentially sizeable 'untapped' pools of Ukrainian ECEC expertise in host countries. Mobilising this workforce is viewed to be important for integration efforts targeting young Ukrainian migrant and refugee children. For example, in Poland one interviewed stakeholder suggested that Ukrainian children have a preference towards Ukrainian caregivers in ECEC and maintain a reserved attitude towards Polish teachers.⁸²

In most countries there appears to be **an overall positive reception of Ukrainian refugees, with some issues or doubts raised nonetheless about children's levels of abilities**. In Slovenia, there was a positive response to the integration of refugee children from Ukraine, notably much more efficient and faster than in the case of other migrant children coming from ex-Yugoslavian countries.⁸³

⁷⁶ <https://www.tvsyd.dk/soenderborg/pensionerede-paedagoger-staar-i-koe-for-at-hjaelpe-ukrainske-boern-men-der-er-ikke-brug-for-dem>

⁷⁷ <https://projects.au.dk/itire>

⁷⁸ <https://www.hm.ee/et/ukrainast-saabunud-laps-ja-noor-eestis#juhendid>

⁷⁹ INTERMIN (2022). Ministry of the Interior invites Ukrainians who have come to Finland to tell about their situation. Ministry of the Interior. News item, 15.6.2022. Retrieved 18.6.2022 at <https://intermin.fi/en/ukraine>

⁸⁰ Bernotienė, R., Jakavonytė-Staškuvienė, D., Paulikė, K. (28-04-2022) Lietuvos savivaldybėse taikomi Ukrainos vaikų ugdymo organizavimo modeliai: pirmosios patirtys [Ukrainian models for organising children's education in Lithuanian municipalities: first experiences], access on the internet (from 46:40 min): <https://www.youtube.com/watch?v=n3g9OFip3To>

⁸¹ Agency for Education. Measures for children and youth from Ukraina. 2022. <https://www.skolverket.se/download/18.68c99c081804c5929ea594c/1655300069329/pdf9983.pdf>

⁸² As reported by a key informant from a women's rights centre, interviewed for the study.

⁸³ Information collected through consultation with Community of Kindergartens on 06 July 2022 and Educational Research Institute on 07 July 2022 (factual consultation)'.

In Austria, it was observed that Ukrainian children were sometimes ahead of their Austrian peers especially in terms of English and mathematics skills, which was partly attributed to the differences in age in which Ukrainian children start their education.⁸⁴

Conversely, some of the Ukrainian refugees coming into Hungary from near the Hungarian border are of Roma ethnicity and were in a disadvantaged situation in Ukraine. Although many of them speak Hungarian, which facilitates their integration, they tend to be behind their age cohort in their skill development. Indeed, in some cases in Hungary, cultural differences have impeded peaceful coexistence, with some locals arguing that some of the refugees, including young children, come from very different cultural and socio-economic contexts.⁸⁵

2.2 Snapshot of the situation at a country level

Table 3 below compiles and presents the available data on the numbers and distribution of Ukrainian migrant children and their families across the EU and Moldova, as well as the numbers of Ukrainian children enrolled in ECEC. Notably, this table also highlights the heterogeneity in terminology, indicators, and parameters of the data collected on the Ukrainian refugee populations across countries. **Please note that where information is not available or not specified, this may be because in the research conducted to date, data has not yet been identified.**

Table 3: Available data on the numbers and distribution of UA migrant children and their families across the EU and Moldova

Country	Number of UA migrants	Number of UA migrant children	Date (in 2022) when data was collected	ECEC enrolment rate	Date (in 2022) when data was collected
Austria	72,715 Ukrainian nationals arrived in Austria since January 1. ⁸⁶	N/A: no data on this dimension has been identified so far in the research conducted to date.	1 st June	N/A; Country-wide statistics on the total number of children enrolled in ECEC are hard to estimate because responsibility for care and education lies with local authorities of each Länder.	
Belgium	47,893 certificates of temporary protection have been granted in Belgium. ⁸⁷	5,162 (2,326 aged 0-2 and 2,836 aged 3-5) in Belgium.	21 st June	475 enrolled in “enseignement maternel” (pre-school education) in Wallonia. 824 enrolled in Flemish pre-school education, 2 of them with special educational needs. ⁸⁸	26 th April

⁸⁴ Kogelnik, Lisa, “Ukrainische Flüchtlinge...”

⁸⁵ blikk.(2022). „Fűre vécézni tilos!” – Nagykőrösön piktogramos táblákkal tanítják mosdóhasználatra az ukrán menekülteket. <https://www.blikk.hu/aktualis/belfold/menekultek-ukranok-nagykoros-iskola-kollgegium-vece-koldus/9bhdj0l> [“Dont poop on the grass!” - Nagykörös uses signs to teach Ukrainian refugees on toilet use]

⁸⁶ Operational Data Portal, “Ukraine Refugee Situation”, June 20, 2022, <https://data.unhcr.org/en/situations/ukraine#> (Accessed on June 28, 2022).

⁸⁷ Statbel Belgium in figures (21.06.2022): https://statbel.fgov.be/en/visuals/displaced_persons_Ukraine

⁸⁸ King Baudouin Foundation (2022), ‘Focus on Ukraine – in exile and going to school’ (Focus sur l’Ukraine - En exil et à l’école – au travers du regard des enfants), available at: https://www.youtube.com/watch?v=cs_0-pmxtjA

Country	Number of UA migrants	Number of UA migrant children	Date (in 2022) when data was collected	ECEC enrolment rate	Date (in 2022) when data was collected
Bulgaria	318,994 arrived in Bulgaria. Roughly 78,289 remained in Bulgaria. ⁸⁹	39,143 children in total (age non-specified) remained in Bulgaria. 12,000 Ukrainian children aged 2-6 years entered Bulgaria in the period 24 February 2022- 20 June.	June	84 Ukrainian children have been enrolled in 30 kindergartens. ⁹⁰	End of May
Croatia	20,840 entered Croatia; 15,043 are staying in Croatia. ⁹¹	1,823 children (aged 0-6) staying in Croatia: 627 children aged 0-3, and 1196 aged 3-6. ⁹²	Not specified	234 children enrolled to kindergartens across Croatian counties. ⁹³	Not specified
Cyprus	13,973 Ukrainian refugees registered for Temporary Protection or similar national protection schemes. ⁹⁴	N/A : no data on this dimension has been identified so far in the research conducted to date.	June	N/A ; no official statistics are available and reporting the number of Ukrainian refugees benefiting from ECEC is difficult, as data is not consolidated between relevant ministries.	Not available
Czechia	353,674 Ukrainian refugees registered. ⁹⁵	34,966 : (15,281 aged 0-3 and 19,685 aged 4-6).	31 st May	3,800 Ukrainian children were enrolled in Czech kindergartens. Only 19.1% of the registered Ukrainian refugees aged 3-5 are now enrolled in kindergartens. ⁹⁶	Mid-May
Denmark	29,224 Ukrainians have submitted applications under the Special Act. ⁹⁷	N/A : data on the age-bracket of 0-6 is not available.	2 nd July	N/A : no data on this dimension has been identified so far in the research conducted to date.	N/A

⁸⁹ Data from the online Platform 'Bulgaria for Ukraine': <https://ukraine.gov.bg/>

⁹⁰ According to data from the Ministry of Education and Science

⁹¹ According to data received from the Civil Protection Office; Data regularly updated on the web page: <https://hrvatskazaukrajinu.gov.hr/>, last accessed 9 July 2022

⁹² According to unpublished data provided by key informants for this study.

⁹³ Based on data received on 04 July 2022 from the Ministry of Science & Education in Croatia

⁹⁴ Data.unhcr.org (2022). Operational data portal. Ukrainian Refugee Situation. Data updated on 06.07.2022. Retrieved 11/07/2022 from: <https://data.unhcr.org/en/situations/ukraine#>

⁹⁵ Statistics from the Ministry of the Interior, <https://www.mvcr.cz/clanek/statistika-v-souvislosti-s-va-lkou-na-ukrajine-archiv.aspx?q=Y2hudW09Mg%3d%3d>

⁹⁶ Prokop, D. (2022). Vzdělávání a uprchlíci: Praha bude přehlcená, nejvíce zatížen 2. stupeň ZŠ a mateřské školy. [Education and refugees: Prague will be overwhelmed, most affected by the 2nd level of primary school and kindergarten]. Praha: PAQ Research. www.paqresearch.cz

⁹⁷ <https://www.randers.dk/hjaelp-ukraine/randere-og-ukraine-i-tal/>

Country	Number of UA migrants	Number of UA migrant children	Date (in 2022) when data was collected	ECEC enrolment rate	Date (in 2022) when data was collected
Estonia	72,904 arrived, of which 43,386 refugees have decided to remain. ⁹⁸	3,118 (aged 0-5). ⁹⁹ For the study, statistics per age groups 0-3 and 3-6 were requested. In Estonia, the national statistics publicly available do not indicate such groupings.	June	1,315 children registered in preschool education (the normal age group attending preschool in Estonia is 1.5-7-year-old children). ¹⁰⁰	June
Finland	28,039 Ukrainians had applied for temporary protection in Finland and 26,108 of them had already received a positive decision. ¹⁰¹	N/A: no data on this dimension has been identified so far in the research conducted to date.	16 th June	264 children in ECEC (not even in the most immigrant-rich provinces in the South and West of Finland has the number of Ukrainian children in ECEC exceed 50) ¹⁰² . In Finland, the share of children needing access to educational services is predicted to be close to the size of an entire Finnish birth cohort of 30,000. ¹⁰³	June 15 th (An increase of 55% from the end of May.)
France	59,000 Ukrainian displaced persons have entered France. ¹⁰⁴	N/A; data only indicates how many children are enrolled in school – possibly because in France school enrolment is mandatory from age 3 onwards.	16 th June	3,181 (ages 2-5) ¹⁰⁵	23 rd June

⁹⁸ <https://sotsiaalkindlustusamet.ee/et/ukraina#ua-stat>

⁹⁹ <https://sotsiaalkindlustusamet.ee/et/uudised/sotsiaalkindlustusamet-hakkas-avalama-eestisse-saabunud-ukraina-sojapogenike-statistikat>

¹⁰⁰ According to data from the Estonian Ministry of Education.

¹⁰¹ MIGRI (2022). Temporary protection in Finland granted to over 25,000 people fleeing Ukraine – changes to reporting of statistics. Finnish Immigration Services. Retrieved 17.6.2022 at <https://migri.fi/en/-/temporary-protection-in-finland-granted-to-over-25-000-people-fleeing-ukraine-changes-to-reporting-of-statistics>

¹⁰² Note that in Finland, while all 6–17 years old children resident in Finland (i.e., including immigrants) have a right to pre-primary and basic education, ECEC is restricted to children whose parents work or study full time or who have a special need for support (MIGRI, 2022b)

¹⁰³ EDUFI (2022). Ukrainasta paenneet lapset varhaiskasvatuksessa maakunnittain (Ukrainian refugee children in ECEC by province). Finnish National Agency of Education. Retrieved 18.6.2022 at https://www.opf.fi/sites/default/files/documents/Ukrainasta%20paenneet%20lapset%20varhaiskasvatuksessa_0.pdf

¹⁰⁴ Ministère de l'Intérieur et des Outre-Mer (2022) Foire aux questions - Accueil des réfugiés ukrainiens". Available at:

<https://www.interieur.gouv.fr/actualites/dossiers/situation-en-ukraine/foire-aux-questions-accueil-des-refugies-ukrainiens>

¹⁰⁵ See: <https://www.education.gouv.fr/accueil-des-enfants-ukrainiens-l-ecole-point-de-situation-au-27-mai-2022-341378>

Country	Number of UA migrants	Number of UA migrant children	Date (in 2022) when data was collected	ECEC enrolment rate	Date (in 2022) when data was collected
Germany	867,214 Ukrainian refugees entered Germany. ¹⁰⁶	86,073 children (aged 0-6) entered Germany. ¹⁰⁷	19 th June	N/A: there are no available data at the federal level about the number of Ukrainian children currently enrolled in the ECEC institutions. The collection of such data is decentralised at the regional level.	N/A
Greece	16,668 beneficiaries of the Temporary Protection Directive. ¹⁰⁸	1,987 Ukrainian refugee children in Greece (aged 0-6). ¹⁰⁹		The number of Ukrainian refugees using ECEC services is not available. Based on the Hellenic Ministry of Education approx. 120 are enrolled in pre-school kindergartens (approx. 10% of the eligible children for ECEC services are using them). ¹¹⁰	
Hungary	764,216 refugees crossed the border (most of them in transit). 24,091 received temporary protection status (22 nd June statistics) although the actual number of Ukrainians staying in Hungary for a longer period may be between 50,000 and 100,000, as many choose not to apply for temporary protection. ¹¹¹	N/A: no data on this dimension has been identified so far in the research conducted to date.	22 nd June	268 Ukrainian refugees enrolled in kindergartens (aged 3-6). ¹¹²	7 th April

¹⁰⁶ Ausländerzentralregister (AZR); <https://mediendienst-integration.de/migration/flucht-asyl/ukrainische-fluechtlinge.html> (accessed on 9.07.2022)

¹⁰⁷ AZR data after Deutscher Bundestag, Antwort der Bundesregierung auf die Kleine Anfrage der Fraktion der CDU/CSU, Drucksache 20/2069. Situation und Auswirkung des Krieges in der Ukraine auf den Bereich Familie, Senioren, Frauen und Jugend, insbesondere der frühkindlichen Bildung sowie der Kinderbetreuung, 21.06.2022.

¹⁰⁸ COM/2022/91 final. For more information, visit: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52022PC0091&qid=1646384923837>

¹⁰⁹ According to data from the Hellenic Asylum Service. Data are based on information until 29 June 2022

¹¹⁰ According to a key informant interviewed for the study.

¹¹¹ adat.one. (n.d.). *Ukrán menekültek száma Európában*. <https://hu.adat.one/ukran-menekultek-szama-europaban> [Number of Ukrainian refugees in Hungary]

¹¹² Huszti, I. and Halasz, N. (2022. April 25). *Az Ukrajnából menekült gyerekek hazai oktatása egyszerre mutatja a civilek összefogását és az állam tehetetlenségét*. Telex. <https://telex.hu/belfold/2022/04/25/ukrajna-menekultek-gyerekek-iskola-tankotelezettseg-onkentes-felzarkoztatás-kepzes-tanoda-orosz-ukran-haboru-oktatás>. [The education of the Ukrainian refugee children show the joint force of NGOs and the impotency of the government]

Country	Number of UA migrants	Number of UA migrant children	Date (in 2022) when data was collected	ECEC enrolment rate	Date (in 2022) when data was collected
Ireland	35,670 Ukrainian refugees were allocated a Personal Public Service Number. ¹¹³	2,532 Ukrainian refugee children aged 0-4 years had arrived in Ireland.; 3,907 aged 5-9. ¹¹⁴	5 th June	746 Ukrainian children had enrolled in Junior Infants class (usually age 4-5 years), and 539 had enrolled in Senior Infants class (usually age 5-6). ¹¹⁵	7 June
Italy	97,314 Ukrainian refugees are registered to the national protection scheme. ¹¹⁶	N/A: Data on the age bracket of 0-6 is not available, however existing data reports approximately 40,000 minors (age brackets not specified) according to the Italian Ministry of Interior. ¹¹⁷	Not specified	3,728 children in kindergarten. ¹¹⁸	Not specified
Latvia	30,000 (not specified whether these are entry statistics or number of registered persons). ¹¹⁹	N/A: no data on this dimension has been identified so far in the research conducted to date.	End of May	1,329 children enrolled in ECEC. ¹²⁰	Not specified
Lithuania	58,588 refugees from Ukraine have arrived in Lithuania. ¹²¹	3,391 (0-3 years) and 3,643 (4-6 years). ¹²²	Not specified	40 % of the pre-school age children from Ukraine are enrolled in ECEC institutions: 2731 (ages 2-6). ¹²³	Not specified

¹¹³ <https://www.cso.ie/en/releasesandpublications/FP/p-ai/arrivalsfromukraineinirelandseries2/> accessed 13 June 2022.

¹¹⁴ <https://data.cso.ie/> accessed 13 June 2022,

¹¹⁵ <https://www.cso.ie/en/releasesandpublications/FP/p-ai/arrivalsfromukraineinirelandseries2/>

¹¹⁶ UNHCR. (2022, June 16). Operational Data Portal: Ukraine refugee situation. Pobrano z lokalizacji UNHCR: https://data.unhcr.org/en/situations/ukraine#_ga=2.80508304.689378923.1655463522-1533006991.1655463522

¹¹⁷ Ministero dell'Interno, M. (2022, May 25). Minori non accompagnati: sono 4.660 i bambini ucraini giunti in Italia. Pobrano z lokalizacji Ministero dell'Interno: <https://www.interno.gov.it/it/notizie/minori-non-accompagnati-sono-4660-i-bambini-ucraini-giunti-italia>

¹¹⁸ dell'Istruzione, M. (2022). Accoglienza scolastica degli studenti ucraini esuli. Prime indicazioni e risorse. . Pobrano z lokalizacji Ministero dell'Istruzione: https://www.miur.gov.it/documents/20182/6740601/m_pi.AOODPIT.REGISTRO+UFFICIALE%28U%29.0000381.04-03-2022.pdf/7e8cc387-b753-1ca7-f466-2d3f15ede33b?version=1.0&t=1646642414348

¹¹⁹ BNN news; available at: <https://bnn-news.com/number-of-ukrainian-refugees-in-latvia-close-to-29-000-234765>

¹²⁰ Information provided by the Ministry of Education and Science (May 23, 2022); available at <https://eng.lsm.lv/article/society/education/4000-ukrainian-children-in-latvian-education-system.a458045/>

¹²¹ Official Statistics Portal of Lithuania (11-07-2022), access at: <https://osp.stat.gov.lt/ukraine-dashboards>

¹²² According to the data of the Department of Education Quality and Regional Policy of the Lithuanian Ministry of Education, Science and Sport (27-06-2022)

¹²³ According to the data of the Department of Education Quality and Regional Policy of the Lithuanian Ministry of Education, Science and Sport (27-06-2022)

Country	Number of UA migrants	Number of UA migrant children	Date (in 2022) when data was collected	ECEC enrolment rate	Date (in 2022) when data was collected
Luxembourg	4,017 Ukrainians were granted temporary protection. ¹²⁴	227 children aged 0-3; 222 aged 4-6.	Not specified	111 aged 0-3, 117 aged 4-5. ¹²⁵	Not specified
Malta	1,139 refugees from Ukraine registered for Temporary Protection. ¹²⁶	N/A: no data on 0-6 age bracket; however 29% of Ukrainians with temporary protection are under-14 and 4 per cent were unaccompanied minors. ¹²⁷	19 th June	N/A: Statistics about the number of children enrolled to ECEC services in Malta with a break-down by age is not available.	N/A
Moldova	The refugee crisis is ongoing, Ukrainian families still cross the border in both senses at an intense rate. 76,697 remained as refugees in Moldova, of which 73,211 are Ukrainians. ¹²⁸	N/A: Data on the age bracket of 0-6 is not available, however existing data reports that 40,684 Ukrainian refugees in Moldova are children.	19 th June	N/A: no data on this dimension has been identified so far in the research conducted to date.	N/A
Netherlands	62.260 Ukrainian refugees have registered in the Netherlands. ¹²⁹	N/A: no data on the 0-6 age brackets was identified at centralised or regional level.	2 nd June	N/A: Although the Ministry of Education seems to collect data on the number of refugees that are registered in (pre-) schools, it does not publish them publicly.	

¹²⁴ According to data provided by the Immigration Desk of Luxembourg for this study on 28 June 2022.

¹²⁵ Luxemburger Wort (2022), 'Since the start of the war, 1.273 Ukrainian children enrolled in schools in Luxembourg' (Depuis le début de la guerre 1.273 enfants ukrainiens scolarisés au Luxembourg), available at: <https://www.wort.lu/fr/luxembourg/1-273-enfants-ukrainiens-scolarises-au-luxembourg-62a8af5dde135b92360eb7d1>

¹²⁶ 'Ukraine Refugee Situation', UNHCR operational Data Portal, available at <https://data.unhcr.org/en/situations/ukraine>.

¹²⁷ Malta Today (20 June 2022), War crisis: 1,000 Ukrainians receive temporary protection in Malta, available at https://www.maltatoday.com.mt/news/national/117406/war_crisis_1000_ukrainians_receive_temporary_protection_in_malta#.Yr1VaHBw2w

¹²⁸ Government of Moldova (2022), Comisia pentru Situatii Exceptionale a Republicii Moldova DISPOZITII Lunare, available at: https://cancelaria.gov.md/sites/default/files/dispozitia_cse_15_20.04.2022.pdf

¹²⁹ Rijksoverheid (n.d.) Cijfers opvang vluchtelingen uit Oekraïne in Nederland. <https://www.rijksoverheid.nl/onderwerpen/opvang-vluchtelingen-uit-oekraïne/cijfers-opvang-vluchtelingen-uit-oekraïne-in-nederland>

Country	Number of UA migrants	Number of UA migrant children	Date (in 2022) when data was collected	ECEC enrolment rate	Date (in 2022) when data was collected
Poland	1.1 million Ukrainians applied for a PESEL number (official registration number granted by the state authorities). ¹³⁰	Based on the number of applications for a legal status of a foreigner in Poland filled by Ukrainians, as of 13th July 2022, there are 167,718 Ukrainian children in the age 0-6, with 78,693 aged 0-3 and 89,025 aged 3-6. ¹³¹	19 th May (total) And 13 th July (aged 0-6)	There is no available data about the number of Ukrainian children currently enrolled in the ECEC institutions for children aged 0-3. The data on Ukrainians' enrolments in the Polish education institutions is available only for pre-school (aged 3-6) which show that 182,208 Ukrainian children were enrolled in kindergartens or other form of pre-school education. ¹³²	27 th June
Portugal	Temporary protection was granted to 43.483 Ukrainian refugees. ¹³³	N/A: no data on this dimension has been identified so far in the research conducted to date.	Not specified	N/A: no data on this dimension has been identified so far in the research conducted to date.	N/A
Romania	85,000 Ukrainians still in Romania on 20 May - 4,353 asylum applications from Ukrainian citizens, who currently enjoy all the rights provided by national law, and 33,865 residence permits issued for beneficiaries of temporary protection. ¹³⁴	UNICEF and UNHCR estimate that about 33% of the displaced Ukrainians are children. ¹³⁵	Not specified	969 Ukrainian refugee children between 3 and 6 years of age were registered in preschool institutions (kindergartens) in Romania according to the survey conducted by the Ministry of Education among the country school inspectorates. ¹³⁶	May

¹³⁰ Dziennik Gazeta Prawna. Demograficzny Portret Uchodźców. <https://edgp.gazetaprawna.pl/e-wydanie/58450,19-maja-2022/74537,Dziennik-Gazeta-Prawna.html/781811,Demograficzny-portret-uchodzcow.html>

¹³¹ Central Statistical Office of Poland (13.07.2022). <https://demografia.stat.gov.pl/BazaDemografia/Tables.aspx>

¹³² https://dane.gov.pl/pl/dataset/2711/resource/39558/table?page=1&per_page=20&q=&sort=

¹³³ <https://www.wort.lu/pt/mundo/portugal-j-atribuiu-43-483-protec-es-tempor-rias-a-refugiados-ucranianos-62b1773ede135b9236ce6c8b>

¹³⁴ Data available in the Romanian National Statistical Office database (Tempo)

¹³⁵ Data available in the Romanian National Statistical Office database (Tempo)

¹³⁶ Data available in the Romanian National Statistical Office database (Tempo)

Country	Number of UA migrants	Number of UA migrant children	Date (in 2022) when data was collected	ECEC enrolment rate	Date (in 2022) when data was collected
Slovakia	79,580 people were granted temporary refugee status. ¹³⁷	Data reveals that almost 40 of Ukrainian refugees with temporary protection are children aged 0-17. ¹³⁸ Data on Ukrainian child refugees is not further broken down by specific age groups.	22 nd June	According to a key informant for the study, 1,884 refugee children from Ukraine were enrolled in kindergartens and 21 in special kindergartens that are of 3-6 age. ¹³⁹ As of 31 May 2022, official statistics state that 1,905 Ukrainian children of pre-primary age were reported to have been integrated into Slovak schools. ¹⁴⁰ Published shares of Ukrainian children enrolled in ECEC vary by the source, but it seems that by the end of April it was about 33% . ¹⁴¹	31 May
Slovenia	The official data on the number of refugees in Slovenia are not publicly available; however 5,738 Ukrainian refugees applied for international protection in Slovenia. ¹⁴²	N/A: Data on the age bracket of 0-6 is not available, however existing data reports that there are 2,149 Ukrainian children overall in Slovenia. ¹⁴³	May 6 th	106 child refugees from Ukraine were enrolled in Slovenian kindergartens. ¹⁴⁴	9 th June
Spain	119,742 registered for temporary protection or similar protection scheme.	N/A: no data on this dimension has been identified so far in the research conducted to date.	June 16 th	5,000 children in Early Childhood Education (23%).	

¹³⁷ Ministry of Interior (June 2022) Statistics, Temporary refugee. Available at: www.minv.sk/?docasne-utocisko

¹³⁸ Ministry of interior (June 2022). Statistics, Temporary refugees. Available at: <https://www.minv.sk/?docasne-utocisko>

¹³⁹ According to data provided by a key informant from the Ministry of Education, Science, Research and Sport who was interviewed for the study.

¹⁴⁰ Information provided by the Ministry of Education at the UNICEF Education/ECD coordination meeting in June 2022

¹⁴¹ Komenskeho institute (June 2022) The first representative survey on the integration of Ukrainian children in schools: What are teachers struggling with? Available at <https://komenskehoinstitut.sk/prieskum-zaclenovanie-ukrajinskych-deti-do-skol/>

¹⁴² Media report: Ukrainian refugees to help Slovenian healthcare soon? ('Ukrajinski begunci kmalu na pomoč slovenskemu zdravstvu?'), 24ur.com website, available at <https://www.24ur.com/novice/slovenija/ukrajinski-begunci-kmalu-na-pomoc-slovenskemu-zdravstvu.html>

¹⁴³ Basic data refugees from Ukraine in Slovenia in ECEC Situation Analysis for Slovenia, p.1

¹⁴⁴ Ibid.

Country	Number of UA migrants	Number of UA migrant children	Date (in 2022) when data was collected	ECEC enrolment rate	Date (in 2022) when data was collected
Sweden	43,583 Ukrainians arrived in Sweden under the EU Temporary Protection Directive or seeking asylum.	5,213 children (aged 0-6) arrived in Sweden under the EU Temporary protection directive or seeking asylum. ¹⁴⁵	June	No statistics is available on how many children have enrolled ECEC, which has been identified as an issue by the National Agency for education. ¹⁴⁶	N/A

Data availability and reporting formats

It is important to note that there are **irregularities in the data recorded of refugees arriving or registering in host countries, and that this data should therefore be seen as in flux and as a rough estimate**. For example, as mentioned above, after registering as refugees in Estonia, some refugees return home or transfer to other countries without reporting their departure, and thereby are still included in national statistics, even if not physically present in the country.¹⁴⁷ Representatives of local governments in Estonia pointed out that it is very difficult to identify children to be enrolled in pre-school or primary education as many of them have not registered their place of residence and therefore are not traceable by local governments.¹⁴⁸

Calculating the exact numbers of Ukrainian refugees present in a country is also difficult, as **once Ukrainians enter the EU, they are free to travel between countries in the Schengen area**. Moreover, in the last months a significant number of “pendular” movements have been registered in Poland, where people go back and forth across the border to Ukraine for various reasons, including visiting families and checking their properties.¹⁴⁹ In Romania, refugees have the legal right to enter and stay for 90 days without a visa, which means that Ukrainian citizens can delay the moment they request a residence permit.¹⁵⁰ In Hungary, the actual number of Ukrainians staying for a longer period may be much higher, as many choose not to apply for temporary protection.¹⁵¹ The reasons for this can be explored in further updates to this research.

As can be seen in the table above, **the approach to calculating the number of Ukrainian migrant arrivals can differ across countries and sources**. Some sources record data on the number of people entering the country, which is not representative of the number of refugees remaining in that country, since many refugees are in transit. In most countries, the number of refugees remaining and registering in the country is recorded by the number of temporary asylum protection statuses granted. However, the terminology used to refer to protection statuses or officially registered persons can differ. In Poland, for example, refugees who have remained in the country are calculated through the number of those who applied for PESEL numbers, which is the official registration number granted by state authorities.¹⁵²

¹⁴⁵ Statistics Sweden 2022

¹⁴⁶ Sveriges Radio (Swedish Radio). 2022. *Worrying trend that few UA children are starting Swedish school*. <https://sverigesradio.se/artikel/fa-ukrainska-barn-har-borjat-svensk-skola-kanns-orovackande>

¹⁴⁷ Based on an analysis of interviews and media reports by country expert for Estonia

¹⁴⁸ According to key local government informants interviewed for the study.

¹⁴⁹ Data presented by Data.Europa, based on data collected by UNHCR: <https://data.europa.eu/en/datastories/refugee-flows-ukraine>

¹⁵⁰ According to interview conducted for the Situation Analysis in Romania

¹⁵¹ Vasko, M. (2022. June.15) *Millió ukrán menekülttömegre hivatkozik a kormány, védelmet csak töredékük kér a magyar hatóságoktól*. 24.hu. <https://24.hu/belfold/2022/06/15/orosz-ukran-haboru-menekultek-szama-nepszamlalas-helsinki/>. [The government is referring to Millions of refugees, yet only a fraction of them are seeking refuge in Hungary]

¹⁵² Dziennik Gazeta Prawna. Demograficzny Portret Uchodźców. (2022). <https://edgp.gazetaprawna.pl/e-wydanie/58450,19-maja-2022/74537,Dziennik-Gazeta-Prawna.html/781811,Demograficzny-portret-uchodzcow.html>

Other examples include Italy, where data is collected through the number of refugees who are registered to the national protection scheme;¹⁵³ in Greece, data comes from the number of beneficiaries of the EU Temporary Protection Directive;¹⁵⁴ and in Ireland, the calculation is based on Ukrainian refugees who have been allocated a Personal Public Service Number.¹⁵⁵ In France and Germany, the data available during early-stage efforts to monitor the number of Ukrainians in the country was based on the number of Ukrainian displaced persons who have entered the country, rather than those registered with some form of temporary protection status (see Table 3 above).

In general, there are **wide differences in the granularity of data available on Ukrainian child refugees**. In Belgium there are details on the level of the number of home visits (717), consultations, hearing tests or pedagogical guidance that has been initiated for child refugees.¹⁵⁶ In Luxembourg¹⁵⁷ and Czech Republic,¹⁵⁸ there are similarly detailed breakdowns of data by age brackets for arriving children and ECEC enrolments of children. In Estonia, there has also been structured and organised data-gathering about refugees since the very beginning of the crisis.¹⁵⁹ This is contrasted with the case in Sweden, where the National Agency for Education has acknowledged that with only approximate estimations of how many children are present, the Agency does not know the needs of schools, teachers and pupils, leading to a reduced situational awareness on the support that schools and students need.¹⁶⁰

In some countries, there is no data available on national ECEC enrolment, sometimes because data is only available for school-age children. This was the case in Austria, Croatia, Germany, Cyprus, Portugal, Malta, Denmark, Moldova, and Sweden. Additionally, In Germany, Croatia, Italy, Sweden, and Austria, data on ECEC enrolment needs to be collected at the regional level and is therefore not specified at national level. In the Netherlands and Slovenia, data on ECEC enrolment is simply not available publicly, and therefore in the case of Slovenia, a key source of information has been media reports.

In some countries, where there was an availability of data to some extent, disaggregated data by age groups was not available. This was the case in Cyprus, Finland, Italy, Malta, Hungary, Slovenia, and Portugal. Table 4 below provides an overview of the countries in which data on Ukrainian children is disaggregated by age range; notably, while 8 countries have data on the number of Ukrainian children under age 6 who have arrived, only 3 of these (Lithuania, Luxembourg and Poland) have further split this data between the ages of 0-3 and 3-6).

Another issue is the variation in age-brackets used to record enrolment in ECEC. Although data on the absolute number of Ukrainian children enrolled in ECEC is available in more than half of the host countries covered in this study (17 out of 28; please see Table 4), this data typically doesn't cover the full age range of ECEC-aged children from 0-6 years old. In Poland and Romania there is no available data about the number of Ukrainian children currently enrolled in ECEC institutions for children aged 0-3. Data on Ukrainian enrolments in the Polish education institutions is available only for pre-school (3-6 years old) and school-age children.¹⁶¹ In Ireland

¹⁵³ UNHCR. (2022, June 16). *Operational Data Portal: Ukraine refugee situation*. Pobrano z lokalizacji UNHCR: https://data.unhcr.org/en/situations/ukraine#_ga=2.80508304.689378923.1655463522-1533006991.1655463522

¹⁵⁴ COM/2022/91 final. For more information, visit: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52022PC0091&qid=1646384923837>

¹⁵⁵ Please see:

https://www.citizensinformation.ie/en/social_welfare/irish_social_welfare_system/personal_public_service_number.html#:~:text=A%20person%20who%20is%20under,for%20your%20child's%20PPS%20number

¹⁵⁶ Information collected through written consultation with regional authority representative on 08 July 2022.

¹⁵⁷ Information collected through consultation with the Immigration Desk of Luxembourg on 28 June 2022.

¹⁵⁸ Prokop, D. (2022). *Vzdělávání a uprchlíci: Praha bude přehlcená, nejvíce zatížen 2. stupeň ZŠ a mateřské školy*. [Education and refugees: Prague will be overwhelmed, most affected by the 2nd level of primary school and kindergarten]. Praha: PAQ Research. www.paqresearch.cz

¹⁵⁹ According to key informants interviewed for the study

¹⁶⁰ Sveriges Radio (Swedish Radio). 2022. *Worrying trend that few UA children are starting Swedish school*. <https://sverigesradio.se/artikel/fa-ukrainska-barn-har-borjat-svensk-skola-kanns-orovackande>

¹⁶¹ Please see: https://dane.gov.pl/pl/dataset/2711/resource/39558/table?page=1&per_page=20&q=&sort=

there is a similar situation, where there is no published information on the number of Ukrainian refugee children enrolled in any form of pre-school childcare or education, with data available only for children enrolled in junior Infants class (usually age 4-5 years), and senior Infants class (usually age 5-6).¹⁶²

As evidenced in Table 4, data on the number of Ukrainian children aged 3 and under who are enrolled in ECEC is only available in four out of 28 countries covered in the scope of this study, with age coverage varying widely. Luxembourg is the only country where data on ECEC enrolment is available for the full age range of **0-3**, with Estonia only collecting data on attendance from **age 1.5** and France and Lithuania only collecting data on ECEC attendance from **age 2**.

Table 4 also underlines the challenge of determining the *attendance rate* of Ukrainian children in ECEC as a percentage of the total, due to the necessity for concurrent data on *both* the absolute number of children aged 0-6 in the country *and* the absolute number of children aged 0-6 who are actually attending ECEC. Such estimations of attendance rate are only available in 6 out of the 28 countries covered by this study, including the Czech Republic, Greece, Latvia, Poland, Slovakia, and Spain.

Table 4: Availability of granular data on numbers of children in host countries by ECEC age group (0-3 and 3-6) and their enrolment in ECEC provision.

Data type	No. of MS where data is available	Specific countries where data is available
No. of Ukrainian migrant and refugee children in host country aged 6 or under .	8 out of 28 (EU + Moldova).	Germany; Greece; Sweden; Lithuania; Luxembourg; Poland (aged 0-6). Estonia (aged 0-5); Ireland (aged 0-4).
No. of migrant and refugee children in host country aged 0-3 or 3-6 .	3 out of 28 (EU + Moldova).	Lithuania, Luxembourg, Poland .
No. of Ukrainian migrant and refugee children enrolled in ECEC provision in host country.	17 out of 28 (EU + Moldova).	Belgium, Bulgaria, Croatia, Czech Republic, Estonia, Finland, France, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Romania, Slovakia, Slovenia, Spain .
No. of Ukrainian migrant and refugee children enrolled in ECEC provision, aged 3 or under .	4 out of 28 (EU + Moldova).	Estonia (data on children aged 1.5-7); France (ages 2-5); Lithuania (ages 2-6); Luxembourg (ages 0-3).
Percentage of Ukrainian migrant and refugee children in host country who are enrolled in ECEC provision (as a percentage of the total) .	6 out of 28 (EU + Moldova).	Czech Republic, Greece, Latvia, Poland, Slovakia, Spain .

There is an **almost total lack of data available on Ukrainian refugee children with special educational needs and/or disabilities (SEND)**. There was no SEND data available in AT, CY, BG, CZ, DK, DE, IE, NL, PL, LU. Exceptions include Belgium, where there are statistics on the number of SEND children enrolled in educational institutions,¹⁶³ and in Greece, where there is data on the number of children (6, so far) reported to have special educational needs, but no data on general ECEC enrolment.¹⁶⁴

Data on the number of Ukrainian migrant and refugee children with SEND may be more readily available in countries where additional funding and support is made available to ECEC settings, children or families on the basis of an official declaration of a special educational need or disability. In Lithuania, there is no official data on refugees with SEND, but from the data of the Pupil Register Centre it is possible to see that there are some pupils who are educated according to an individual pre-school education programme,

¹⁶² <https://www.cso.ie/en/releasesandpublications/fp/p-aui/arrivalsfromukraineinirelandseries2/>

¹⁶³ King Baudouin Foundation (2022), 'Focus on Ukraine – in exile and going to school' (*Focus sur l'Ukraine - En exil et à l'école – au travers du regard des enfants*), available at: https://www.youtube.com/watch?v=cs_0-pmxtjA

¹⁶⁴ According to a key informant interviewed for the study.

for example in the Centre for Sight Education or in the Centre for the Deaf and Hard of Hearing.¹⁶⁵ Research to date has not identified any data on SEND children in Luxembourg either – a country where otherwise there is good data availability concerning Ukrainian refugees.

On a similar note, there was no mention in the reports, possibly due to a lack of data availability, on **the support provided to guardians, such as mothers, of children of ECEC age**. This was highlighted by a stakeholder in Poland, who underlined the need for psychological support not only for children, but also for mothers, as their psychological condition almost inevitably influences the condition of a child.¹⁶⁶

Some countries have obtained useful data by carrying out surveys during the refugee influx. In Lithuania 58 municipalities were asked about recruiting Ukrainian teachers, their resources (including digital) available, the psychological safety and physical needs of the children, and teachers' concerns.¹⁶⁷ In the Netherlands, similarly, ResearchNed surveyed schools on behalf of the Ministry of Education in order to measure how schools are dealing with the responsibility of additional children.¹⁶⁸ In Finland, as noted above, the Ministry of the Interior has opened a survey for Ukrainians arriving in Finland, asking them, among other things, their need for ECEC, school education, and employment services.¹⁶⁹

ECEC enrolment rates and reasons for the variations

Table 4 above illustrating ECEC enrolment rates shows that **in general, across most countries, ECEC enrolment rates remain very low**. Where statistics are provided about the percentage of ECEC enrolment rates compared with the Ukrainian refugee population of ECEC age in the host country, the highest appears to be in Lithuania, where 40% (2,731) of the pre-school age children from Ukraine are enrolled in ECEC institutions.¹⁷⁰ In Slovakia, published numbers of Ukrainian children enrolled in ECEC vary by the source, but it seems that by the end of April enrolment rates were at approximately 33%.¹⁷¹ In Spain, the rate is even lower (23%),¹⁷² and in Czechia, which has the highest numbers of Ukrainian refugees enrolled in ECEC after Poland, a report shows that only 19.1% of the registered Ukrainian refugees aged 3-5 are now enrolled in kindergartens.¹⁷³

In some countries such as Bulgaria, despite the available mechanisms and the established organisation, the enrolment of Ukrainian children in ECEC is even lower: according to the data from the Ministry, only 84 Ukrainian children have been enrolled in 30

¹⁶⁵ Data sourced from the Pupil Register Centre (31-05-2022)

¹⁶⁶ According to a key informant interviewed for the study.

¹⁶⁷ Bernotienė, R., Jakavonytė-Staškuvienė, D., Paulikė, K. (28-04-2022) Lietuvos savivaldybėse taikomi Ukrainos vaikų ugdymo organizavimo modeliai: pirmosios patirtys [Ukrainian models for organising children's education in Lithuanian municipalities: first experiences], access on the internet (from 46:40 min): <https://www.youtube.com/watch?v=n3g9OFip3To>

¹⁶⁸ ResearchNed (2022), De opvang van leerlingen uit Oekraïne: Tweede peiling van het aantal leerlingen uit Oekraïne in het funderend onderwijs.

¹⁶⁹ INTERMIN (2022). Ministry of the Interior invites Ukrainians who have come to Finland to tell about their situation. Ministry of the Interior. News item, 15.6.2022. Retrieved 18.6.2022 at <https://intermin.fi/en/ukraine>

¹⁷⁰ Official Statistics Portal of Lithuania (11-07-2022), access at: <https://osp.stat.gov.lt/ukraine-dashboards>

¹⁷¹ Komenskeho institute (June 2022) The first representative survey on the integration of Ukrainian children in schools: What are teachers struggling with? Available at <https://komenskehoinstitut.sk/prieskum-zaclenovanie-ukrajinskych-deti-do-skol/>

¹⁷² It is estimated that around 22,000 Ukrainian child refugees arriving in Spain (46% of the total) are in school: about 5,000 in Early Childhood Education (23%). Europapress. "Inclusión diseña una ayuda de 400 euros a familias ucranianas fuera del sistema y prevé 40.000 beneficiarios". Available at <https://www.europapress.es/epsocial/migracion/noticia-inclusion-disena-ayuda-400-euros-familias-ucranianas-fuera-sistema-acogida-preve-40000-beneficiarios-20220620140130.html>

¹⁷³ Prokop, D. (2022). Vzdělávání a uprchlíci: Praha bude přehlcená, nejvíce zatížen 2. stupeň ZŠ a mateřské školy. [Education and refugees: Prague will be overwhelmed, most affected by the 2nd level of primary school and kindergarten]. Praha: PAQ Research. www.paqresearch.cz

kindergartens.¹⁷⁴ This was also the case in Sweden, where many Ukrainian families appear to choose not to send their children to preschool or school.¹⁷⁵ In some cases there is excess capacity in ECEC, such as in Estonia, where out of 3,151 vacant places in the kindergartens created for refugees, there were only 1,315 positions filled with children registered in preschool education.¹⁷⁶

It is difficult to carry out comparative or statistical analysis on the rates of refugee ECEC enrolment in relation to the number of registered refugee children of ECEC age because the dates when information was obtained can vary greatly. For example, in Belgium, there is almost a two-month discrepancy between when the data on ECEC enrolment was collected (26th April) and the data on when the number of Ukrainian refugee children of ECEC age in the country was last updated (21st June). As a result it is difficult to accurately analyse the percentage of registered children of ECEC age who are actually enrolled in ECEC, and to compare these percentages across countries.

Since there are inconsistencies in the age brackets used to record numbers of refugee children in the country and the age brackets used to record ECEC enrolment data, any further analysis becomes problematic. For example, in Lithuania 5,837 Ukrainian refugee children, aged 0-6, are recorded to be in the country, while the ECEC enrolment numbers provided, 2,731, only account for children aged 2-6.¹⁷⁷ Further inconsistencies arise from the transitory nature of this refugee influx: there are cases of children registered for pre-school but who have then already returned to Ukraine without informing the educational institutions or local governments, such as was the case in Estonia.¹⁷⁸

Regarding the **reasons for variations in ECEC enrolment, sufficient data was not identified in the first round of country mapping to adequately provide answers on this**. It is not directly clear why parents are not registering their children in ECEC, and why enrolment rates are so low; **more research is needed on this topic**. Based on stakeholder consultations in Poland, there was mention that some women are scared to leave their houses and reluctant to leave their children at ECEC institutions due to fears that their children's wellbeing is at risk, potentially as a result of disinformation on the intentions of refugee support initiatives in host countries.¹⁷⁹ More research would be needed on this as it could be one of the factors impacting low levels of ECEC enrolment.

Some factors contributing to low enrolment could be the delays caused due to vaccination or administrative requirements, (see above in section 2.1), or territorial unevenness in the availabilities of ECEC (see section below in 2.3) but the causality between these factors and ECEC enrolment is not sufficiently clear to rise to a conclusion.

One possible factor contributing to low ECEC enrolment rates could be **the availability (or lack thereof) of ECEC services near to the accommodation places where refugees are hosted**. For example, in Bulgaria, a significant part of the refugees (about 30,000) are being accommodated in hotels and state holiday bases in resorts and small settlements, without or with very limited access to nurseries and kindergartens.¹⁸⁰ There was a similar situation in Hungary, where some refugees were allocated to temporary housing (such as summer camps) in the countryside where ECEC services are in very short supply.

In Moldova, many kindergartens, community centres and day care centres have been transformed into temporary accommodation centres for refugees, thus impacting the overall ECEC delivery, especially in large cities.¹⁸¹ In Ireland, refugees arrive in short-term emergency accommodation before a medium-term solution is found, which creates challenges in terms of bringing children into services and providing stability.¹⁸² Moreover, in Slovenia some stakeholder consultations revealed that if Ukrainian mothers or

¹⁷⁴ According to data from the Ministry of Education and Science.

¹⁷⁵ Swedish National Agency for Education. 2022. Report. <https://www.skolverket.se/getFile?file=9851>

¹⁷⁶ According to data from the Estonian Ministry of Education and Research

¹⁷⁷ Official Statistics Portal of Lithuania (11-07-2022), access at: <https://osp.stat.gov.lt/ukraine-dashboards>

¹⁷⁸ According to key informants interviewed for the study.

¹⁷⁹ According to key informants from organisations interviewed for the study.

¹⁸⁰ <https://ukraine.gov.bg/>

¹⁸¹ According to key informants interviewed for the study.

¹⁸² Based on an analysis by the country expert of a key informant interview

carers do not have their own transport, they might also have challenges transporting their children to and from kindergartens.¹⁸³ Further research is needed to determine the extent of how many refugee families these factors are influencing, and how far it is impacting ECEC enrolment.

2.3 Sub-national variations and municipal / local situation

There are large regional variations and uneven territorial spreads of Ukrainian refugees in host countries. This is the case in Czechia, where capacity is extremely uneven between regions. There will be a shortage of places for children aged 3-5 old in 61 of the 206 Czech communities (ORPs), and especially in Prague (there will be a shortage of 2300 places), Brno (-560), Plzeň (-240), and Pardubice ORPs (-190). On the other hand, free places will be available in particular in the Moravian-Silesian Region, in the Ostrava (capacity 310) and Třinec (260).¹⁸⁴

Similar territorial capacity issues exist in Lithuania, where in one municipality with a small school population, the arrival of children from Ukraine now makes up 40% of the school community.¹⁸⁵ In Bulgaria, the application and enrolment in public kindergartens in many large cities with a high concentration of Ukrainian refugees (including the capital Sofia) is a competitive process based on centralized ranking system where a certain number of scores is determined for residency.¹⁸⁶

In Spain, the high concentration of refugees in some places is resulting in 'exceptional' measures to be taken, as is the case in Torrevieja (Alicante), where there is a Ukrainian population that is already high, requiring the creation of special classrooms.¹⁸⁷ As mentioned above, high numbers of refugees ending up in the same preschools may place significant strain on ECEC resources and professionals who are already often working in a context of limited capacity and resources for integrating the children into the classrooms. Some teachers in Sweden have expressed concerns about the potential difficulties of working with large groups of pupils with whom they cannot communicate.¹⁸⁸

This **unevenness in the territorial spread of Ukrainian refugees is compounded with existing inequalities and uneven territorial distribution of ECEC institutions** within countries. In Ireland, in April/May 2022, there were two counties with less than 5% vacancies in ECEC services for children under 3, and those included the two counties where most Ukrainian refugees are concentrated.¹⁸⁹ Similarly, a key challenge for Finnish ECEC is the shortage of personnel, especially in the metropolitan region and other bigger cities, which are and are predicted to be the main recipients of Ukrainian refugees.

Many refugees are settling in the most populated cities in countries. The majority of beneficiaries of temporary protection in Greece¹⁹⁰ are located in the capital, Athens, and the second largest city, Thessaloniki, with similar trends in Portugal¹⁹¹ and

¹⁸³ Information collected through consultation with Educational Research Institute on 07 July 2022 (factual consultation)

¹⁸⁴ Prokop, D. (2022). Vzdělávání a uprchlíci: Praha bude přehlcená, nejvíce zatížen 2. stupeň ZŠ a mateřské školy. [Education and refugees: Prague will be overwhelmed, most affected by the 2nd level of primary school and kindergarten]. Praha: PAQ Research. www.paqresearch.cz

¹⁸⁵ Information from the Ministry of Education, Science and Sport for teachers arriving from Ukraine, access on the internet: <https://smsm.lrv.lt/lt/informacija-del-karo-pabegeliu-is-ukrainos/is-ukrainos-atvykusiems-mokytojams-dlia-vchiteliv-z-ukrayini-for-teachers-from-ukraine?lang=lt>

¹⁸⁶ <https://plovdiv.obshtini.bg/doc/4416717>

¹⁸⁷ Europapress. "Más de 7.100 niños ucranianos refugiados han sido escolarizados ya en España, la mayoría en Primaria". Available at: <https://www.europapress.es/sociedad/educacion-00468/noticia-mas-7100-ninos-ucranianos-refugiados-sido-escolarizados-ya-espana-20220330185925.html>

¹⁸⁸ According to key informants from the Swedish Teachers' Union

¹⁸⁹ <https://www.cso.ie/en/releasesandpublications/ftp/p-ai/arrivalsfromukraineinirelandseries2/>

¹⁹⁰ According to data from the Hellenic Asylum Service. Data are based on information until 29 June 2022.

¹⁹¹ <https://sicnoticias.pt/mundo/conflito-russia-ucrania/ucrania-mais-de-34-500-pedidos-de-protecao-temporaria-aceites-pelo-sef/>

Germany.¹⁹² In Romania, out of the 33,865 residence permits for beneficiaries of temporary protection, 11,000 were issued in Bucharest.¹⁹³ In Denmark,¹⁹⁴ the highest number of refugees have been sent to Copenhagen, Aarhus and Aalborg. The largest number of ECEC children under 6 years of age from Ukraine in Lithuania are also in Vilnius, Kaunas, Klaipeda, and Alytus.¹⁹⁵ While the unevenness in distribution of Ukrainian refugees has been demonstrated to place disproportionate strain upon the services of some municipalities over others, most countries lack formal mechanisms for redistributing refugees.

¹⁹² https://www.bmi.bund.de/SharedDocs/downloads/DE/veroeffentlichungen/nachrichten/2022/umfrage-ukraine-fluechtlinge.pdf;jsessionid=BBECE35679C3788AC01BF581DA968D82.2_cid295?__blob=publicationFile&v=2 (accessed on 9.07.2022)

¹⁹³ Data available in the Romanian National Statistical Office database (Tempo)

¹⁹⁴ <https://us.dk/media/10491/saerlov-pr-03-juli-2022.pdf>

¹⁹⁵ Based on data from the Lithuanian Statistics Department and Migration department.

3. Policy, funding, and legislative responses

3.1 Eligibility of UA migrant children and their families for ECEC

Overall, **young Ukrainian children who arrive in host countries across the EU27 and Moldova are mostly given the same entitlements to ECEC services as local resident children**, which often varies between the ages of 0-3 and 3-6. However, **this equal entitlement is usually conditional on meeting specific requirements** such as formal registration in the host country, mandatory medical checks, and/or parents' engagement with the labour market. Furthermore, the provision of ECEC can often be strained by existing shortages of ECEC places. As a result, Ukrainian refugees may face a range of barriers to accessing ECEC *in practice* despite having an equal entitlement to ECEC *in theory*.

Some host countries make no distinctions between Ukrainian refugees and local resident populations in terms of their rights to ECEC services (for example Estonia, Greece, the Czech Republic, Hungary, France, Italy, Latvia, Lithuania, Moldova, Poland, Portugal, Romania, Slovakia, and Sweden). Additionally, in some host countries **ECEC is not only a right but an obligation for all children from the year they turn 5**,¹⁹⁶ a compulsion which extends to young Ukrainian refugees (for instance in Austria, Belgium, Cyprus, and Luxembourg). Nevertheless, parents are often required to officially register and be granted residency, asylum, or temporary protection status to access these services.

In Austria, both the children and at least one of their parents must be a registered resident to access ECEC,¹⁹⁷ while in Germany¹⁹⁸ and France¹⁹⁹ parents and their children must have an official permit of residence. In Sweden,²⁰⁰ Denmark, Spain,²⁰¹ Luxembourg,²⁰² and Bulgaria²⁰³ Ukrainian families are eligible for ECEC services once they have been granted temporary protection under the EU's Temporary Protection Directive.

Some countries have introduced flexibility into the regulations to enable ECEC providers to receive children who are not officially registered. In Finland, while Ukrainian children who have been given temporary protection or asylum status have the same right to ECEC services as their local resident peers, the Finnish Immigration Service (MIGRI) have also allowed municipalities to extend ECEC services to Ukrainian refugee children who are not yet registered, in particular if their parents need the services due to being engaged

¹⁹⁶ In some EU countries, ECEC is both a right and an obligation from an even younger age. For instance, ECEC has been compulsory from age 3 in Hungary since 2015, and in France since 2019. Source: Eurydice Background Report – Structural Indicators for Monitoring Education and Training Systems in Europe (2021) available at https://eurydice.eacea.ec.europa.eu/sites/default/files/2022-06/structural_indicators_2021_chapter_1.pdf

¹⁹⁷ Eurofound (2022), Education measures for Ukrainian refugees, measure AT-2022-12/2441 (measures in Austria), EU PolicyWatch, Dublin, https://static.eurofound.europa.eu/covid19db/cases/AT-2022-12_2441.html

¹⁹⁸ § 24 AufenthG - Einzelnorm ([gesetze-im-internet.de](https://www.gesetze-im-internet.de))

¹⁹⁹ 20Minutes (2022): Guerre en Ukraine : A Lyon, on veut « apporter un peu de bonheur maintenant » aux enfants ukrainiens réfugiés <https://www.20minutes.fr/societe/3262503-20220330-guerre-ukraine-lyon-veut-apporter-peu-bonheur-maintenant-enfants-ukrainiens-refugies>

²⁰⁰ Swedish Association of Local Authorities and Regions. 2022.

<https://skr.se/skr/krigetiukraina/utbildningforbarnochungdomar/fragorochsvaromutbildningforbarnochungdomarpaflykt.62822.html>

²⁰¹ Comunitad de Madrid. 'Plan de integración de desplazados de Ucrania'. Available at: <https://www.comunidad.madrid/servicios/ucrania>

²⁰² Information collected through consultation with the Department for the Schooling of Foreign Children (SECAM) on 17 June 2022

²⁰³ https://web.mon.bg/upload/30124/info_UKR_en_29032022-1.pdf; https://web.mon.bg/upload/4160/nrdb3_2017_obuchenie.pdf

in employment or full-time studies, or if they need special educational support.²⁰⁴ Nevertheless, **the widespread conditionality of ECEC access on being granted official temporary protection status, residency or asylum may contribute to the low enrolment rates of children in ECEC** (explored in section 2 above), particularly due to the tendency for Ukrainian refugee families to delay registration following their arrival in host countries.

In addition to official registration, **some countries also require specific medical conditions to be met before Ukrainian children can access ECEC services**. In Slovakia²⁰⁵ and France,²⁰⁶ all children including Ukrainian refugees are required to undergo a mandatory medical examination with a licensed doctor before being admitted into ECEC services. In Bulgaria the Ministry of Health requires that Ukrainian refugee parents present a medical record for their child stating that their immunization status is equivalent to that of Bulgarian children before being admitted to an ECEC setting.²⁰⁷ This is also the case in Malta, where children must be immunised according to the Maltese vaccination schedule,²⁰⁸ and in France, where children must fulfil national vaccine obligations in order to remain in ECEC settings.²⁰⁹

In the case of Bulgaria, according to all stakeholders consulted, this constitutes one of the biggest challenges for enrolling Ukrainian children in ECEC. On the one hand, there are discrepancies between the vaccination calendars in host countries and in Ukraine, meaning that children who may be considered 'up-to-date' on immunizations in Ukraine are considered to be non-compliant with regulations in their host country. On the other hand, most of the parents do not carry the necessary documents providing evidence for the immunization shots. Furthermore, immunization coverage in Ukraine has historically been lower than in most EU states and despite recent successful efforts to improve vaccination rates, many Ukrainian children remain vulnerable to vaccine-preventable illnesses.^{210, 211} In combination, these factors constitute a serious obstacle to enrolment of children in nurseries or kindergartens.

This being said, efforts have been made to **ease the burden of these requirements for newly arrived Ukrainian families who want to enrol their children in ECEC settings**. In France, children may be admitted to ECEC settings before having met the formal medical requirements; parents are given 15 days to get a medical examination for their children, and three months to get their children's immunizations up-to-date with the national French vaccine schedule.²¹² Similarly in Malta, the registration process for admitting children to ECEC can be started without proof of vaccination, and in cases where Ukrainian children do not meet the mandatory requirements, the Maltese Health Authorities administer the necessary vaccines to them for free.²¹³ Flexibility is also offered in

²⁰⁴ MIGRI (2022). The Finnish Immigration Service to establish new reception centres 10 June. Finnish Immigration Services. Retrieved 17.6.2022 at <https://migri.fi/en/-/the-finnish-immigration-service-to-establish-new-reception-centres-10-june>

²⁰⁵ According to a key informant interviewed for this study.

²⁰⁶ Ministère des Solidarités et de la Santé. (2022). UKRAINE - MODÈS D'ACCUEIL DE JEUNES ENFANTS (0-3 ANS) ET SOUTIEN À LA PARENTALITÉ, 31 March 2022: <https://acepp83.fr/wp-content/uploads/2022/04/DGCS-Recommandations-pour-laccueil-des-enfants-deplaces-dUkraine.pdf>

²⁰⁷ https://srzi.bg/uploads/pages/Nachalna_stranica/1.Novini/P_LZ_I_OPL.pdf

²⁰⁸ 'Schooling for Ukrainian Children Fleeing War', website of Maltese Association of Parents of State School Students, available at <https://mapss.org/schooling-of-ukrainian-children-receiving-temporary-protection-in-malta/>.

²⁰⁹ LIVRET D'ACCUEIL EN FRANCE POUR LES DÉPLACÉS D'UKRAINE. (2022). Interior Ministry of France.

²¹⁰ Hill, M., Vanderslott, S., Volokha, A., & A. J. Pollard. (2022). 'Addressing vaccine inequities among Ukrainian refugees.' The Lancet: Infectious Diseases. 22(7), pp. 935-936. DOI: [https://doi.org/10.1016/S1473-3099\(22\)00366-8](https://doi.org/10.1016/S1473-3099(22)00366-8)

²¹¹ World Health Organisation, 28 April 2022. Ukraine: Immediate steps needed to prevent a measles outbreak due to the ongoing war and low vaccination rates, warns WHO. Available at: <https://www.who.int/europe/news/item/27-04-2022-ukraine—immediate-steps-needed-to-prevent-a-measles-outbreak-due-to-the-ongoing-war-and-low-vaccination-rates—warns-who>

²¹² Ministère des Solidarités et de la Santé. (2022). UKRAINE - MODÈS D'ACCUEIL DE JEUNES ENFANTS (0-3 ANS) ET SOUTIEN À LA PARENTALITÉ, 31 March 2022: <https://acepp83.fr/wp-content/uploads/2022/04/DGCS-Recommandations-pour-laccueil-des-enfants-deplaces-dUkraine.pdf>

²¹³ 'Schooling for Ukrainian Children Fleeing War', website of Maltese Association of Parents of State School Students, available at <https://mapss.org/schooling-of-ukrainian-children-receiving-temporary-protection-in-malta/>.

Moldova, where Ukrainian refugees are provided access to all basic services without having to prove their refugee status, and instead only need to possess a temporary Identity-Defining Temporary Number (IDTN) provided when they cross the border.²¹⁴ In Cyprus, all children from the age of 4 are entitled and obligated to register in kindergartens regardless of their parents' residence or asylum status.²¹⁵

Finally, in some countries **the employment status of Ukrainian parents is a key factor for determining their eligibility for financial assistance with ECEC costs**. In the Netherlands, the *Kinderopvangtoeslag* subsidy for ECEC provision is equally available to local residents and to Ukrainian refugee parents, but all parents must meet specific criteria to receive them. These include being engaged in employment, education, or formal job-hunting, which may pose a significant challenge to newly arrived refugees.²¹⁶ Similarly in Malta, the free childcare scheme for children aged 0-3 is only available to parents who are studying or employed.²¹⁷

This practice is in contrast with countries where childcare is subsidised for all Ukrainian families (including Sweden, the Czech Republic, and Lithuania), such as Luxembourg where children aged 1-4 can receive 20 free hours of ECEC per week,²¹⁸ and Bulgaria, where fees for any children (including Ukrainian refugees) aged 0-4 who attend public nurseries and kindergartens have been abolished since April 2022.

Equality of Access to ECEC Services among UA migrant children

As described above, the parity of access to ECEC services between Ukrainian refugees and local residents is determined to a significant degree by the conditions of eligibility which are set for Ukrainian refugees in each host country. However, **there are also a range of other factors which may influence whether Ukrainian refugees have equal access to ECEC in comparison to their local counterparts**. These include the extent to which there are regional variations in the support provided to Ukrainian refugees across municipalities, the availability of financial support to facilitate families' access to ECEC, the availability of alternative ECEC formats to enable families to integrate, identify and engage with ECEC services, and the quality and availability of specialized care for Ukrainian children with special educational needs and/or disabilities.

In terms of **regional variations** in the availability and comprehensiveness of support for Ukrainian refugees, **host countries with a significant degree of decentralization and municipal autonomy can sometimes result in circumstances where ECEC is easier for Ukrainian refugees to access in some municipalities than in others**. For example, the decentralization of the Finnish education system means that the ECEC services offered to Ukrainian refugees in practice may vary between municipalities; notably, while all municipalities have the right to open their ECEC services to all Ukrainian children without conditionality, research so far has indicated that only some municipalities have so far elected to do so.²¹⁹

In Latvia, while all Ukrainians have the same rights as locals to apply for certified nanny services, municipalities are not legally obliged to cover these costs; meaning that only 15 municipalities have volunteered to partially cover these costs for Ukrainian refugees.²²⁰

²¹⁴ According to a key informant interviewed for the study.

²¹⁵ MOEC.GOV.CY (n.d.). Pre-school education: selection criteria. Retrieved 11/07/2022 from: http://www.moec.gov.cy/dde/kritiria_epilogis.html

²¹⁶ For the criteria see: Rijksoverheid (n.d.), Wanneer heb ik recht op kinderopvangtoeslag: <https://www.rijksoverheid.nl/onderwerpen/kinderopvangtoeslag/vraag-en-antwoord/wanneer-heb-ik-recht-op-kinderopvangtoeslag>

²¹⁷ 'A guide to the free childcare scheme', Malta's government website, available at <https://education.gov.mt/freechildcare/Documents/FCS%20leaflet%202020.pdf>.

²¹⁸ DELANO Luxembourg in English (2022), 'Crèche places rare as refugee children start school', available at: <https://delano.lu/article/creche-places-rare-as-refugee->

²¹⁹ According to a key informant interviewed for the study.

²²⁰ Ministry of Environment Protection and Regional Development, Pirmsskolas izglītības iestāžu pieejamība (availability of preschool institutions, in Latvian), published March 2022; available at: <https://www.varam.gov.lv/lv/pirmsskolas-izglitibas-iestazu-pieejamiba>

The extent to which Ukrainian families are offered financial assistance to pay for ECEC can have a significant impact on their ability to access places, with some host countries establishing processes to make ECEC more affordable for Ukrainian refugees. In Denmark, Ukrainian families can apply for additional financial assistance to cover ECEC costs which is means-tested depending on their household income levels.²²¹ In Luxembourg, a similar method of means-testing is used to provide additional subsidised hours of ECEC to Ukrainian families depending on their income.²²²

Countries in which ECEC services are free of charge for refugees include Slovenia²²³ and Romania²²⁴ as well as France, where crèche services for Ukrainian refugee children aged 0-3 are financed by the Family Allowance Fund,²²⁵ and Lithuania, where Ukrainian children in pre-school settings are fed and educated for free through special funding.²²⁶ Estonia offers both free ECEC for Ukrainian refugees and a range of additional benefits to remove barriers for Ukrainian families' integration, such as free museum access²²⁷ and transportation across Estonia.²²⁸

Countries which offer additional family benefits include Austria, where Ukrainian refugees have been eligible for supplementary family and childcare payments since July 2022,²²⁹ and Poland, where Ukrainian refugee families have been made eligible for the fixed monthly state aid payment of 500 PLN to all families to cover the costs of ECEC.

²²¹ <https://www.unesco.org/en/articles/mapping-host-countries-education-responses-influx-ukrainian-students>

²²² DELANO Luxembourg in English (2022), 'Crèche places rare as refugee children start school', available at: <https://delano.lu/article/creche-places-rare-as-refugee->

²²³ 'Providing education to Ukrainian children living in Slovenia', the Government of Slovenia website, available at <https://www.gov.si/en/topics/slovenias-assistance-to-the-citizens-of-ukraine/izobrazevanje-ukrajinskih-otrok-v-sloveniji/#e153745>

²²⁴ Edupedu (online information platform on education), 'List of private schools and kindergartens offering places for Ukrainian refugee children' (Lista școlilor și grădinițelor care oferă locuri pentru copiii refugiați din Ucraina) article from March 2022, available at: <https://www.edupedu.ro/lista-scolilor-si-gradinitelor-particulare-care-s-au-angajat-sa-organizeze-sau-sa-sprijine-centre-de-zi-pentru-copiii-refugiati-din-ucraina/> (information confirmed by interviews)

²²⁵ Ouest-France (2022) Guerre en Ukraine. Les enfants réfugiés en France seront accueillis en crèche gratuitement [https://www.ouest-france.fr/monde/guerre-en-ukraine/guerre-en-ukraine-les-enfants-refugies-en-france-seront-accueillis-en-creche-gratuitement-5889e2aa-b57e-11ec-a299-c9106b4183f5#:~:text=La%20Caisse%20nationale%20d'allocations,'allocations%20familiales%20\(Caf\)](https://www.ouest-france.fr/monde/guerre-en-ukraine/guerre-en-ukraine-les-enfants-refugies-en-france-seront-accueillis-en-creche-gratuitement-5889e2aa-b57e-11ec-a299-c9106b4183f5#:~:text=La%20Caisse%20nationale%20d'allocations,'allocations%20familiales%20(Caf))

²²⁶ Bernotienė, R., Jakavonytė-Staškuvienė, D., Paulikė, K. (28-04-2022) Lietuvos savivaldybėse taikomi Ukrainos vaikų ugdymo organizavimo modeliai: pirmosios patirtys [Ukrainian models for organising children's education in Lithuanian municipalities: first experiences], access on the internet (from 46:40 min): <https://www.youtube.com/watch?v=n3g9OFip3To>

²²⁷ <https://www.tallinn.ee/est/noorteinfo/ukrainalapsed>

²²⁸ https://www.hm.ee/sites/default/files/teekaart_eng.pdf

²²⁹ Gigler, Claudia, „Jetzt auch Familienbeihilfe und Kinderbetreuungsgeld für Vertriebene aus Ukraine“, Kleine Zeitung, Updated on: 08.07.2022, Available at: https://www.kleinezeitung.at/politik/innenpolitik/6162845/Reparatur-im-Parlament_Jetzt-auch-Familienbeihilfe-fuer (Accessed on: 13.07.2022)

Some countries have also endeavoured to **make ECEC services more accessible to Ukrainian families by developing alternative ECEC formats which are more sensitive and tailored to their unique situations as survivors of war.** Municipalities in Finland have been encouraged to welcome Ukrainian refugee families into **open day-care centres** and family groups where children can receive ECEC services in the company of their parents, thus reinforcing new social networks among Ukrainian families and supporting their immersion into Finnish society.²³⁰ These open pre-schools are also available in Sweden (known as *öppen förskola*).²³¹

In Ireland, similar 'stay and play' sessions have also been developed for Ukrainian refugees. These sessions, which are facilitated by Early Years educators and offered in all emergency and short-term refugee accommodation, aim to **allow young Ukrainian children to engage in play and learning while remaining attached to their parents, thus readying them for eventual integration into a formal ECEC setting, while also allowing Ukrainian parents to build social connections with each other.**²³² A similarly alternative ECEC model is also ongoing in Poland, where small groups of parents and children are invited to gather in a 1-room daycare which is managed by an additional parent on a voluntary basis.

Finally, **the availability of appropriate ECEC services for Ukrainian children with special educational needs and disabilities (SEND)** is another key factor determining the equality of access to ECEC services among Ukrainian refugees. **Ukrainian SEND children typically have the same rights to adaptation and care as local SEND children in host countries.** For example, in Spain, Estonia, and the Czech Republic, where Ukrainian children are entitled to the same support measures specified in the Education Act as local children.²³³ In the Netherlands, Ukrainians are also given free access to a programme of support for children with SEND in which children are screened for limitations across psychosocial, cognitive, and physical dimensions with an emphasis on prevention and early intervention.²³⁴ In Cyprus, Ukrainian parents have a range of services to choose from for their SEND children to receive at home, in special education schools, or in mainstream classrooms²³⁵, and can access information through the District Committees of Special Education in their relevant municipalities.²³⁶

The (in)sufficiency of ECEC provision across the EU27 and Moldova

While the conditions of Ukrainian refugees' eligibility for ECEC services, and the presence of additional support mechanisms to help them afford and engage with ECEC (explored above), are all critical to determining the parity of access to ECEC between Ukrainian refugees and local populations, the sufficiency of ECEC provision for Ukrainian refugees is also shaped significantly by the availability (or lack thereof) of ECEC places in host countries more generally. **Even in host countries where Ukrainians have equal eligibility for ECEC and enjoy additional funding or support measures to access ECEC, their ability to receive ECEC services may still be inhibited by existing nationwide shortages of ECEC places.** In countries including Poland, Bulgaria, or Estonia, Ukrainian children face significant difficulties in accessing ECEC services since the national systems lack capacity in general. Here, ECEC systems already suffer from uneven geographic distribution.

²³⁰ Yle (2013). Avoin päiväkotiki on aidosti avoin (The Open Day-care Centre is truly open). Yle (Finnish Public Broadcasting Company). Uutiset. S. Lehtinen, M. Mäntymä 26.2./27.7.2013. Retrieved 20.6.2022 at <https://yle.fi/uutiset/3-6513247>; Kauniainen (no date). Care of children at home and open family groups. City of Kauniainen. Retrieved 20.6.2022 at <https://www.kauniainen.fi/en/education-and-daycare/lapsen-kotihoito-ja-avoin-perhetoiminta/>

²³¹ Eurydice. Eurydice - key data on ECEC in Europe. 2022 <https://eurydice.eacea.ec.europa.eu/national-education-systems/sweden/early-childhood-education-and-care>

²³² According to a key informant interviewed for the study.

²³³ The law stipulates 5 levels of support measures according to the severity of the disability. Measures include, for example, specialized aids or a teaching assistant.

²³⁴ Refugee Help (n.d.), Healthcare: <https://www.refugeehelp.nl/get-help/health-care/healthcare-for-refugees>

²³⁵ MOEC.GOV.CY (n.d.). Special education. Retrieved 11/07/2022 from: http://www.moec.gov.cy/eidiki_ekpaidefsi/eidiki_agogi_ekpaidefsi.html

²³⁶ MOEC.GOV.CY (n.d.). Special education. Contact Details of District Committees. Retrieved 11/07/2022 from: http://www.moec.gov.cy/eidiki_ekpaidefsi/en/contact.html

Although a minority of countries have excess ECEC places due to lower-than-expected numbers of Ukrainian refugees arriving (for example Estonia²³⁷), **some countries are struggling to match eligibility for ECEC with availability of services**. In Spain, provision of ECEC for children aged 0-3 is not universal or obligatory, meaning that provision varies across regions²³⁸ and that places are not readily available to meet the new demand created by the influx of Ukrainian refugees. The situation is similar in Slovakia²³⁹ and Moldova²⁴⁰, where ECEC centres are already working at the limits of their capacity and cannot meet new demand for places from Ukrainian refugees.

In Finland, Ukrainian refugees face waiting periods to access ECEC and pre-primary services in many municipalities.²⁴¹ In Croatia, existing inabilities for ECEC services to meet the demand for places among local resident families (with 2,000 children having been unable to find places in kindergartens in the City of Zagreb for 2022/2023²⁴²) have led to significant tensions as authorities explore how to find ECEC places for newly arrived Ukrainian refugee families.

A range of steps have been taken to **reconcile existing shortages in ECEC places with the new surge in need for ECEC services from Ukrainian refugees**. In Belgium, for example, the Office of Birth and Childhood (ONE) has allowed ECEC settings that are practicing at full capacity to exceptionally accept one or two additional Ukrainian children on top of the maximum.²⁴³ On a similar note, mandatory quality standards for ECEC provision in Denmark have been adjusted (and in particular the staff to child ratios) in order to allow ECEC services to extend the quantity of provision and admit additional Ukrainian children.²⁴⁴

In Poland, public day carers and nurseries have been allowed to add up to three additional children per group. Kindergartens in Slovakia have also been given the option to extend the maximum number of children per class to accommodate Ukrainian refugee children in need, however only on the condition that approval is received from the regional education office in charge.²⁴⁵ In other countries, such as Cyprus, limited places are instead rationed and allocated on a priority basis to children identified as being in particularly urgent need, such as those meeting specific socioeconomic criteria and children with disabilities and/or special educational needs.²⁴⁶

In conclusion, **host countries generally strive to give Ukrainian migrant children and their families the same rights and entitlements to ECEC services as are granted to their local resident populations**. However, **a range of factors inhibit the parity of access to ECEC between Ukrainian refugees and local residents in practice**.

These include the conditions under which Ukrainians can be eligible for equal entitlement and the bureaucratic or administrative barriers these may create (such as the requirement to gain official residential, asylum, or temporary protection status or meet medical

²³⁷ <https://www.hm.ee/en/activities/ukrainian-war-refugee-education-estonia>

²³⁸ UNICEF. "Diagnosis of the situation for children in Spain before the implementation of the European Child Guarantee". Available at: <https://www.unicef.org/eca/sites/unicef.org.eca/files/2021-11/Spanish%20Deep%20Dive%20Literature%20review%20EN.pdf>

²³⁹ The Ministry of Labour, Social Affairs and Family of the Slovak Republic (2022) The Ministry of Labor has increased the capacity in nurseries by 10 percent for all children. Available at: <https://www.employment.gov.sk/sk/uvodna-stranka/informacie-media/aktuality/rezort-prace-zvysil-kapacity-jasliach-10-percent-vsetky-deti.html>

²⁴⁰ According to key informants interviewed for the study.

²⁴¹ EDUFI (2022d). Opetushallituksen tukimateriaalit. Koronavirustilanne, Venäjän hyökkäys Ukrainaan ja varautuminen. Koti uutta lukuvuotta - webinaari 15.6.2022. (EDUFI Support material. The COVID-19 situation, the Russian attack in Ukraine and preparedness. Toward the new school year webinar 15.6.2022). presentation by L. Francke & K. Kuukka, p. 15. Opetushallitus. Retrieved 22.6.2022 at https://www.oph.fi/sites/default/files/documents/Kohti%20uutta%20lukuvuotta%20webinaari%2015.6.2022%20Laura%20Francke%20ja%20Katri%20Kuukka_saavutettava.pdf

²⁴² Data received from MSE HR on 5 July 2022.

²⁴³ ECEC Working group paper (2022), Welcoming ukrainian children and families in early childhood education and care (ECEC) across Europe, p.5

²⁴⁴ According to several interviewees quoted for the study.

²⁴⁵ Source: material of the Ministry of Education <https://www.minedu.sk/data/att/22870.pdf>

²⁴⁶ MOEC.GOV.CY (n.d.). Pre-school education: selection criteria. Retrieved 11/07/2022 from: http://www.moec.gov.cy/dde/kritiria_epilogis.html

requirements), financial barriers from insufficient income and funding among Ukrainian refugee families, psychosocial barriers from families being reluctant to separate, and barriers created by insufficiency of appropriate support for Ukrainian SEND children.

While a range of special arrangements, exceptions, and initiatives have been enacted across host countries to address some of these barriers to access, shortages in the availability of ECEC places for both local resident families and Ukrainian migrant families have meant that the supply of ECEC provision for Ukrainian families is often not yet sufficient to meet demand.

3.2 Policy, funding and legislative responses

Legislative and policy responses

The Council Decision (EU) 2022/382 of 4 March 2022 activated the [Temporary Protection Directive](#) in response to the UA crisis across Europe. **While this legislation has underpinned the response, some countries have introduced additional legislation in relation to the refugee influx, including responses related to ECEC services.** The pace of legal reforms varies from country to country. Some countries have enacted legislative responses in early March 2022, while others, such as Austria or Denmark, have introduced new regulations just recently or are only planning to do so (like Estonia or Netherlands).

In the Netherlands, for example, the state authorities tried to provide ECEC services to Ukrainians through the existing channels that also apply for Dutch citizens. These, however, reportedly proved to be ineffective and not matching the specific circumstances that Ukrainians face. Under Dutch law families with a partner residing outside of the EU do not qualify for the state subsidy, making it difficult to obtain for most Ukrainians, whose male partners stayed in the Ukraine, in accordance with Ukrainian martial law.²⁴⁷

Moldova, Romania, Poland, Czech Republic, Slovakia, and Hungary are among countries introducing legislative measures early on, aiming at making ECEC systems more flexible and adaptive to the change. The most common legislative solutions introduced include:

- ▶ **“Fast track procedures” to create new ECEC institutions or adapt existing ones:** new laws allow for creation of new ECEC institutions dedicated to Ukrainian refugees. Such places are exempted from meeting formal requirements that each ECEC institution must usually conform with. These include requirements regarding level of fire, sanitary and epidemiological protection.
- ▶ **Possibility to expand the number of children in an institution:** ECEC institutions for children aged 3-6 have been subject to a relaxation in the ratios between numbers of children and numbers of teachers/caregivers, allowing larger groups in kindergartens and pre-school institutions.

Both examples above have principally related to emergency legislation. However, some respondents expressed concerns about the extent to which measures to facilitate access may also inadvertently compromise quality or safety. These issues warrant further exploration at the next stage of this research.

Some countries, such as Latvia, Lithuania, Luxembourg, Netherlands, Slovakia, have also introduced **regulations allowing Ukrainian ECEC specialists to work in their profession**, by exempting Ukrainians from standard diploma/certificate recognition procedure or providing for specific facilitations. In some cases, like Slovakia, a refugee may prove their integrity and competences by a solemn declaration.²⁴⁸ However, they still have to obtain a professional psychological assessment which could be challenging taking into account overall acute workload of Slovak psychologists and their lack of knowledge of Ukrainian language.

In others, like Netherlands, commencing the recognition procedure is obligatory, but the procedure does not have to be completed for the teacher to start the work.²⁴⁹ In Latvia, Ukrainian civilians are entitled to work as a teacher without taking into account the

²⁴⁷ Ministerie van Financiën (2022), Brief van de Staatsecretaris van Financiën aan de Tweede Kamer: Aanspraak ontheemde Oekraïners op Toeslagen, pp.2-3.

²⁴⁸ Country Situation Analysis, stakeholder interview evidence

²⁴⁹ Ministerie van Onderwijs, Cultuur en Wetenschap (2022). Handreiking onderwijs voor kinderen en jongeren uit Oekraïne: een handreiking voor schoolbesturen en gemeente, p.6.

requirements laid down in the laws and regulations for the profession of educator; however, only if they teach Ukrainian minors in special classes²⁵⁰. In Lithuania, teachers are not required to speak Lithuanian for the first two years of their employment²⁵¹.

In Sweden, the Ukrainian teaching staff could be employed without the required criminal check. Some countries, like Poland which is the biggest recipient of refugees with difficult and time-consuming recognition procedure, has not modified their laws in this regard. In the absence of specific laws or special derogations, a number of opportunities for Ukrainian staff to work as teacher assistants or cultural mediators in educational institutions have been created in many countries (e.g., Latvia, Lithuania, Poland, Sweden).

Some countries, like Moldova, lacked procedures, mechanisms, and emergency protocols to accommodate refugee children at the start of the crisis. As stated by one stakeholder from Moldavian Ministry, *“we elaborated an entire new legal framework, all needed laws in the span of 3 months”*.²⁵² Other countries with previous refugee experience reported being well prepared. In Greece, Cyprus, and Malta, for example, no specific national-level responses for Ukrainian refugees were deemed as being necessary at the time of writing, beyond the transposition of the Temporary Protection Directive. As external borders of Europe, they have previously been subject to a large refugee influx and have established reception structures – both in terms of policy and legislation. As stated by the consulted stakeholders, separate legislative measures would have raised, inter-alia, questions around equity, and equality.

²⁵⁰ UNESCO, Latvia’s education responses to the influx of Ukrainian students, last update: 31. April 2022.

²⁵¹ Kindergartens (pre-school education), access on the internet: <https://www.renkuosilietuva.lt/en/kindergartens-pre-school-education/>

²⁵² Country Situation Analysis, stakeholder interview evidence

Table 5: “We were prepared”: the case of Malta

Countries that invested in inclusive policies and practices to welcome refugee children before the UA crisis, have often proven to be better equipped to respond without emergency legislation or rapid policy solutions. For example, Malta has not implemented any new emergency laws and regulations in the context of providing ECEC services to Ukrainian children. This is due to the existing legal system that is prepared to welcome refugees under protection. Due to the high percentage of foreign nationals, the national legislative and policy framework of Malta has been equipped to ensure quality provision and inclusion in the educational system, including for non-native children.

In 2013, in Malta, an external audit was conducted by the European Agency for Special Needs and Inclusive Education.²⁵³ As a result, a Third Country National coordinator was appointed to advise schools and provide teachers with additional language training, assessment tools and materials developed to support migrant children and their families. A new Framework for the Education Strategy for Malta 2014-2024 was launched, addressing all cycles of education starting from the Early Years cycle and acknowledging the need to support third-country nationals living in Malta. There is also a Migrant Learners' Unit (MLU), a national-wide body, responsible for the promotion of newly arrived migrant children into the education system.

However, the system does face challenges. For example, under the Free Childcare Scheme, free access to childcare services is only available for parents or guardians who are employed or pursue education.²⁵⁴ This means that children whose parents are socio-economically inactive – as is the case of many Ukrainians – are excluded from free ECEC provision.

While in general it is too early to assess effectiveness and efficiency of interventions, the country mapping revealed a number of **promising practices**. Measures to secure the **employment of Ukrainian teachers and ECEC experts** were among the most often reported. To this end, several countries modified their laws on diploma/certificate recognition. One solution comes from Finland, where the idea was expended, and employment offers encompass not only education specialists, but also Ukrainian mothers. The National Agency of Education encouraged municipalities to offer Ukrainian mothers temporary employment in day-care centers as auxiliary personnel to help Ukrainian children settle in ECEC with the support of an adult speaking child's native language.²⁵⁵ Another solution was implemented by Romania, where university students can be employed to compensate for limited human resources.

Other positive practices include:

- ▶ **“One-stop shop” approach:** the experience of Malta, Denmark and France shows that simple and short procedures, and reducing the number of places/institutions it is necessary to visit has greatly assisted with welcoming refugee children and families. In Denmark and France, single-point entrances were established, where Ukrainians can complete all the formalities in one place, from applying for a job to signing up for an ECEC institution, with positive feedback collected.
- ▶ **National policy guidelines:** in Portugal, *Direção-Geral da Educação* issued a document summarizing ECEC's policy initiatives supporting Ukrainian refugee children and providing a set of guidelines, with the aim to facilitate the inclusion of Ukrainian refugee children into the Portuguese education system. Similar recommendations were issued in Germany.
- ▶ **Comprehensive and easy-to-follow websites:** the country research shows that well designed websites with all information in one place serve as a great communication channel. In Portugal, *Direção-Geral da Educação* set up a website presenting educational options for Ukrainian children, with all the information in one place, from laws and policy initiatives to FAQs. Similar websites were established in many countries, either on a local level, for example by the Mayor's Office of the City of Warsaw in Poland, or national ones, like in Denmark, Greece or Italy.
- ▶ **Flexibility in responding to the crisis:** in Sweden, according to the Agency for Education individual pre-schools allowed children to continue their Ukrainian schooling, exempting children from the usual regulations regarding adherence to the Swedish curriculum as an emergency measure.²⁵⁶ In Croatia, where childcare and pre-schooling education is regulated on a

²⁵³ European Agency for Special Needs and Inclusive Education (2014), Special Needs and Inclusive Education in Malta, available [here](#)

²⁵⁴ Childcare and Early Years in Malta (2017), available [here](#)

²⁵⁵ Country Situation Analysis, stakeholder interview evidence

²⁵⁶ Country Situation Analysis, stakeholder interview evidence

regional level, a decision was made on a state level to accept children of Ukrainian refugees wherever possible with no additional requirements of financial contribution, thus flexing the standard scheme.

Other challenges mapped in the country research include:

- ▶ **Lack of policy on integration and assimilation of Ukrainian children.** As stated by respondent from Poland, *“on the policy level, it seems that school children are taken care of much better than children below 6 years old.”*²⁵⁷ Other interviewees in Poland confirmed the need to develop an official integration policy which will address the specific needs of the youngest Ukrainian children. Concerns of potential segregation were also expressed by some respondents to the study from Czechia.²⁵⁸ The NGOs working in the field expressed fears that the adaptation classes for Ukrainian children would directly transform in the Ukrainian classes, which could have further negative consequences.
- ▶ **Communication problems and mis/disinformation.** Information on enacted measures does not always reach Ukrainians. Reported factors include language barriers (reported cases of information being presented in English only) and Ukrainians not being provided with information on ECEC at the reception point. There were also reported cases of Ukrainians being overwhelmed with information at the reception point (forgetting it later and seen as too complicated) or being exposed to Russian disinformation (about nationalizing and brainwashing the children), and, as a result, fearing to send a child to ECEC institution.
- ▶ **Procedural delays.** Although new laws may be in place, the administration does not always have the capacity to implement them with immediate effect. Authorities are often overburdened which results in long waiting times for temporary protection and, consequently, lack of access to ECEC services. In Slovenia granting temporary protection status reportedly takes weeks, if not months. In Hungary, where Ukrainians can work without a permit, many Ukrainians decide not to apply for temporary protection due to administrative burdens and long procedure.²⁵⁹ In Luxembourg, the enrolment of children has been delayed because refugees either live in temporary housing and might be reallocated or because their legal status is not determined yet.²⁶⁰
- ▶ **Uncertainty of the future resulting in challenges in foresight policy planning.** This seems to be a challenge both for states and for Ukrainians. Poland and Estonia shared their concerns on how to tackle the problem of ECEC and lack of infrastructure, when Ukrainians might return home or transfer to another country at any time.²⁶¹ High unpredictability of the situation in Ukraine as well as limited experience of several hosting countries with migrant influxes hinders the future policy planning, including those in the ECEC field.

Although the burden of responding to the crisis lies mostly in the hands of local authorities (as entities operating “on the ground”), in many countries, such as Latvia, Bulgaria, Hungary, Ireland, Luxembourg, Poland, Slovakia, Slovenia, Spain, specific legal and policy measures at the regional level (other than following and implementing the national responses) were not identified. In some cases, like Finland or Germany, coordination activities on the regional level have been identified.

In Germany, where different regulations and measures have been implemented by each region²⁶² an academic advisory body to the German institution responsible for coordination of regional education policies, the *Ständigen Wissenschaftlichen Kommission der*

²⁵⁷ Country Situation Analysis, stakeholder interview evidence

²⁵⁸ Country Situation Analysis, stakeholder interview evidence

²⁵⁹ Country Situation Analysis, stakeholder interview evidence

²⁶⁰ Luxembourg Times (2022), ‘Luxembourg hires 300 new teaching staff for Ukrainian pupils’, available at: <https://www.luxtimes.lu/en/luxembourg/luxembourg-hires-300-new-teaching-staff-for-ukrainian-pupils-625e852dde135b9236d56c4b>

²⁶¹ Country Situation Analysis, stakeholder interview evidence

²⁶² Jugendämter in Deutschland - Jugendämter.com | Deutschland (jugendaemter.com)

Kultusministerkonferenz (SWK), prepared a position paper with recommended actions for immediate integration of children and youth from Ukraine in ECEC institutions and schools.²⁶³

Table 6: The regional dimension – examples of challenges on the regional level

Poland

In Poland, a centralized system means that regional authorities have limited autonomy when determining their response. Regional and local authorities may organize time for children only in a form prescribed by the law at the central level. This results in a situation where cities and municipalities – although wishing to respond to a crisis – are inhibited in their options by legal requirements. In some cases, municipalities have relied on nonprofit entities to help them provide the necessary services. For example, the Comenius Foundation for Child Development opened play and learning centers/hubs for Ukrainian children (units are called SPYNKA²⁶⁴, and are funded by UNICEF) – as an NGO, it was allowed to do so. The city of Gdynia, observing this initiative, requested the Foundation to open more of them, as it was prohibited from doing so as a public authority.²⁶⁵

Denmark

In contrast to Poland, Denmark offers much flexibility to the municipalities. While this partly reflects the decentralized Danish ECEC model, it has resulted in lack of coherence across municipalities and a lack of coordination. The country analysis shows that some municipalities have plenty of space, but lack qualified staff, while others have the staff, but they do not have the space. According to one interviewee, some of the larger municipalities – which received larger numbers of Ukrainian children – have been struggling, while several smaller municipalities have done very well in terms of integrating children in the ECEC system. It was noted that a centralized support could be helpful in coordinating regional responses and guiding municipalities. Another challenge reported is, in many instances, a lack of learning and up-scaling of what has been observed to work in the initial stages of the crisis.

Belgium

Belgium's devolved structure makes it difficult to address the issue of assimilation at the national level. As the matter of integration of Ukrainian refugee children lies in the competence of regions and municipalities, the Federal government cannot enforce relevant measures. The Cabinet of the Secretary of State for Asylum is responsible only for the reception and registration of refugees. Consequently, the Federal government is dependent on what is decided at the local level. In the case at hand, each region (Flemish community, German-speaking community, and Wallonia-Brussels Federation) has issued its own legal and policy response. While they do not vary significantly, they have developed in parallel.

Funding

National level

The interviews and desk research revealed that, in general, to meet the needs of refugees, **countries and organizations have mobilized funding at an unprecedented level** (in Poland, Denmark, Moldova, France, Romania). At the same time, there is little data on the source, value, or distribution of these funds. No information was available, for instance, on the total expenditure on ECEC support for Ukrainian children. There is little understanding on how funds are used across the ECEC infrastructure (Italy, Romania).

It is also very difficult to estimate the overall special allocations that countries assigned, the reported figures are inconsistent and non-comparable. Some estimates suggest that countries did not have a clear method or formula to assign ECEC budgets, and that

263 Stellungnahme der Ständigen Wissenschaftlichen Kommission der Kultusministerkonferenz, Unterstützung geflüchteter Kinder und Jugendlicher aus der Ukraine durch rasche Integration in Kitas und Schulen, available here: https://www.kmk.org/fileadmin/Dateien/pdf/KMK/SWK/2022/SWK-Stellungnahme_Ukraine.pdf

264 FRD, Ukraine response, <https://www.frd.org.pl/en/what-we-do/ukraine-2022/>

265 Country Situation Analysis, stakeholder interview evidence

financial support came from various sources and through projects. It is not clear how much additional ECEC funding was allocated, what are the short term, medium and long terms costs. Some information about ECEC funding is provided in Table 7.

Some countries expressly mentioned having **secured additional allocations for ECEC** (Austria, Czech Republic, Finland) and for general education overall (Germany, Hungary). At the national level Austria²⁶⁶ allocated 200,000 EUR to enlarge the school network, in addition to the funds allocated by municipalities. Croatia²⁶⁷ allocated 3.1 billion EUR for preschool education, out of which 1.6 billion EUR was targeted to cover refugee needs. Hungary²⁶⁸ allocated 300 million EUR of EU funds to assist Ukrainian refugees. Ireland²⁶⁹ allocated 1.7 million EUR to cover immediate needs of children refugee aged 0 to 6, and about 10.5 million EUR have been mobilised at local level for the same needs.

Some countries (Table 7) reported only the allowances that the state is providing to children and families with children to support with covering basic needs, including access to ECEC services. Denmark²⁷⁰ came with a specific solution, the country redirected to internal, needs 2.2 billion EUR from the foreign development aid money. Many countries (Spain, Hungary, Malta, Bulgaria, Croatia, and Cyprus) relied mostly on EU funds, provided through the European Social Fund, or other existing or new projects (CARE stream, REAC-EU, ERDF, etc.).

Table 7: Allowances to cover education and other needs

Country	Amount (EUR)	Type of benefit
EE ²⁷¹	450 per child preschool. 506 per child in school. 584 per baby (1.5 age) per month up to 545 days. Additional amounts for vulnerable families and large families.	Monthly benefits to support refugee to cope with basic needs.
IE ²⁷²	3000 EUR per child in pre-school per year.	The amount was set by education authorities and the state will cover the additional places as per this fixed amount.
LT ²⁷³	124 EUR per child per month for pre-school. 80.5 EUR per child per month for other needs than educational. 440 EUR birth lump sum.	There are entitlements that registered refugee can receive in accordance with the provisions of the national social protection system.

²⁶⁶ <https://www.puls24.at/news/politik/oesterreich-rund-5000-ukrainische-kinder-an-schulen/261372>

²⁶⁷ Information received from MSE Croatia by email, 5 July 2022

²⁶⁸ Nepszava. (2022). Sok menekült, sok pénz – Hallgat és válogat az Orbán-kormány, milyen civileknek ad az EU által küldött 100 milliárd forintból. https://nepszava.hu/3154893_ukrajna-menekultek-civil-szervezetek-orban-kormany-tamogatas-europai-unio [many migrants, many money - The Orbán government is silent and selective, in giving money to different civil NGOs from the 100 billionforints given be the EU]

²⁶⁹ <https://www.gov.ie/en/press-release/abec2-ministers-humphreys-and-obrien-announce-an-additional-105-million-funding-for-the-community-response-to-support-people-arriving-from-ukraine/>

²⁷⁰ <https://www.thelocal.dk/20220325/denmark-prepares-to-receive-over-100000-ukrainian-refugees/>

²⁷¹ Country Situation Analysis, stakeholder interview evidence

²⁷² Country Situation Analysis, stakeholder interview evidence

²⁷³ Socialinė parama ukrainiečiams [Social support for Ukrainians]: <https://socmin.lrv.lt/lt/veiklos-sritys/socialine-integracija/lietuvai-ukrainai/socialine-parama-ukrainieciams?lang=lt>

Country	Amount (EUR)	Type of benefit
NL ²⁷⁴	11,000 EUR per year per child in primary school.	This is the amount that schools receive from national budget per each child, including the new comers from Ukraine.
SK ²⁷⁵	200 EUR lump sum per child	A special payment for schools that enrol Ukrainian children, one off lumpsum.
SI ²⁷⁶	524 EUR per child per month age 1 to 3, 424 EUR per child per month age 3 to 6,	School can claim per child additional funding as per the existing mechanism,
ES ²⁷⁷	400 EUR per month per family, 100 additional euros per month per dependent child,	Spain included refugee in the social support scheme and provides benefits to cover basic needs,
PL ²⁷⁸	10,000 PLN (ca. 2,100 EUR) per year is allocated to each refugee child aged 3-6,	Under the law developed in response to the crisis, the government initiated the "Aid for Ukraine" (Fundusz Pomocy dla Ukrainy), a fund aimed to finance the response to the refugee crisis. The money as reported here is available for children between 3-6. As per the information from the Ministry of Family and Social Policy, there is no additional financing at the central level dedicated to ECEC for children below 3 years old.

Information about the funding (see Table 8) allocated at regional level is not consistent across regions in one country and across countries. One example is Brussels²⁷⁹ municipality, that allocated 10 million EUR for education needs of refugees. Municipalities in many countries reported additional transfers coming from national budgets (Estonia, Moldova, Slovenia). In Sweden²⁸⁰, under the temporary support to municipalities funding stream 50 million EUR have been transferred from national budget, plus another 10 million EUR for the nonprofit sector. Private funding and donations have been mentioned also by many countries, i.e., Czechia²⁸¹

274 Rijksoverheid (n.d.). Financiering van onderwijs voor nieuwkomers, url

275 Ministry of Education, Science, Research and Sport of the Slovak Republic. (March 2022) B. GRÖHLING: We will help schools that educate students from Ukraine with reimbursement of costs. Available at: <https://www.minedu.sk/b-grohling-skolam-ktore-vzdelavaju-ziakov-z-ukrajiny-pomozeme-s-preplatenim-nakladov/>

276 New Kindergarten Payment Scale Based on CSD Decisions from 1/1/2022 ('Nova lestvica za plačilo vrtca na podlagi odločb CSD od 1. 1. 2022'), Vrtec Prevalje website, available at https://vrtecprevalje.splet.arnes.si/files/2021/12/LestvicaPlacil_PREVALJEod-01.01.2022.pdf

277 Europapress. 'Inclusión diseña una ayuda de 400 euros a familias ucranianas fuera del sistema y prevé 40.000 beneficiarios'. Available at: <https://www.europapress.es/epsocial/migracion/noticia-inclusion-disena-ayuda-400-euros-familias-ucranianas-fuera-sistema-acogida-preve-40000-beneficiarios-20220620140130.html>

278 Written input from the Ministry of Family and Social Policy, and from the Ministry of Education.

279 Brussels-Capital-Region (2022), Strategy for integrating Ukrainians into the fabric of Brussels (Stratégie d'intégration des Ukrainiens dans le tissu bruxellois), p.13, available at: [https://www.helpukraine.brussels/sites/default/files/inline-](https://www.helpukraine.brussels/sites/default/files/inline-files/ngrbc%20Strat%C3%A9gie%20d%27int%C3%A9gration%20des%20BPTU%20FR.pdf)

[files/ngrbc%20Strat%C3%A9gie%20d%27int%C3%A9gration%20des%20BPTU%20FR.pdf](https://www.helpukraine.brussels/sites/default/files/inline-files/ngrbc%20Strat%C3%A9gie%20d%27int%C3%A9gration%20des%20BPTU%20FR.pdf)

280 Country Situation Analysis (original source to be defined)

281 <https://www.edu.cz/methodology/postup-pri-zajisteni-financovani-narustu-poctu-deti-a-zaku-cizincu-v-ms-a-zs/>

raised from private sources 76 million EUR to help with various needs, including ECEC. In Ireland²⁸² the Charity counsel mobilized 10.5 million EUR for emergency needs. Moldova the raised private donations are about 25,000 EUR.

Most countries reported funding-related challenges, such as the sustainability of funding leveraged to provide ECEC during the initial emergency context (Estonia). This is especially concerning under the pressure of other crises (COVID-19, energy crisis), difficulties of estimating the real need due to the mobility of refugee populations in transit, and the lack of ECEC sufficiency even with additional funding due to lack of human resources in the sector (Belgium reported shortage of teachers, Lithuania reported shortage of auxiliary staff, such as bus drivers).

²⁸² <https://www.gov.ie/en/press-release/abee2-ministers-humphreys-and-obrien-announce-an-additional-105-million-funding-for-the-community-response-to-support-people-arriving-from-ukraine/>

Table 8: ECEC funding approaches

Czechia ²⁸³	The Ministry of Education and Youth has issued an instruction on the procedure for securing the financing to cover increased number of foreign children and pupils in kindergartens and primary schools. The instruction determines how kindergartens should apply for a budget increase to cover their needs, and additional services such as provision of language training and the special adaptation groups. The support for special adaptation groups only applies to children over three years of age.
Germany ²⁸⁴	At the beginning of 2021, the government extended two programmes – ‘Kita-Einstieg: Brücken bauen in frühe Bildung’ (Day-care entry: building bridges into early education) and ‘Sprach-Kitas: Weil Sprache der Schlüssel zur Welt ist’ (language day care centres: because language is the key to the world) – making available an additional amount of EUR 420 million EUR until 2022 to improve quality of ECEC services for migrants and children from disadvantaged groups. The total cost of the Kita-Einstieg programme from its beginning until the end of December 2022 is about 100 million EUR (covered by the federal budget). The budget for Sprach-Kitas programme for 2021 and 2022 was extended by additional 100 million EUR. For 2022, the Sprach-Kitas programme has a budget of around 248 million EUR in total.
Finland ²⁸⁵	The Ministry of Education and Culture adopted a supplementary budget in spring 2022 with a proposal of 67 million EUR for ECEC, an additional 1 million EUR (on top of the previously agreed 20 million EUR) for basic and general upper secondary education, and 1.5 million EUR for adult education (EDUFI, 2022d). The proposal for ECEC will be a general allowance for education providers for the organising of ECEC for Ukrainian children.
Croatia	The Croatian government (in line with the Recovery and Resilience Facility) ²⁸⁶ the National Recovery and Resilience Plan 2021 – 2026 (NRRP). ²⁸⁷ The plan established a fund of about 4 million EUR of which about 1.6 million were funds coming from the NRRP. The national budget covered the rest, and to some limited extent the national funds have been covered by the local budgets. One of the key investments in the education system as part of the NRRP is the building of capacities in preschool institutions in order to increase the coverage of children who participate in early and preschool education from the age of three until starting school from 76.3% to 90%. ²⁸⁸

²⁸³ Country Situation Analysis, stakeholder interview evidence

²⁸⁴ Deutscher Bundestag, Antwort der Bundesregierung auf die Kleine Anfrage der Fraktion der CDU/CSU, Drucksache 20/2069. Situation und Auswirkung des Krieges in der Ukraine auf den Bereich Familie, Senioren, Frauen und Jugend, insbesondere der frühkindlichen Bildung sowie der Kinderbetreuung, 21.06.2022

²⁸⁵ EDUFI (2022d). Opetushallituksen tukimateriaalit. Koronavirustilanne, Venäjän hyökkäys Ukrainaan ja varautuminen. Koti uutta lukuvuotta - webinaari 15.6.2022. (EDUFI Support material. The COVID-19 situation, the Russian attack in Ukraine and preparedness. Toward the new school year webinar 15.6.2022). presentation by L. Francke & K. Kuukka, p. 15. Opetushallitus. Retrieved 22.6.2022 at https://www.oph.fi/sites/default/files/documents/Kohti%20uutta%20lukuvuotta%20webinaari%2015.6.2022%20Laura%20Francke%20ja%20Katri%20Kuukka_saavutettava.pdf

²⁸⁶ OJ 2021/241, 12 February 2021.

²⁸⁷ Nacionalni plan oporavka i otpornosti 2021.- 2026. (National Recovery and Resilience Plan 2021 – 2026), available at: <https://planoporavka.gov.hr/UserDocsImages/dokumenti/Plan%20oporavka%20i%20otpornosti%2C%20srpanj%202021..pdf?vel=13435491>, accessed 17 June 2022.

²⁸⁸ MSE HR, NRRP, available at: <https://mzo.gov.hr/istaknute-teme/eu-fondovi/nacionalni-plan-oporavka-i-otpornosti/4883>, accessed 5 July 2022.

4. Programmatic responses, coordination, and the reliance on civil society actors

4.1. Programmatic responses

Programmatic responses of National Authorities

The programmatic efforts at national level have centered on providing the necessary information for Ukrainian refugee families to locate and access ECEC services, including registration procedures, eligibility criteria, and details of the necessary documents and credentials. This was done through web resources, distribution of booklets, and integration packages. The information was provided both in the national language and in Ukrainian in all countries, with information about access to ECEC services presented as part of a larger information packages or a dedicate one (countries are listed in Table 9).

Most countries (line 3 Table 9) provided **guidance and support materials for teachers and educators** in the ECEC sector on how to work with and support refugee children and parents. This guidance was typically provided as part of the existing refugee support system, although some countries had developed or adapted the materials during the current crisis (Czechia, Slovakia, Lithuania). Some countries (Estonia (few examples in the links below)²⁸⁹, Spain, France, Ireland²⁹⁰, Spain and Slovenia), also provided special guidance on how to offer support to children exposed to trauma and children displaying Post-Traumatic Stress Disorder (PTSD). France²⁹¹ and Greece²⁹³ reported providing guidance to native children on how to understand and provide support to their Ukrainian peers.

Most country analyses show that there is a **shortage of ECEC personnel to accommodate the increasing demand**. As a result, many countries are assessing the possibilities to increase this offer in the new education year, in anticipation of enrolments in September 2022. Denmark, Estonia, Luxembourg, Sweden have reported having already hired personnel. Denmark²⁹⁴ is a special case, as it hires retired educators and had therefore been able to reach out to a somewhat readymade labor pool to complement the ECEC workforce.

Most countries try to **facilitate the inclusion of Ukrainian teachers and educators** into the national system, providing information on how to access this job market, the necessary credentials, language classes (Slovakia only), offering express content classes. Austria, Germany, Spain, France, Ireland, Luxembourg, and Slovakia have adopted a coordinated national level approach. One interesting practice comes from Germany, where internship opportunities in day care facilities are offered to Ukrainian professionals. Luxembourg²⁹⁵ has already reported hiring 77 Ukrainian professionals. Czechia, France, Latvia, Moldova, Malta and Slovenia also try to **mobilize parents and other volunteers** in offering the needed support in the ECEC sector.

One approach is to provide (temporarily) ECEC services to Ukrainian children in special Ukrainian classes/groups or even facilities (Czechia, Germany, Finland, Italy+ and in the Netherlands where the municipality of Rotterdam²⁹⁶ is constructing a new day care facility for Ukrainian children, including a recreation room where parents can meet. In some cases, such as Lithuania²⁹⁷, the

²⁸⁹ Guidance: Abimaterjalid Ukraina teema käsitlemiseks haridusasutustes | Haridus- ja noorteamet (harno.ee); Kriisiaeg – Tarkvanem; Toimetulek kriisiga - Peaasi.ee. Trainings for pre-school teachers on mental health: Koolituskalender | Juhan - täienduskoolituste infosüsteem

²⁹⁰ <https://www.unesco.org/en/articles/irelands-education-responses-influx-ukrainian-students>

²⁹¹ Please see: https://www.cnape.fr/documents/dgcs_pictogrammes-franco-ukrainiens-pour-les-enfants/

²⁹² France, https://www.cnape.fr/documents/dgcs_pictogrammes-franco-ukrainiens-pour-les-enfants/

²⁹³ Minedu.gov.gr (n.d.) The refugee issue [in Greek]. For more information, visit: <https://www.minedu.gov.gr/tothema-prosfigiko-m>

²⁹⁴ <https://www.tvsyd.dk/soenderborg/pensionerede-paedagoger-staar-i-koe-for-at-hjaelpe-ukrainske-boern-men-der-er-ikke-brug-for-dem>

²⁹⁵ Luxembourg Times (2022), 'Luxembourg hires 300 new teaching staff for Ukrainian pupils', available at: <https://www.luxtimes.lu/en/luxembourg/luxembourg-hires-300-new-teaching-staff-for-ukrainian-pupils-625e852dde135b9236d56c4b>

²⁹⁶ Country Situation Analysis, stakeholder interview evidence

²⁹⁷ Country Situation Analysis, stakeholder interview evidence

segregated solution was changed in favor of more integrated approach. A further example comes from Czechia²⁹⁸, where special adaptation classes/groups have been created. The adaptation groups can run at kindergartens, art schools, children's and youth homes and other school facilities. The goal is to provide children with leisure and educational activities as well as teaching them Czech language. This is a measure to prepare children for entering the Czech education system. The adaptation groups will function during 2021/22 education year and will support transition into regular classes for the 2022/23 education year.

Many initiatives, activities and measures designed to facilitate integration for refugee populations in general are being provided within or in coordination with the ECEC system. More prominent are the intercultural mediation services (Finland, Italy, Luxembourg, Malta). Austria, Spain, France, Moldova, and Sweden also offer in-facility interpretation service, mostly by mobilizing and coordinating volunteers. France and Austria offer free language classes for children and parents.

Estonia, Greece, Finland, Hungary, Ireland, Italy, Lithuania, Moldova, and Romania generally offer a range of assistance and support services to children of age 0 to 6/7 and their parents, such as **psychological support, recreation measures, summer camps, free meals (in ECEC facilities), transportation** services to access ECEC (Municipality of Helsinki²⁹⁹), **small grants**, and education subsidies (Austria, Denmark), Cyprus, Italy, Latvia, and Moldova use the existing ECEC physical infrastructure to provide access to education classes provided by the Ukrainian education system (internet and devices provided).

The evidence collected so far shows that not many countries provide special support to **children with special educational needs or disabilities** and their families. Austria, Estonia, France, Luxembourg, Ireland and Sweden offer such provisions:

- ▶ A specialist information package for families.
- ▶ A disability specialist in ECEC to support parents with needs assessments in the national system.
- ▶ Support of a social worker in the ECEC facility.
- ▶ Fast track enrolment procedures for children with special needs into ECEC services and parenting support.

Offering the actual specialized services for children with special needs has not been reported, although Estonia reported setting the necessary institutional infrastructure to offer such services.

²⁹⁸ <https://www.edu.cz/methodology/jak-na-organizaci-adaptacnich-skupin/>

²⁹⁹ HEL (2022b). Turvapaikanhakijoille ja tilapäistä suojelua hakeneille alennus Helsingin kaupungin museoihin ja sisäliikuntapaikkoihin (Ukrainians applying for asylum or temporary refugee status will be provided reduced-price entry to City of Helsinki museums and indoor sports facilities). City of Helsinki 12.05.2022. Retrieved 20.6.2022 at <https://www.hel.fi/uutiset/fi/kulttuurin-ja-vapaa-ajan-toimiala/alennuksella-museoihin-ja-sisaliikuntapaikkoihin>

Table 9: National level programmatic responses

Programmatic response at national level	Country
Providing general information and support to Ukrainian children and parents for accessing services at national level, including ECEC services.	AT, CY, DE, DK, EE, EL, ES, FI, FR, HR, IT, LU, MD, MT, PL, SE, SI, SK
Providing special information (translation of ECEC regulations/info booklets, step by step guidance) into the Ukrainian for parents and children to facilitate access to ECEC services	AT, CY, DE, DK, EE, ES, FI, FR, HR, IT, LU, MD, MT, PL, SE, SI, SK
Providing information, guidance, and support material to teachers, educators, and other personnel of the national ECEC sector how to work with refugees and support inclusion (i.e., Sweden ³⁰⁰ Ireland ³⁰¹).	AT, CY, DK, EE, EL, ES, FI, FR, HR, IE, LT, LU, MT, SE, SI, SK
Guidance to ECEC personnel on how to deal with trauma and PTSD and what are the possible tools/programs/activities that they could use to support children.	FR, EL, IE, SI, ES, SE, EE,
Providing guidance ³⁰² and support to local children in ECEC institutions on how to understand and support refugee children ³⁰³ which have been placed into ECEC.	FR, EL
Additional recruitment of educators and teachers to accommodate the ECEC need related to refugee crisis.	DK, EE, LU, SE
Facilitating accessing the ECEC related jobs for teacher and educators coming from Ukraine, with the double goal of integrating them into the national ECEC delivery and provide better services for Ukrainian children.	AT, DE, ES, FR, IE, LU, SK
Mobilizing and guiding Ukrainian parents/other volunteers in forming volunteer groups to supervise and support children in ECEC.	CZ, FR, LV, MD, MT, SI
Special language specialized ECEC facilities (day care centers, units in kindergartens) for refugees.	CZ, DE, FI, IT
Offering intercultural mediation services to facilitate access to service and integration in general.	FI, IT, LU, MT
Access to in-facility interpretation services (mostly by mobilizing and coordinating volunteers).	AT, ES, FR, MD, SE
Free language classes for children.	AT, FR
Free language classes for parents.	AT, FR
Free language classes for Ukrainian educators and teachers that want to work in the national system.	SK
Using ECEC premises to provide access to relevant online courses provided by Ukrainian education system.	CY, IT, LV, MD
Special services provided in the ECEC facilities for Ukrainian children, such as free meals, transportation, psychologic support, recreation, and education grants.	AT, DK, EE, EL, FI, HR, IE, IT, LT, MD, RO
Special provision (information, activities, programs) to integrate Ukrainian children with special needs.	AT, EE, FR, LU, SE
Care services for children from Ukrainian orphanages.	SI, ES

³⁰⁰ Sweden: Platform for Agency for Education. Measures for children and youth from Ukraina. 2022.

<https://www.skolverket.se/download/18.68c99c081804c5929ea594c/1655300069329/pdf9983.pdf>

³⁰¹ <https://ncca.ie/en/updates-and-events/latest-news/2022/may/scoilnetie-cultural-and-linguistic-support-for-schools/>

³⁰² https://www.cnape.fr/documents/dgcs_pictogrammes-franco-ukrainiens-pour-les-enfants/

³⁰³ Greece <https://www.minedu.gov.gr/tothema-prosfigiko-m>

Programmatic responses of Local Authorities

Local Public Authorities have been responsible for implementing the national programmes and measures and, in countries where decentralisation allows, many also took the initiative to initiate independent measures and programmes. It was difficult to follow all programmes initiated by all local authorities in all concerned countries. Some prominent examples have been identified through desk research and offered in the interviews, but it is not feasible to map the myriad ECEC services offered within and across each individual municipality.

As mentioned at national level, municipalities (in Italy, Moldova, Spain, Sweden) also, provide free meals and free transportation as part of the ECEC services, but it was difficult to understand if these are covered by the local funding or part of the above-mentioned national policies. Municipalities in some countries opted to enlarge the ECEC offer by opening new facilities or creating new units (Germany, France, Moldova, Romania, Slovenia). One positive example is the UNICEF initiative in Bulgaria, Moldova, Poland and Romania called [the Blue Dots Centres](#), which is care, recreation and education centres offered where there is a large concentration of refugees. The blue dots are being transformed into learning and play hubs (also in Slovakia).

Some countries also reported local **methodological support and guidance offered to teachers and educators** (Belgium, Estonia, Germany, Finland, Hungary, Lithuania, Malta, Poland (Warsaw), Spain). Again, it is not clear if those have been developed at local level or are the national level guidance.

Some countries reported local level initiatives that offer **language courses** to Ukrainian teachers and educators so that they could be assimilated by the national system (Austria, Germany, Italy). The Vienna municipality provides a combined language and comprehensive information course about the Austrian education system, informs teachers and educators about the needed credentials, and offers internships and employment opportunities after successful completion. Municipalities also offer **parenting programmes**: Belgium (Wallonia-Brussels), the OEPRE (Open the School to parents for the success of children) programme in France³⁰⁴, and language classes (Croatia, Czechia, Spain, Sweden). Municipalities in Sweden offer language Ukrainian-Sweden classes adapted to the needs of the refugees.

One distinct program is Finnish³⁰⁵ municipalities offering **employment, counselling and programs for parents** that integrated their children into the ECEC system. Municipalities in France³⁰⁶ have established a front office (reception area) service to provide information on ECEC, other educational, care and recreation measures. In Finland³⁰⁷ municipalities also reported providing **housing** for families with children, while Slovenia³⁰⁸ provides support in finding accommodation in the public and private market. Some municipalities in Spain³⁰⁹ and Slovenia³¹⁰ reported providing small benefits/allowances to refugee families with children dedicated to cover some ECEC-related costs. Malta, Belgium, and Moldova reported advocacy efforts to promote vaccination amongst refugee children to ensure safe access to ECEC.

³⁰⁴ <https://eduscol.education.fr/2187/ouvrir-l-ecole-aux-parents-pour-la-reussite-des-enfants>

³⁰⁵ Country Situation Analysis, stakeholder interview evidence

³⁰⁶ Ville De Paris (2022) Comment Paris se mobilise pour l'Ukraine. <https://www.paris.fr/pages/paris-se-mobilise-pour-l-ukraine-20504>

³⁰⁷ HEL (2022c). Kuntamallin mukainen palvelu käyttöön tilapäistä suojelua hakeneiden ja saavien majoituksessa. (Municipal-model services in use for the accommodation of people who have been admitted or have applied for temporary protection). Helsingin kaupunki. Retrieved 22.6.2022 at <https://www.hel.fi/uutiset/fi/kaupunginkanslia/kuntamallin-mukainen-palvelu-kayttoon-tilapaista-suojelua-hakeneilla>

³⁰⁸ The Municipality of Duplek is looking for accommodation for Ukrainian refugees, ('V Občini Duplek iščejo namestitve za ukrajinske begunce'), Maribor24.si website, available at <https://maribor24.si/lokalno/v-obcini-duplek-iscejo-namestitve-za-ukrajinske-begunce>

³⁰⁹ Europapress. 'Inclusión diseña una ayuda de 400 euros a familias ucranianas fuera del sistema y prevé 40.000 beneficiarios'. Available at: <https://www.europapress.es/epsocial/migracion/noticia-inclusion-disena-ayuda-400-euros-familias-ucranianas-fuera-sistema-acogida-preve-40000-beneficiarios-20220620140130.html>

³¹⁰ Decree on the manner of providing rights to persons with temporary protection, ('Uredba o načinu zagotavljanja pravic osebam z začasno zaščito'), Official Gazette of the Republic of Slovenia, No. 42/22, available at <http://www.pisrs.si/Pis.web/pregledPredpisa?id=URED8538>

Table 10: Local level programmatic responses

Programmatic response at local level	Country
Access to social services at local level: recreation, family support, integration support, psychological support, counselling)	BE (Wallonia-Brussels), CZ, EE, FR, HU, IT, LT, MT, MD, PL (Warsaw), RO, SI, SL, ES (some municipalities)
Access to education services: science classes, arts, sports, nature, music, free access to library and education material for children.	BE, EE, CZ, FR, LT, MD, PL, RO, SI, SL, ES (some municipalities)
Dedicated programs to Ukrainian children as part of the integration process (after school classes, instead of regular classes, summer classes.	DE, FR, MD, RO, SI
Free meals at school, and free transportation.	IT, MD, ES, SE
Additional premises for day care centres and kindergartens.	BG, EE, FR (Paris), RO
Providing teachers and educators tool kits to work who refugee children, children with trauma, children with special needs, how to facilitate inclusion and offer the needed support and facilitate acceptance of refugee children.	EE, DE, FI, HU, LT, MT, PL (Warsaw), ES
Language program for the ECEC teachers and educators from Ukraine.	AT (Vienna), DE, IT
Parenting programs, early intervention measures and other medical and health services.	BE (Wallonia-Brussels), FR
Providing housing to families with children and facilitate registration to access services, including ECEC.	FI, SL
Free of charge language classes for children and parents.	HR, CZ, ES, SE
Providing fees to cover the costs of ECEC enrolment.	SL (some municipalities), ES
Information advocacy programmes to stimulate vaccination.	BE (Flanders), MD

Programmatic responses of the non-profit sector

An exemplary mobilisation and coordination of public, private and non-profit efforts has been reported across many countries. The non-governmental organisations complement public efforts and, in many cases cover unmet needs. UNICEF's efforts to coordinate the work of non-profit sector was mentioned in Poland, Romania, Moldova, and Lithuania. The NGO sector also coordinated, in most cases, the volunteer efforts, funding campaigns, facilitated inside country and across countries special refugee support programs. NGOs participated in many of the above-mentioned programmatic efforts, providing human rights monitoring, knowledge, human resources, funding, coordination, and mediation. NGOs concentrate on offering information services (24/7, emergency, hotlines, dedicated information), counselling, transportation, care services, recreation activities, sport activities, specialised care and support, and representation.

There have been **many programmes offered by many national and international organisations in all receiving countries.** Examples have been presented in the national reports, and some are presented above. Examples include:

- ▶ The Kinderfreunde in Vienna³¹¹ through *connect Kinderfreunde – Ukraine* project set a **special support hub**, connecting children and families with all childcare services nationally. The Belgian Red Cross³¹² mobilised over 55 psychosocial workers from the Sisu (*Service d'Intervention Psychosociale Urgente*) to help Ukrainian refugee families.
- ▶ The Muzeiko Children's Science Center³¹³, in partnership with "For the Good" Foundation, American Teach for Bulgaria Foundation, offered **free day care** and services for children and their families in Sofia. The services offered include full day care or half-day care for 100 children, with daily program and meals included for children in 3 age groups: 4 - 6 years; 7 - 9 years and 10 - 12 years.
- ▶ NGOs in Croatia³¹⁴ are organizing **cultural activities, concerts, workshops, and sports** games for Ukrainian families in Croatia. They also visit them, provide them with information in new environment, offer translation, and support them in understanding local customs and culture.
- ▶ Cyprus Hope for Children³¹⁵ is providing services to Ukrainian refugees. These include **psychological, social and legal support** including individual needs assessment, support to secure accommodation, facilitation to access health and government services, access of children to education, implementation of psycho-social activities for children and covering of other needs occurring for every case individually.
- ▶ Czech Opero³¹⁶ has organised a **series of meetings** in Prague inviting refugees and relevant to topic stakeholders. One of these meetings was dedicated to access to ECEC services.
- ▶ Save the Children Denmark³¹⁷ launched a public website called "Warm Welcome". The website is designed for children, refugee families, teachers, people working in daycare, volunteers, and hosting families, and provides knowledge, guides, materials, courses as well as practical information about **how to settle into a new life in Denmark**.
- ▶ German SOS Children's Village³¹⁸ has been operating the "*SOS Notification Hotline for Ukrainian Orphanages and Children's Homes*", which helps with the placement of groups of children and youths from Ukrainian children's homes in **safe accommodation** with tailored care and supervision.
- ▶ The Greek Mellissa³¹⁹ network works closely with Ukrainian **women to track their needs** and offer solutions. The Greek Church also took some programming actions and offered its facilities and humanitarian aid to Ukrainian refugees.
- ▶ The Hungarian Migration Aid³²⁰ set up a "**light school**" (daycare facility) in Budapest, where 80 children of different age groups are taken care of by Ukrainian educationalists (also refugees, some of whom also are paid). The facility is targeted at children

³¹¹Country Situation Analysis, stakeholder interview evidence

³¹² Red-cross website, Sozialer Übersetzerdienst Ostbelgien, available at: <https://info-integration.be/sozialer-uebersetzerdienst/>

³¹³ https://www.muzeiko.bg/bg/news/detail-united_with_ukraine-4015.html

³¹⁴ Country Situation Analysis, stakeholder interview evidence

³¹⁵ UNCRPC.ORG (n.d.) Hope for Children and CY4UA helping affected Ukrainians. Retrieved 11/07/2022 from: <https://www.uncrcpc.org.cy/en/hope-for-children-cy4ua-one-common-goal-helping-affected-ukrainians/>

³¹⁶ Meet-up UA-CZ EDU

³¹⁷ <https://redbarnet.dk/tag-godt-imod/>

³¹⁸ Meldestelle Kinderheime Ukraine | SOS-Kinderdorf (accessed on 12.07.2022)

³¹⁹ <https://melissanetwork.org/>

³²⁰ Kormos, O. (2022. April 26) Becsöngettek a Migration Aid-nél - ukrán pedagógusok tanítanak.mfor.hu. <https://mfor.hu/cikkek/makro/becsöngettek-a-migration-aid-nel--ukran-pedagogusok-tanitanak.html> [Ukrainian teachers are teaching after contacting Migration Aid]

whose families have not received the temporary protection status and/or are staying in Hungary temporarily only (as they are planning to go to another country).

- Luxembourg's leading Montessori Crèche 'Sunflower Montessori'³²¹ launched a subsidy programme for displaced families from Ukraine, to **support mothers** who need the time to do language courses and find a job. The **subsidy programme** offers about 40 places in Sunflower³²² childcare facilities by covering the costs that are not already covered by the government's childcare service voucher scheme for at least 6 months. Additionally, the Crèche hosts Ukrainian open house coffees to allow Ukrainian mothers and children to connect and network.
- In Slovakia, with support from UNICEF, Wide Open School³²³ and Mareena³²⁴ established play and learning hubs for Ukrainian children across 6 municipalities and at accommodation centers. The play and learning hubs are informal spaces for young children (typically aged 3-6) to benefit from play and learning opportunities.

4.2 Coordination and governance responses

Coordination and governance responses at national level

National authorities in some countries have put in place new structures or mechanisms to organize their responses to the influx of Ukrainian refugees (Austria, Bulgaria, Croatia, Czechia, Hungary, Slovakia, and Spain). While centrally created, these operate at different levels, nationally and / or regionally. They take the form of specific organizational structures (e.g., crisis headquarters, humanitarian coordination councils), specific units, working groups or teams in existing institutions, and meetings have also been used to coordinate efforts between different actors. Examples of such structures are noted in this section.

A range of **sub-national organizational responses – new structures and mechanisms with different names and institutional placement – have also been identified in analyzed countries**. Different solutions have been implemented both by regions and municipalities. **Cities are often at the forefront of coordination efforts** (Austria, Bulgaria, Croatia, Finland, Greece, Poland, and Sweden), with some capitals having been particularly affected and implementing coordination solutions to respond to the crisis (e.g., Belgium, Bulgaria, Croatia, Finland, and Poland). Since data collection at the sub-national level has not been conducted systematically but has been focused on selected regions and locations with the most pronounced challenges, these should be treated as examples rather than representative of municipal responses across Europe.

Some of the identified national structures or mechanisms constitute general emergency coordination, rather than being ECEC specific. These are often multidisciplinary in character, encompassing different actors and policy areas relevant for addressing the needs of incoming Ukrainian refugees fleeing war. In some cases, evidence shows that these general coordinating structures or mechanisms also address issues of education as a whole or even ECEC specifically. Table 11 provides examples of national-level general organizational responses.

Table 11: Examples of centrally implemented general emergency organisational responses

Bulgaria	The National Crisis Headquarters for Refugees from Ukraine was established by the government for the purpose of planning, organization, management, coordination, and control of the activities for evacuation, reception, accommodation and provision of the necessary medical, educational and other services. To support its work and coordinate various actors involved, six inter-agency working groups have been established: Border Control, Entry and Proceedings for International or Temporary Protection, Transport, Accommodation, Social Affairs, Employment and Public Information and Public Relations. A special sub-group "Education" was
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³²¹ Chronicle (2022), 'Sunflower Montessori Crèche Supports Ukrainian Families with Subsidy Programme, Coffee Mornings', available at: <https://chronicle.lu/category/pre-school/40979-sunflower-montessori-creche-supports-ukrainian-families-with-subsidy-programme-coffee-mornings>

³²² Ibid.

³²³ <http://www.skoladokoran.sk/en/our-work/actual-projects/>

³²⁴ <https://mareena.sk/en/>

	established within the “Social Affairs” working group to deal with the provision of ECEC and education services for Ukrainian children.
Czechia	The Ministry of the Interior has set-up a Strategic Group to Coordinate the Impact of the Refugee Crisis which has work teams in individual ministries, including the Ministry of Education. The team at the Ministry of Education focuses mainly on addressing the situation of children in primary and secondary education.

Coordination and governance responses at a sub-national level

Sub-nationally, general coordination arrangements have also been established. There is evidence that the education sector stakeholders have also been involved in such structures at least in some countries. However, country research is unable to determine at this stage whether education stakeholders play an active role and to what extent education matters are on the agenda, similarly as in the case of national-level structures. Table 12 presents selected examples of the new structures put in place sub-nationally.

Table 12: Examples of regionally and locally implemented general emergency organisational responses

Bulgaria	Regional crisis headquarters were established by the Plovdiv District Administration, involving all institutions that have a bearing on supporting Ukrainian refugees, including the Directorate of Migration at the Ministry of Interior, Regional Health Service, Regional Department of Education, local hospitals, the Plovdiv Municipality, the State Agency for Refugees, the Labor Bureau, the Employment Office, the Labor Inspectorate, the Ministry of Tourism and the Bulgarian Red Cross. The headquarters functions as a "one-stop-shop" for providing relevant services to Ukrainian citizens. ³²⁵
Finland	In March 2022, the mayors of the six largest cities in Finland (Helsinki, Espoo, Vantaa, Tampere, Turku, and Oulu) decided on monthly meetings to coordinate their action in response to the war in Ukraine. The collaboration covers immigration, security, social and health affairs, and different levels of education. Predicting the financial burden due to meeting the upcoming challenges, the municipalities called for the Government to decide in their yearly budget meeting to reimburse the accrued costs to the municipalities in full. ³²⁶
France	In Creteil and some other regions in France, the regional prefectures have opened and organized reception and orientation centers for displaced Ukrainians, mobilizing staff and resources in a very short amount of time. These centers are staffed by Red Cross workers, but they have also been calling on the services of the prefecture for support, as well as agents from the French Office for Immigration and Integration, or even from the CPAM (Health Insurance) or the CAF (Family Allowances). These centers represent an example of the coordination of the State, the Préfecture, the town, the mayor, citizens in the town, and civil society organizations (CSOs). ³²⁷

Apart from the general coordination and governance responses, **education actors in many countries have also been developing such responses to address the needs of Ukrainian children, including with respect to ECEC.** National-level responses have been led by relevant ministries but also relevant education agencies. Examples of two such efforts – very different in terms of arrangements, but not so much in objectives – are included in Table 13. In subsequent data collection cycles, there would be merit in exploring how these arrangements – one centralized and the other decentralized – worked in practice to support ECEC staff, children, and parents.

Table 13: Examples of nationally implemented organisational responses specific to the education sector

Slovakia	The Ministry of Education, Science, Research and Sport established 62 intervention teams available for schools and pre-schools, involving psychologists and special educators that have experience with crisis intervention to offer support both to teachers and children.
Slovenia	The Ministry of Education, Science and Sport (MESS) set up a working group to develop operational instructions for the integration of refugee children into the Slovenian education system. The working group was also tasked with

³²⁵ Plovdiv-Ukraine HQ brings institutions together for one-stop assistance for Ukrainian citizens, Plovdiv District Administration Website, available at: <https://pd.government.bg/?p=31337>

³²⁶ Vantaa (2022a). Ukrainian sotatilan vuoksi tarvittavia toimenpiteitä koordinoimaan Suomen kuuden suurimman kaupungin kesken (The six biggest Finnish cities will coordinate their measures to respond to the Ukrainian war). City of Vantaa. Tiedote 30.3.2022. Retrieved 18.6.2022 at <https://www.vantaa.fi/fi/ajankohtaista/tiedote/ukrainan-sotatilanteen-vuoksi-tarvittavia-toimenpiteita-koordinoimaan-suomen-kuuden-suurimman-kaupungin-kesken>

³²⁷ Citoyens (2022) Créteil : premier jour intense au centre d'accueil des réfugiés d'Ukraine. Available at: <https://94.citoyens.com/2022/creteil-premier-jour-intense-au-centre-daccueil-des-refugies-dukraïne,16-03-2022.html>

monitoring the refugee situation and formulation of concrete solutions to mapped challenges. The head of MESS pre-school education sector is involved in the working group and responsible for ensuring cooperation with the Office for the Support and Integration of Migrants, including refugee and asylum seeker accommodation centers. The group has developed pedagogical guidelines for ECEC staff and other pedagogical workers on the enrolment of Ukrainian children in the Slovenian education system.³²⁸ The guidelines were published on the relevant websites and distributed to schools.

Organizational responses set up by education actors sub-nationally have also been identified. Ireland and France offer two examples, presented below in Table 14. **Ireland** is a notable case, since its local solutions are tailored to specific child groups and the arrangements create a sense of there being a comprehensive solution aiming to address individual needs of families in a tailored manner. However, the extent to which this is the case in practice has still to be established.

Table 14: Examples of sub-national organisational responses specific to the education sector

Ireland	Community Response Forums have been established in every local authority. ³²⁹ These coordinate the community and voluntary response in their local area and ensure effective communication and information sharing. Support offered spans employment and health, housing, and child protection. The ambition of the Community Response Forums is to build a collaborative team around Ukrainian refugee families that helps with all their needs without duplicating efforts or creating gaps in the support offered. ³³⁰ For children between 0-6 years of age, city/county childcare committees support all families in accessing ECEC offers at a local level. In the case of 4-6-year-olds, Regional Education and Language Teams (REALT) have been set up across Ireland to support families in finding places at schools. ³³¹
France	Regional Education “Academies” have set up Ukraine Crisis units (fr. cellules), with email addresses and phone numbers specifically to contact persons responsible for education of displaced Ukrainians in France. The phone numbers listed for each region are free of charge. The contact details are accessible on the Ministry of Education’s website.

The identified coordination structures both national and subnational have had different roles and mandates, including functioning as a one-stop-shop for information and service provision, providing strategic planning and / or guidance, including about ECEC. In some cases, these structures have been put in place to ensure coordination, also functioning among others as **platforms for linking public authorities and CSOs** (Bulgaria, Croatia). In **Bulgaria**, in addition to other coordinating mechanisms a Working Group for Coordination between Civil Society Organizations and Institutions for Support of Ukrainian Citizens in Bulgaria was also established by the Council for Civil Society Development at the Council of Ministers.

While the identified structures or mechanisms have already produced first results, e.g., guideline documents or strategic plans (e.g., Belgium, Slovenia), **limited evidence has so far been collected on their effectiveness in ensuring smooth provision of ECEC to Ukrainian refugee children.** To draw the right lessons from these experiences, this aspect would merit further exploration. It is also important to notice that in some cases these structures are reflective of existing divisions and separate mandates of national and subnational authorities. These will influence the focus of their work and the specific outputs.

In organizing their responses to the refugee crisis, some countries seemed to have relied on their pre-existing national frameworks or procedures (Belgium, Cyprus, Estonia, Malta). The examples identified highlight how past experiences in crisis response may either

³²⁸ National Education Institute, Guidelines for Integration of Immigrant Children into Kindergartens and Schools, available at <https://www.gov.si/assets/ministrstva/MIZS/Dokumenti/Zakonodaja/EN/Integration-of-migrants-into-school-system-guidelines-2012.doc>

³²⁹ Department of Rural and Community Development, Press release, available at: <https://www.gov.ie/en/press-release/abee2-ministers-humphreys-and-obrien-announce-an-additional-105-million-funding-for-the-community-response-to-support-people-arriving-from-ukraine/>

³³⁰ Early Childhood Ireland, Update on Ukraine: <https://www.earlychildhoodireland.ie/update-on-ukraine/>

³³¹ UNESCO press release available at: <https://www.unesco.org/en/articles/irelands-education-responses-influx-ukrainian-students>, TUSLA press release available here: <https://www.tusla.ie/tess/get-in-touch/#EWO>

hinder or enable effective organizational responses in the future. **Belgium** has been able to use its COVID-19 experience, reviving the crisis center set up in response to the pandemic, showing potential of this earlier practice to form a blueprint for crisis response. Country research in **Malta** indicated that the experiences of the refugee crisis in 2015 ensured preparedness for the current migration influx and reduced the need for new cooperation structures.

At the same time, in **Hungary**, the negative reaction to the 2015 refugee crisis, ousting of international humanitarian CSOs and a subsequent clamp-down on the civil society have apparently negatively affected the country's capacity to organize support for Ukrainian refugees and coordinate the activities between public services and CSOs during the current crisis. In some states, data obtained from country-level research cannot yet provide conclusive answers as to whether specific structures have been set up while leveraging existing institutional frameworks and procedures either at national or sub-national level.

Based on the country research, it is not possible to conclude whether the ECEC needs of Ukrainian refugee children and related challenges are sufficiently addressed by virtue of the implemented coordination solutions. The absence of dedicated organizational responses targeting ECEC may point to the conclusion that, at country level, ECEC is not considered to require a dedicated coordination scheme. However, this may not be the right approach, considering that lack of coordination has been identified as an ECEC-related challenge in some countries.

Challenges to developing and implementing coordination and governance responses

Not many challenges have been identified specifically in relation to developing and implementing organisational responses in the area of ECEC, probably because few responses have so far focused on ECEC. Nonetheless, the following stand out from our analysis so far:

- ▶ **High decentralisation of education systems** has been noted as an obstacle to effective coordination in some countries.
- ▶ **Short timeframes for action in the emergency context** also have been noted as posing a challenge to effective organisational responses.
- ▶ **The lack of systemic solutions at country level**, which would have helped speed up setting up appropriate structures or mechanisms, has not reduced this challenge. Without effective prior experiences that would create a blueprint for responses during the current crisis, the systems' ability to learn on the go and flexibly adjust solutions may prove crucial, as the case study in Lithuania suggests.
- ▶ **The uncertainty over how long the crisis will last** does not help either, as decision-makers ponder what investments and actions are prudent, anticipating an end to the war at any time.
- ▶ The implementation of effective organisational responses is also sometimes hindered by **insufficient capacity of responding public authorities**, with provision of assistance and response to the crisis being added on top of officials' other duties.
- ▶ The **general challenges for provision of ECEC services**, such as the lack of places in ECEC settings or their uneven distribution throughout country territory, also constitute hindrances in developing effective organisational responses.

In countries such as Poland, Romania, Moldova which have experienced a massive influx of refugees from Ukraine including children at ECEC age, ensuring the right ECEC capacity level and implementation of organisational solutions requires significant investments. The supposedly temporary nature of the crisis complicates decision making as to whether these investments are justified.

4.3 Reliance on civil society across a range of responses

As also noted above regarding funding, **exemplary mobilisation and coordination of public, private and non-profit efforts has been reported across countries**. Non-governmental organisations came to compliment public efforts and, in many cases, to cover the unmet needs. The NGOs took over major functions in managing the overall efforts of providing support to refugees, such as: fundraising, human right monitoring function, coordination, mediation, knowledge providers.

The primary and most important task of NGOs is providing direct support, emergency response, humanitarian aid, goods, and services to refugees. **All countries stressed on good practices and support offered by NGOs, with examples presented** in Table 15 below. NGOs would concentrate on offering information services (24/7, emergency, hot lines, dedicated information), counselling, transportation, care services, recreation activities, sport activities, specialised care and support, and representation.

The NGOs proved efficient in self-coordination and also in coordinating volunteer efforts. In many countries NGOs coordinated thousands of volunteers per day. UNICEF's efforts to coordinate the work of non-profit sector was mentioned in Poland, Romania, Moldova, and Lithuania. NGOs are part of interdisciplinary mechanisms at ministerial and local level contributing to coordination and efficiency efforts: in Bulgaria³³², the Working Group for Coordination between Civil Society Organisations and Institutions for Support of Ukrainian Citizens in Bulgaria was also established by the Council for Civil Society Development at the Council of Ministers.

³³² Country Situation Analysis, stakeholder interview evidence

Table 15: Examples of NGO programmes

Belgium³³³	In Flanders the Family centres (Huis van het Kind) are the central point of a network composed of local NGO's responsible for childcare, health care, leisure offerings, parenting support, workshops etc. A representative of the Agency 'Growing-up' (Opgroeien) points out that these centres play a central role in providing family support in close cooperation with municipalities and the government agency.
Czechia³³⁴	NGOs established a new position of a coordinator for help to Ukrainian refugees (e.g., People in need). NGOs are using their existing networks to coordinate care for Ukrainian children and pupils. Typically, People in Need and Meta (the Society for Young Migrants) organize NGO meetings at which they consult on measures to support the education of Ukrainian children, which they want to promote at the national level (relocation, communication at the regional level, pressure on the central management of educational capacities). The Early Care Platform, which brings together 133 organizations and individuals from all over the Czechia dedicated to early care, repeatedly focuses on sharing experiences with caring for Ukrainian preschool children. NGOs are also involved in the work of the Ministry of Education team, which is an informal advisory group organized by MEYS.

NGOs worked as knowledge and expertise providing platforms. For example, in Denmark Aarhus University (Denmark), the Arctic University (Norway), the University of Akureyri (Iceland), the University of Vienna (Austria) and the University of Winchester (United Kingdom) has launched ITIRE³³⁵ (Improving Teaching to Improve Refugee Children Education) project that aims to design, implement, and disseminate an effective transnational training program on refugee education (including early childhood education) addressed to preservice and in-service educators. In Germany³³⁶ 400 civil society organisations, have come together to create a network dedicated to helping Ukraine. They have published a report containing good practices regarding the provision of ECEC to Ukrainian refugee children to help municipalities and local entities.

The NGO sector also raised funds to offer support to refugees through national and international funding campaigns, crowd funding, individual and private donations, funds offered by international organisations. The NGO sector, in particular international NGOs (Terre des Homme, Save the Children, Red Cross, etc) facilitated inside country and across countries special refugee support programs. At the same time, the NGOs reported shortages of human resources, lack of specialists to provide the necessary services, burn out, difficulties in cooperating with authorities, over bureaucratisation of some processes, lack of guidance, accreditation process for NGOs that were not present in some countries was difficult in some cases. The issues of overlap in provided support between NGOs have been mentioned as well, insufficient communication and limited coordination of NGOs support from the state.

In light of these constraints, **cross-sectoral partnerships between public authorities and NGOs have filled some of the gaps in service provision.** According to one interviewee in Poland, engaging local NGOs, or regional umbrella organisations, in cooperation with local authorities should be the modus operandi. For example, SPYNKAs opened by the Comenius Foundation for Child Development in Gdynia are an example of such cooperation. The City knew the needs of the local community but did not have financial resources nor formal possibility to open a childcare centre that would not meet all the legal requirements. With more freedom accorded by its status, the foundation was able to step in. According to the interviewee, local co-operations of this kind are way more effective than centralized grants for building new ECEC institutions.

³³³ Website of Flemish government, Huis van het Kind, available at: <https://www.huizenvanhetkind.be/>

³³⁴ Country Situation Analysis, stakeholder interview evidence

³³⁵ <https://projects.au.dk/itire>

³³⁶ <https://projecttogether.org/wp-content/uploads/Gute-Loesungen-fuer-die-Betreuung-von-Kindern-aus-der-Ukraine-Eine-Sammlung-von-Good-Practices.pdf>

5. Conclusions

5.1 Key messages to date

The Ukrainian refugee influx across the EU27 and Moldova has been shaped by a range of unique demographic characteristics and migratory trends. **Women and children make up a disproportionately large share of the displaced persons fleeing Ukraine**, in part due to the enactment of martial law in the country and the inability or unwillingness for adult males to leave. A significant proportion of arrivals in host countries **do not immediately register for residency, asylum or temporary protection**. This is generally attributed to Ukrainian arrivals lacking long-term plans to remain in host countries, either due to hopes that the war will soon end and enable them to return home, or due to intentions to settle elsewhere. Indeed, when the option is available, Ukrainian refugees tend to travel and settle where they have families and friends.

The distribution of Ukrainian refugees varies significantly across the EU27 and Moldova. In the border country of Poland, for example, an estimated 1.1 million Ukrainian refugees have applied for official registration,³³⁷ representing approximately 3% of the total population of 37.7 million already living in Poland. Some of the refugees who arrive in border countries (including Poland, Moldova, Romania, Hungary, and Slovakia) are in transit and aiming to settle in countries further afield. In contrast, distal EU countries (such as those in the Mediterranean) tend to receive smaller numbers of Ukrainian refugees and are more likely to be viewed as final destinations for those who arrive. In Malta, 1,139 Ukrainian refugees have registered as beneficiaries of the Temporary Protection Directive,³³⁸ amounting to only 0.2% of the total population of 525,285. In Greece, 16,668 refugees have registered for Temporary Protection,³³⁹ representing approximately 0.15% of the total population of 10.72 million.

The distribution of Ukrainian refugees is also reported to be uneven **within countries, with some municipalities receiving much higher numbers of new arrivals than others**, with data revealing that Ukrainian refugees generally settle in larger cities. This unevenness of distribution can create additional challenges with successful reception and integration of refugees, not only due to creating 'hot spots' of high demand for support in municipalities that may not be adequately equipped to respond to the large scale of ECEC needs, but also due to creating clustering of refugees and preventing their smooth integration into the host community. To avoid such scenarios, Sweden has opted to **formally allocate Ukrainian refugees to municipalities at a central level**, thus ensuring enough organisation and oversight to achieve an **even geographic spread of new arrivals**.

The sudden influx of Ukrainian refugees into the EU27 and Moldova has created a range of new challenges. The most significant challenge is **the strain that these large numbers of new children have placed on already over-subscribed ECEC systems facing shortages of staff and capacity**. These capacity shortages can be even more pronounced at municipal level, particularly in municipalities that have received higher numbers of Ukrainian refugees and are unable to meet demand for local services. In addition to shortages of staff and places, the influx of refugees has also highlighted profound **shortages of ECEC staff and other professionals (including psychologists, doctors, and others) with knowledge of the Ukrainian language**, as well as a **lack of adequate skill and expertise in addressing the diverse psychosocial needs of migrant and refugee children**, especially those who have experienced trauma. Furthermore, the difficulties in predicting how many Ukrainian refugees will arrive in a given country can pose significant challenges for countries to anticipate demand for services and plan effectively.

Host countries have largely endeavoured to **give Ukrainian refugee children the same entitlements to ECEC as their local resident populations**. While the conditions for this eligibility can create serious barriers to access (such as the requirement for parents to have received official asylum, residency, or temporary protection status, to meet health and vaccination requirements, and/or to be engaged in employment or training), some countries have **addressed barriers to Ukrainian children's inclusion in ECEC** by introducing flexibility into official requirements and processes, by providing additional subsidies or financial support, and by offering alternative

³³⁷ Dziennik Gazeta. Prawna, Demograficzny Portret Uchodźców: <https://edgp.gazetaprawna.pl/e-wydanie/58450,19-maja-2022/74537,Dziennik-Gazeta-Prawna.html/781811,Demograficzny-portret-uchodzcow.html>

³³⁸ 'Ukraine Refugee Situation', UNHCR operational Data Portal, available at <https://data.unhcr.org/en/situations/ukraine>.

³³⁹ COM/2022/91 final. For more information, visit: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52022PC0091&qid=1646384923837>

forms of 'open' ECEC where parents can accompany their children, which can help 'bridge' children's transitions into formal ECEC settings.

Nevertheless, the challenges mentioned above (including shortages of places, staff, and necessary skills for meeting Ukrainian children's unique needs) mean that **despite having equal entitlement to ECEC services in theory, the ability for Ukrainian families to access ECEC is limited in practice**. Possibly this is due to a lack of readily available ECEC services, and unclear proof of status requirements among other factors. As a result, the inclusion of **Ukrainian children in ECEC systems is currently unsystematic** across Europe and **enrolment rates are typically reported to be low**. As the reasons for variations in enrolment are not fully established, further research is needed to understand why parents are not always registering their children in ECEC.

Legislative responses

To address the developments and resultant challenges described above, host countries have introduced a range of legislative, programming, and organizational responses to better facilitate the inclusion of Ukrainian refugee children into ECEC systems and more successfully meet their unique educational and psychosocial needs. In terms of **legislative responses**, the Council Implementing Decision (EU) 2022/382 of 4 March 2022 led new legislation to be introduced in all countries within the EU27 and Moldova through the **Temporary Protection Directive**. However, while some countries have opted exclusively to adhere to the Directive, others have also introduced **additional legislative responses aimed at supporting the youngest child refugees and their families**. These responses have included:

- ▶ Changing laws to enable Ukrainian refugee parents to be **eligible for state support and subsidies in cases where they would normally be deemed ineligible** (for example due to having a partner who resides outside of the EU, or due to not being in employment).
- ▶ Establishing new laws to allow for the creation of new ECEC institutions dedicated to Ukrainian refugee children, which are **exempted from meeting the formal pedagogical and structural requirements** that ECEC institutions would normally need to meet in order to be legally approved.
- ▶ **Adjusting the legal requirements and minimum quality standards for existing ECEC institutions** (for instance staff-to-child ratios) in order to enable providers at full capacity to admit new Ukrainian children into their classrooms to the extent that is possible without compromising on service quality.
- ▶ Relaxing the **legal requirements for Ukrainian teachers to undergo formal recognition of their teaching qualifications** before employing them in ECEC centres with Ukrainian children, thus allowing shortages in ECEC professionals with Ukrainian language skills to be addressed quickly.

Despite the promising nature of these legislative responses, many challenges have been encountered in their implementation. These include: **procedural delays**, in which new laws are legislated quickly but the implementation of these laws is delayed due to administrative and operational inefficiencies; **inadequate communication on the initiatives enacted to support Ukrainians**, which result in families in need being unaware of their options; and a **lack of adequate policies focusing on the integration and assimilation of Ukrainian children into ECEC settings**. This means that while children may end up in ECEC settings, the extent to which they benefit from their time there may be constrained by a lack of suitable measures and interventions to fully include them in the setting's activities. **Prolonged uncertainty about the number of Ukrainian refugees who may arrive and depart** can lead to **indecision and inaction** within host countries and the persistence of a temporary emergency planning mindset.

Programming responses

In terms of **programming responses**, most programmatic efforts at national and local level have focused on complementing legislative responses by **addressing shortages of ECEC staff**, helping to **promote the skills and resources necessary to integrate children into ECEC settings**, **filling gaps in knowledge about available support for Ukrainian refugees**, and providing a range of **additional support** to children and their families to **improve their overall wellbeing**, as well as children with disabilities and special needs. Countries have generally taken a broad and highly diverse range of approaches to supporting Ukrainian migrant and refugee children and their families, with some examples of the responses observed across countries including:

- ▶ Developing guidance and support materials for teachers and staff in ECEC centres on how to support refugee children and their parents.

- ▶ Introducing additional activities and classes targeted specifically at Ukrainian children in order to help them settle and integrate into their new ECEC settings.
- ▶ Providing in-facility translation services for Ukrainian parents and children who are engaged in ECEC, mainly through volunteers.
- ▶ Providing the necessary support and information to help Ukrainian teachers become employed in ECEC settings.
- ▶ Intensifying recruitment efforts to increase the number of ECEC staff available to address capacity issues in ECEC settings.
- ▶ Organising additional support to facilitate Ukrainian children's engagement in ECEC, such as free transportation and meals at ECEC settings.
- ▶ Providing support to Ukrainian parents with identifying and registering for ECEC services.
- ▶ Providing targeted psychosocial interventions to parents and children, including parenting programmes to equip parents to support their children through their integration into the new setting and host country.

Not all such responses are observed across all countries, meaning that integration efforts are generally uneven across the EU27 and Moldova.

Non-profit, non-governmental, and civil society organisations have played a major role in delivering support to young Ukrainian refugees and their families, complementing public efforts and covering unmet needs through the mobilisation of volunteers and fundraising campaigns. Some of the programming responses led by these non-governmental entities include:

- ▶ Conducting **human rights monitoring** on the ground to ensure that the unmet needs of Ukrainian refugee families are recognised and highlighted for future resolution.
- ▶ Disseminating **knowledge, expertise and best practices on supporting and integrating Ukrainian refugees**, targeted at policymakers and other stakeholders in host countries.
- ▶ Providing information services, such as **'welcome websites' and 24/7 hotlines** targeted at newly arriving Ukrainian refugees.
- ▶ **Linking families** with available services and resources that could benefit them.
- ▶ Providing **counselling, care, and psychological help** for children and parents.
- ▶ Hosting **recreational, educational, and sport activities** for children.
- ▶ Conducting large-scale **fundraising campaigns** to finance the many services and benefits offered to Ukrainians free-of-charge.

Coordination and governance responses

National authorities in some countries also established **new structures and mechanisms to organise their reception of Ukrainian refugees**. These organisational responses typically involved the establishment of **new institutions or units**, the establishment of **new working groups, councils, teams or task forces** in existing institutions, or the creation of **new professional roles** dedicated to overseeing and organising aspects of host countries' reception of Ukrainian refugees. For example:

- ▶ The development of national or regional **'Crisis Headquarters,'** dedicated to planning and managing all aspects of welcoming, housing, educating, and helping to integrate Ukrainian refugees into the host country or municipality.
- ▶ The development of **'Strategic' or 'Working Groups'** including key actors from all relevant government institutions and ministries in order to achieve a holistic and coordinated refugee response.
- ▶ The establishment of **regular meetings between national or regional authorities** in order to exchange promising practices and learnings, as well as to identify opportunities for collaboration in the management of the refugee influx.
- ▶ The establishment of **reception and orientation centres for Ukrainian refugees**, comprising new physical buildings as well as associated staff and services.
- ▶ The creation of regional **'intervention teams,'** including **psychologists** and **special needs staff**, who can offer crisis intervention and ongoing support to Ukrainian children and teachers.

Challenges noted in the implementation of coordination and governance responses include: the **decentralisation of governance and education systems** in some countries, which can be a barrier to effective inter-regional cooperation; the **lack of existing comprehensive infrastructure and mechanisms for the successful reception of refugees**, which has forced several countries to address the current crisis without a blueprint or adequate prior experience; and the **short timeframes to act**, which have placed extreme pressure on the development of effective and well-planned organisational structures.

5.2 Gaps and areas for attention

Gaps in evidence and information

The research conducted across the EU27 and Moldova to date has underlined a range of gaps in available data, evidence, and information, both on the number, distribution and enrolment of Ukrainian refugees, and on the responses enacted to welcome them at national and local level. **Specifically, there is a lack of disaggregated data on the 0-6 age group across many countries**, which presents a barrier to understanding the needs among young Ukrainian children and their families. These issues are now further explored in turn.

Research into the monitoring data available on Ukrainian refugees in host countries has revealed not only that **there is profound heterogeneity in the type and granularity of data available between host countries**, but also that **there are often irregularities in the data on Ukrainian refugees within host countries**. Host countries employ a diverse range of approaches to calculate how many Ukrainian refugees are currently living there, with several countries using the number of residence permits, national identification numbers, asylum certifications, or temporary protection statuses granted to Ukrainian beneficiaries as a proxy indicator of how many Ukrainian refugees are currently in the country. These approaches are likely to result in underestimates due to the tendency for some Ukrainian refugees to avoid or delay formally registering.

Additionally, **the extent to which host countries gather and/or publish data on the number of Ukrainian refugees present by age group can vary significantly**, with some not making any distinction between age groups, and others only distinguishing between adults and ‘minors’ (under the age of 18). Among those countries that do report data on Ukrainian refugees within more granular age brackets, the parameters of these groups can also vary, with some reporting on the number of children aged 0-5 and others only distinguishing between school- and preschool-aged children.

Data on the population of Ukrainian children aged 0-3 and 3-6 is seldom available in the statistics gathered at national level. Within these groups, **categories of vulnerability are rarely identifiable and the lack of accurate data on the numbers and status of young children with SEND in particular is concerning**. This poses a high risk of the needs of children being overlooked, and of vulnerable Ukrainian children aged 0-6 years lacking visibility to public authorities from a safeguarding and child protection perspective.

In addition to between-country variation, there are also within-country variability in the type of data gathered on numbers of Ukrainian refugees. The freedom of refugees to travel freely within Schengen means that **Ukrainian refugees may register their arrivals in host countries and move on to other countries without announcing their departures**, thus resulting in numbers of arrivals that are often unreliable and should therefore be seen as in flux.

The unreliability of this data can also have **implications for establishing the enrolment rates of Ukrainian children in ECEC centres**, as these figures rely not only on a concrete estimate of the number of Ukrainian refugees in the country, but also of the number of refugees at ECEC age (0-6) in the country. Additionally, even in cases where data on enrolment numbers and total numbers of children aged 0-6 are available, they may be collected at different times, thus preventing the establishment of an accurate estimate.

The research conducted to date has also underlined gaps in information on the Ukrainian refugee situation at municipal level. **Due to the vast number of municipalities within the EU27 and Moldova, the research so far has only allowed for a deeper analysis of a sub-set of municipalities within each country**. The decentralisation of data collection, ECEC provision, and refugee responses across municipalities within highly federalised countries has meant that in some cases, statistics on the number of Ukrainian refugees or their ECEC enrolment are gathered at the municipal level and that aggregated national-level data does not exist. Additionally, **comprehensive information on the exact initiatives, programmes, and responses being rolled within each municipality may not always be readily available**.

Finally, a major gap identified in the current research has concerned the **availability of psychosocial support targeted specifically at parents of young Ukrainian children as a means of improving children’s wellbeing**. Although a small number of host countries have reported the existence of such interventions through either public authorities or non-governmental organisations, the evidence collected so far suggests that creating and resourcing ECEC places to facilitate parents’ employment and help young Ukrainian children initiate or continue their early education has taken precedence over the amelioration of any psychological distress or trauma they may have experienced from their exposure to the war.

Strengths and opportunities

As noted throughout this report, **the arrival of unprecedented numbers of Ukrainian children and families has also challenged public authorities and NGOs to collaborate and to “think outside of the box”** when it comes to planning ECEC provision for migrant populations. The influx has stress tested ECEC systems, shone a light on pre-existing capacity and quality issues, and compelled public authorities to act where they have previously fallen short. In many countries, **additional financing has come into the sector**, which if utilised effectively could benefit ECEC systems more widely in addition to Ukrainian children.

It has also **shown the imperative for long-term preparedness to welcome migrant children and families in general, beyond a purely ‘emergency’ response**. In the research conducted so far, countries that had already adopted a whole system approach towards the inclusion of migrant children and families in ECEC appeared to encounter comparatively less strain and challenges, while also appearing to have been capable of adjusting more rapidly to the new influx of Ukrainian migrants and refugees.

There are indications that the known hallmarks of effective migrant education are present among the promising examples identified - **multiagency and cross-sectoral solutions** to meet refugee families’ housing, health and education needs in tandem, intercultural education and language learning, and attention to workforce development measures alongside the primary focus on access and enrolments in ECEC.

The research has further shown the importance of recognising the cultural and linguistic diversity of refugee children and their families, the skills and expertise they contribute, and advocating **asset-based and strengths-based approaches**, to prevent the stigmatization of refugee families by focussing on crisis measures alone. Schools and ECEC settings actively involving parents and carers is one example of this.

Areas for attention

The findings identified in Cycle 1 of the country research have underlined a range of areas for further attention during Cycles 2 and 3. **More research is needed on the presence (or absence) of psychosocial support for Ukrainian children and parents, particularly in light of the inhibitory impact that unresolved trauma can have on parent-child relationships, children’s capacity for learning, and their overall health, wellbeing, and development.**

As the creation of ECEC places and the resourcing of ECEC staff also appear to have taken precedence over the promotion of relevant skills and initiatives for integrating Ukrainian children into mainstream classrooms, more research should be conducted into how far and how successfully refugee children are being integrated into mainstream ECEC: particularly when considering that in some contexts, Ukrainian children are being directed into temporary ‘special schools’ rather than being included in existing ECEC settings.

Research has also identified systematic **low enrolment rates (including estimates) of Ukrainian children in ECEC provision**. While some explanations for this have already been proposed, such as the widespread conditionality of Ukrainian children’s eligibility for ECEC and the practical or bureaucratic barriers that these may create for families, **future research should aim to understand the full range of potential reasons why Ukrainian children are not participating in ECEC, particularly in settings where access to ECEC services is not an issue**. This exploration may identify additional barriers to access (for example reluctance for children and/or their parents to be separated following their exposure to trauma), and thus reveal further opportunities to reach out to and reassure families in future.

Many host countries have responded to the increased demand for chronically under-available ECEC places by **adjusting the mandatory pedagogical and structural quality standards** against which ECEC settings are normally expected to adhere in exchange for legal approval and accreditation. While this has enabled ECEC settings at full capacity to legally admit surplus Ukrainian children into their classrooms, it has also been recognised that the resulting changes to staff to child ratios **may have potential implications for the quality of services provided, leading such changes to mandatory quality standards to be taken with care**. Further research should aim to explore whether such relaxation of quality requirements has led to subsequent concerns about the quality of provision.

Some country reports have noted that the shortage of ECEC places has led to **political tension and resentment in local populations**, as the prioritisation of Ukrainian refugee children for ECEC provision has led to a situation in which **local families are competing with newly arrived Ukrainian families for ECEC places**. Future research should explore whether these political tensions between host and refugee populations are continuing or exacerbating, and alternatively whether host countries have identified successful ways to reconcile the needs of Ukrainian refugee families with those of local resident families. This includes the question of **how or whether equity in treatment of different refugee populations has been achieved**, where Ukrainian children and families are perceived to have been treated differently.

Finally, while the research conducted so far has identified a wide array of innovative responses to the arrival of young Ukrainian refugee children and their families, the crisis is at too early a stage for robust monitoring or evaluation to determine whether these promising practices are actually effective. Future research should aim to **establish the extent to which responses are being monitoring or evaluated** and prioritise practices that are proven to be successful for future peer learning exchanges. Beyond access, this also requires further exploration of the quality and efficacy of ECEC provision secured for refugee children. More information is needed on the mechanisms put in place to finance ECEC responses for Ukrainian migrant and refugee children, and in particular the arrangements put in place to siphon funds from the national to sub-national level in the interest of expanding access to ECEC.

6. Annexes

6.1 Situation analysis template

ECEC SITUATION ANALYSIS FOR [INSERT COUNTRY]

PERIOD COVERED: [INSERT DATES OF DATA COLLECTION]

[Note: The published versions will not contain any instructions to Country Experts]

Dear Country Expert,

We invite you to fill out this Country Update template as part of a study requested by UNICEF and the European Commission's DG EAC. You can find more details about the study in the preceding parts of these Guidelines for Country Experts.

While you fill out this template, remember to:

1. Consider and cover ECEC responses relevant for different children age groups within the 0-6 years of age, distinguishing at a minimum between the 0-3 and 3-6 age ranges;
2. Consider and cover different intervention/response levels, i.e. national and regional/local, depending on the division of mandates and responsibilities vis-à-vis ECEC between national and regional/local authorities in your country;
3. If any information specifically requested in the instructions is not available, please note this in the text explicitly;
4. Critically assess the quality of sources that you are using and include only those that pass the quality test;
5. Cite sources for all facts and opinions, including hyperlinks where available. Towards this end, use footnotes (not endnotes or in-text citations);
6. In addition to footnotes, when reporting findings indicate in the text the types of sources they are based on by using such phrases as "all interviewees consulted for this country case study agree that ...", "desk research shows that ...", "one interviewee stated that ...". This will help us assess the strength of evidence behind specific findings;
7. Triangulate sources of data for specific findings;
8. Be succinct—this will support our quality assurance process in a dynamic research context;
9. Be clear, remembering that not all readers may be familiar with a specific country context and ECEC environment, so provide a minimum of background for specific findings that require contextualisation;
10. Use full sentences instead of bullet points, as this will help us understand what you mean.

In case you have questions, do not hesitate to contact us. We remain at your disposal!

Ecorys Project Team

I. Country refugee and ECEC context

To the extent possible, this section would begin with some data visualisations – possibly two/three tables/graphs summarising the data included in the narrative below. In Part 1.1., it will describe the refugee situation and then briefly discuss the ECEC services available (Part 1.2.) and ECEC challenges encountered in the country generally (Part 1.3.).

1.1. UKRAINIAN REFUGEES IN THE COUNTRY

Instructions: In this sub-section, please include a narrative with contextual information that will allow the reader to easily grasp the scale of the Ukrainian refugee influx and the possible challenge that it poses for ECEC. The information should include, in particular:

- the country population (including the number of children broken down by different age groups, including distinction between 0-3 and 3-6 years of age);
- the number of Ukrainian refugees in the country;
- the number of Ukrainian child refugees with a break-down by age (including distinction between 0-3 and 3-6 years of age);
- the number of Ukrainian refugees enrolled in ECEC, with a break-down by age (including distinction between 0-3 and 3-6 years of age);
- information related to Ukrainian refugee children with special educational needs or disability (SEND), as well as Ukrainian refugee families in need of psychosocial support.

To the extent possible, the information should highlight the particularities around the geographic spread of Ukrainian refugees in the country (regions and municipalities particularly affected), including specifically refugee children within the ECEC age range and enrolled in ECEC, noting which national/sub-national actors have been particularly affected (mobilised to respond). In further sections of this template where sub-national (regional or local) information and perspectives are sought, you can concentrate on those specific regions/municipalities which have been particularly affected. We are aware that we cannot expect full coverage of the sub-national governance levels in the current study.

[approx. 250 words]

1.2. ECEC OFFER IN THE COUNTRY

Instructions: This section should briefly summarise the main elements of the ECEC offer in the country. It will be important also for subsequent sections where we ask about the extent to which this general offer is also available to Ukrainian refugees.

Apart from other (country-level) sources, you may be able to find relevant information in English for this section at: Eurydice - key data on ECEC in Europe and the Education and Training Monitor - country data .

[approx. 250 words]

1.3. ECEC CHALLENGES IN THE COUNTRY

1.3.1. General ECEC challenges in the country prior to the war

Instructions: This sub-section should briefly summarise the main general challenges of ECEC in the country before the war began. It will offer a perspective on the country's starting point in terms of its responses to the refugee influx.

Apart from other (country-level) sources, you may be able to find relevant information in English for this section at: Eurydice - key data on ECEC in Europe and the Education and Training Monitor - country data .

[approx. 150 words]

1.3.2. Specific ECEC challenges arising from the refugee influx and related to the provision of ECEC to Ukrainian refugees

Instructions: This sub-section should describe in more detail those ECEC challenges which appeared as a result of the refugee influx and are specifically related to the provision of ECEC to Ukrainian refugees. Examples of such challenges could include:

- lack of dedicated funds or constraining rules around funds allocation;
- lack of expertise in Ukrainian language, inclusive education, working with children who have experienced trauma;
- administrative bottlenecks, e.g. lack of human resources to process recruitment of Ukrainian professionals;
- organisational challenges, e.g. separation of Ukrainian ECEC participants from others, etc.

While in this section, we focus on general challenges in providing quality ECEC to Ukrainian refugees, in some of the subsequent sections we will also ask about challenges that the authorities encountered while developing different ECEC-related responses.

After the initial situation analysis, for subsequent updates, this section should highlight any perceivable changes in challenges over time and potential underlying reasons for those changes. If this is the case, it should investigate the links between the responses identified during earlier data collection cycles to positive and/or negative developments recorded later on.

[approx.. 300 words]

II. ECEC-related responses to the refugee influx in the country

Instructions to all sub-sections:

! Under each type of responses consider different types of ECEC, covering a full spectrum of services available to Ukrainian children between 0-6 years of age, distinguishing between 0-3 and 3-6 age groups.

! Whenever possible, do note to what extent the responses described are sensitive/tailored (or not) to Ukrainian refugee children with special educational needs and/or disabilities (SEND) and families needing psychosocial intervention.

! Highlight whether the responses are short- or long-term in nature.

2.1. ECEC OFFER FOR UKRAINIAN REFUGEES

Instructions: This section should succinctly summarise what ECEC services are available to Ukrainian children, distinguishing between 0-3 and 3-6 age groups. It should clearly state whether access to ECEC is the same as for nationals and comment on the extent to which these services are free of charge, co-funded by parents or fully privately financed.

[approx. 200 words]

2.2. LEGISLATIVE AND POLICY RESPONSES

2.2.1. National level responses

Instructions: The sub-section should succinctly summarise different types of legislative and policy initiatives related to ECEC and implemented to address the needs of young Ukrainian refugees at national level. Include information on any:

- new laws, amendments to laws, ordinances, regulations,
- strategies, programmes, roadmaps, actions plans etc. that facilitate access to and provision of quality ECEC.

[approx. 250 words]

2.2.2. Regional/Local level responses

Instructions: The sub-section should succinctly summarise different types of legislative and policy initiatives related to ECEC and implemented to address the needs of young Ukrainian refugees at regional and/or local level, depending on division of competences between different governance levels.

In case a comprehensive regional or local perspective cannot be captured, the focus should be on those regions or lower-level administrative units (e.g. municipalities) with ECEC responsibilities which have been particularly affected by the influx of Ukrainian refugee children, as noted in Section 1.1. of this report.

[approx. 250 words]

2.2.3. Challenges related to legislative and policy responses

Instructions: This subsection should briefly comment on the challenges encountered by national and regional/local authorities in developing specific ECEC-related legislative and policy responses as described above. It should also include information as to how those challenges were overcome.

[approx. 150 words]

2.2.4. Promising practices

Instructions: This subsection should briefly comment on whether any of the described legislative and policy responses can be seen as promising practices and why. While describing specific responses as such, please comment on their quality, efficacy, efficiency, sustainability and transferability, as well as factors which support or hinder those.

[approx. 250 words]

2.3. PROGRAMMING RESPONSES (NOT NECESSARILY LINKED TO LAWS AND POLICIES)

Instructions: This section should succinctly summarise different types of programming responses at national (Part 2.3.1) and regional/local levels (Part 2.3.2.) which are not necessarily connected to any specific laws and policies. In addition to talking about actions targeting children, it should cover support to early childhood professionals and parents. Considerations could include, but are not limited to:

- capacity-building among relevant professionals, including preparation of education institutions and staff to integrate refugee children;
- recruitment and integration of volunteers, Ukrainian parent facilitators and Ukrainian ECEC professionals;
- outreach to refugee children and families, as well as other promotional actions (to actively promote participation in ECEC among the youngest Ukrainian refugees);
- measures to promote inclusive ECEC;
- parenting programmes, diet and nutritional support, psycho-social support, family counselling, etc.

Examples of specific interventions that could be described here include: adaptation groups (in CZ); playgroups for inclusion (PT); Q&As for parents & afternoon reception classes (CY), etc.

2.3.1. Responses by national authorities

[approx. 250 words]

2.3.2. Responses by regional/local authorities

Instructions: In this part, please concentrate on those regions or lower-level administrative units (e.g. municipalities) with ECEC responsibilities which have been particularly affected by the influx of Ukrainian refugee children, as noted in Section 1.1. of this report. We do not expect a full coverage of the regional and local governance levels.

[approx. 250 words]

2.3.3. Responses by civil society

[approx. 250 words]

2.3.4. Challenges related to programming responses

Instructions: This subsection should briefly comment on the challenges encountered by different actors (national authorities, regional/local authorities, CSOs) in developing specific ECEC-related programming responses as described above. It should also include information as to how those challenges were overcome.

[approx. 250 words]

2.3.5. Promising practices

Instructions: This subsection should briefly comment on whether any of the described programming responses can be seen as promising practices and why. While describing specific responses as promising practices, please comment on their quality, efficacy, efficiency, sustainability and transferability, as well as factors which support or hinder those.

[approx. 250 words]

2.4. ORGANISATIONAL RESPONSES

Instructions: This section should succinctly summarise different types of organisational or governance-related responses which may relate to:

- creation of new institutional arrangements;
- coordination schemes between different authorities, different governance levels, different type of involved actors;
- appointment of specific functions at different levels of government (local, regional, national), e.g. ECEC coordinators.

2.4.1. Responses by national authorities

[approx. 200 words]

2.4.2. Responses by regional/local authorities

Instructions: In this part, please concentrate on those regions or lower-level administrative units (e.g. municipalities) with ECEC responsibilities which have been particularly affected by the influx of Ukrainian refugee children, as noted in Section 1.1. of this

report. We do not expect a full coverage of the regional and local governance levels. You can also include organisational solutions which aim to facilitate coordination between different regional and local authorities.

[approx. 200 words]

2.4.3. Responses by civil society

[approx. 200 words]

2.4.4. Challenges related to organisational responses

Instructions: This subsection should briefly comment on the challenges encountered by different actors (national authorities, regional/local authorities, CSOs) in developing specific ECEC-related organisational responses (arrangements) to address the refugee influx. It should also include information as to how those challenges were overcome.

[approx. 200 words]

2.4.5. Promising practices

Instructions: This subsection should briefly comment on whether any of the described organisational responses can be seen as promising practices and why. While describing specific responses as promising practices, please comment on their quality, efficacy, efficiency, sustainability and transferability, as well as factors which support or hinder those.

[approx. 250 words]

2.5. FINANCIAL RESPONSES

Instructions: This section should include information on funds mobilised to respond to the Ukrainian refugee influx, including information on specific sources such as e.g. EU funds. The information should cover, among others:

- additional targeted subsidies per Ukrainian child enrolled in preschool education;
- allocations under specific strategies/action plans, etc.

2.5.1. Funds mobilised at national level

[approx. 250 words]

2.5.2. Funds mobilised at regional/local level

[approx. 250 words]

III. Future prospects: Emerging ECEC-related plans and responses

Instruction: This section should be forward-looking, signalling what developments should be monitored in future cycles. It could briefly comment on the expectations as to the number of Ukrainian refugees at ECEC age. It should include information on the planned (but not yet adopted and implemented) ECEC responses. It should also comment on the ongoing national debates in relation to ECEC responses to the Ukrainian refugee crisis.

[approx. 250 words]

IV. Research limitations

Instruction: Considering the expected challenges related to data, please comment on the limitation of the research in your country. Include any reflections on data availability and quality.

[approx. 200 words]

V. Bibliography

VI. Stakeholders consulted (for internal use only)

Please fill out the below table with stakeholders consulted for this research. These tables will not be published in the finalized reports.

Stakeholder name and surname	Institutional affiliation	Consultation date	Format (factual consultation, written input, IDI)

6.2 Key stakeholders consulted

Country	Institution
International organisations	International Step-by-Step Association (ISSA)
	Eurochild
Austria	Specialist for Education Elementary Education, Office of the Deputy Mayor Christoph Wiederkehr, MA Executive City Councilor for Education, Youth, Integration and Transparency in Vienna
	Office of Education Director Refuge and Migration / Affairs to the war in Ukraine in Kaernten
	Bundesministerium für Bildung, Wissenschaft und Forschung, Sektion I – Allgemeinbildung und Berufsbildung, Abt. I/4 – Elementarpädagogik, Sozialpädagogik und vorschulische Integration
	Stv. Leiterin Team Wissensmanagement und Internationales, Österreichischer Integrationsfonds
Belgium	Cabinet of the Secretary of State for Asylum
	Delegue general aux droits de l'enfant (Children's ombudsman)
	Flemish Government department of welfare, public health and family
	Flemish Government Agency 'Opgroien' (Ministry of Welfare, public health and family)
	Flemish government Agency 'Agentschap Binnenlands Bestuur'
Bulgaria	State Agency for Refugees with the Council of Ministers (Chairperson)
	UNHCR
	UNICEF-Bulgaria
	Ombudsman of the Republic of Bulgaria; Children Rights Directorate
	National Network for Children
	Trust for Social Achievement
Croatia	Ministry of Science & Education (MSE HR)
	Ministry of Science & Education (MSE HR)
	Ukrainian community Croatia (Ukrajinska zajednica Republike Hrvatske)
	Ministry of Interior Affairs, Croatia

Country	Institution
	Directorate of Civil Protection (Ravateljstvo civilne zaštite)
Czech Republic	People in Need
	Platform for Early Care
	Czech Society for Inclusive Education
	Ministry of Education, Youth and Sport of the Czech Republic
Denmark	ECEC office of the Danish Ministry of Education
	Danish Refugee Council, Head of Knowledge & Development
	Aarhus Municipality, Pedagogical consultant
	Refugees Welcome DK, chair and founder
Estonia	Ministry of Education and Research
	Social Insurance Board
	Viimsi Municipality
	Refugee from Ukraine
	Tallinn City
Finland	National Agency of Education (EDUFI)
	Ministry of education and Culture
France	SERVICE DES POLITIQUES SOCIALES ET MEDICO SOCIALES of the French National Ministry
Germany	Office of the Ekin Deligöz, member of the German Parliament (Bundestag) from Bündnis 90 / Die Grünen im Bundestag
	Alliance4Ukraine (NGO-network)
	TU Dortmund (university)
	Deutsches Jugendinstitut e.V. (research institute)
Greece	UNICEF
	Ministry of Education
	Ministry of Labour and Social Affairs
Hungary	Migration Aid
	Zubéta (NGO in Zugló)
Ireland	Department of Children, Equality, Disability, Integration and Youth

Country	Institution
Italy	Childhood Guarantor (Garante Infanzia)
Latvia	Ministry of Education and Science
	Association of Local Governments
	Ministry of the Regional Development
	Cross-sectoral Coordination Centre Republic of Latvia (Pārresoru koordinācijas centrs)
Luxembourg	SECAM
	Ministry of Foreign Affairs – Directorate for Immigration – Department for Refugees
Malta	Ministry of Education, Migrant Learners' Unit
Netherlands	Lowan (Education Aid Organisation)
Poland	Centre for Women's Right (Centrum Praw Kobiet)
	COMENIUS FOUNDATION FOR CHILD DEVELOPMENT (Fundacja Rozwoju Dzieci im. Jana Komeńskiego)
	Foundation for the Development of the Education System (Fundacja Rozwoju Systemu Edukacji)
	Lublin Social Committee to Support Ukraine (Lubelski Społeczny Komitet Pomocy Ukrainie)
	Ministry of Family and Social Policy (Ministerstwo Rodziny i Polityki Społecznej)
	Ministry of Education (Ministerstwo Edukacji)
	Mayor's Office, City of Warsaw (Urząd m.st. Warszawy)
Portugal	Direção-Geral da Educação
Romania	Ministry of Education (Deputy General Secretary)
	Braşov City Administration (Vice-Mayour)
	Step by Step
	Romanian Angel Appeal
	UNICEF Romania
	Ministry of Labour and Social Protection
	The Unified Centre for Management of the Refugee Crisis (child support dept)
	Alliance of NGOs working on issues of child protection
Slovakia	National authority – National Institute for education (NIE)
	NGO - Centrum pre výskum etnicity a kultúry - CVEK
	Local authority – city Nitra

Country	Institution
	National authority - Ministry of Education, Science, Research and Sport of the Slovak Republic
	Local authority – city Kosice
Slovenia	The Ministry of Education, Science and Sports
	Community of Kindergartens
	Educational Research Institute
Spain	REPER
	Ministry of Education
	Regional government - Valencia
	Regional government - Extremadura
	Regional government - Andalucia
Sweden	The Swedish National Agency for Education
	Värmdö Municipality (around 50 000 inhabitants)
	Swedish teacher Union
Moldova	Ministry of Education and Research
	Ministry of Labour and Social Protection
	The unified centre for management of the refugee crisis, child support
	UNICEF, ECEC officer
	Alliance of NGOs working on issues of child protection

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