



**Ministry of Education and Research of
the Republic of Moldova**

O R D E R

01.04.2025 No. 490

Chişinău mun.

**Approving the Roadmap of the Ministry
of Education and Research for the
Integration of Refugee Children in
Schools of the Republic of Moldova**

Pursuant to Article 150 of the Education Code of the Republic of Moldova No. 152/2014, Article 386 (para. h) of Law No 270/2008 on Asylum in the Republic of Moldova, Article 17 of Government Decision No 21/2023 on granting temporary protection to displaced persons from Ukraine, in accordance with the Activity Plan of the Ministry of Education and Research for 2025 and in order to ensure the inclusion of refugees from Ukraine in the mainstream educational system,

I HEREBY ORDER:

1. To approve the Roadmap of the Ministry of Education and Research for the Integration of Refugee Children in Schools of the Republic of Moldova (according to Annex 1).
2. The Ministry of Education and Research will collaborate with other ministries, national and international non-governmental organisations to ensure the necessary resources and effective implementation of the measures outlined in the Roadmap.
3. The Ministry of Education and Research will conduct periodic assessments to identify and respond promptly to the emerging needs of refugee children in the education system, adjusting policies and resources accordingly.
4. The local specialised bodies in the field of education will contribute to the achievement of the objectives set out in the Roadmap, monitor the integration and educational progress of refugee children, and report quarterly to the Ministry of Education and Research on the results achieved and difficulties encountered.
5. The Public Finance Management Division will provide the necessary support for the realisation of the objectives set out in the Roadmap, including the coordination of the budgetary aspects for the implementation of the planned measures.
6. The Interethnic Relations Policy Service will promote the Roadmap among local public authorities, ethno-cultural organisations and other relevant stakeholders in order to strengthen efforts to integrate refugee children into the education system.
7. The responsibility for the implementation of the provisions of this Order lies with the General Division for Mainstream Education Policies.
8. Valentina OLARU, Secretary of State, is responsible for monitoring the implementation of the provisions of this Order.

Minister

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Dan PERCIUN

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MER Roadmap for the Integration of Refugee Children in Moldovan Schools

March 2025

As the war in Ukraine enters the fourth school year, government officials, humanitarian and development organisations and donors must make additional efforts to ensure that all refugee children¹ living in Moldova are integrated into the Moldovan education system. As of February 2025, according to the Ministry of Education, 2,534 Ukrainian children (48% girls and 52% boys)² were enrolled in Moldovan schools, 373 were attending Ukrainian online education in schools, and 986 refugee children were enrolled in pre-schools as of the beginning of February. These figures are relatively small compared to the estimated population of **25,000 school-age children³ (including 9,500 pre-school children and 15,500 school-age children)**. The remaining children are assumed to be either studying online through Ukrainian learning platforms, connected to their schools in Ukraine, or not studying at all. The negative impacts of out-of-school learning for children are significant. These include poorer learning outcomes, protection risks such as child labour, sexual exploitation and abuse, early marriage, as well as impacts on children's social and emotional well-being, growth and social isolation. This ultimately leads to reduced engagement and social cohesion in host communities.

The 2023 evaluation “Learning Beyond Borders: Educational Challenges and Opportunities for Ukrainian Refugee Children in the Republic of Moldova”⁴ assessed refugee children attending schools in Moldova, as well as those studying online with the Ukrainian curriculum. The evaluation found that “most children expressed dissatisfaction with online schools and the quality of education in them”, while “those who studied in person mostly reported that they liked going to school in Moldova”. Differences in language and curriculum were cited as the most common barriers preventing Ukrainian children from attending schools in Moldova.

This roadmap details the steps proposed by the Ministry of Education and Research (MER), with the support of humanitarian, development partners and donors, to move towards the goal of full integration of refugee children into the Moldovan education system. This document does not attempt to describe all actions needed in the education sector, but prioritises the main activities that can be undertaken by the Ministry of Education and Research with the support of donors and education partners.

¹ In this paper, the term “refugee children” is used in a broad sense and refers to both Ukrainian children and children of other nationalities with refugee or humanitarian protection status, as well as children seeking asylum.

² As the valuation started a few months ago, data for the summer of 2024 is used for the calculations.

³ The estimated number of school-age refugees is calculated based on the number of children who have been granted Temporary Protection, children pre-registered for Temporary Protection, asylum seekers and Ukrainian children with a residence permit in Moldova. Recently, the Ministry of Education, together with the Ministry of Internal Affairs, initiated discussions on determining the number of school-age children with different legal statuses on the territory of the Republic of Moldova in order to determine their educational status. According to the new agreement, the established number can be adjusted.

⁴ Conducted in 2023 by REACH with support from UNHCR and UNICEF. Please note that results are indicative and not representative due to sample size. Microsoft Word - MDA2303_Education Report_Final (impact-initiatives.org)

The context:

1. The educational response in the 2021/2022 and 2022/2023 school years

In the first months after Russia's large-scale invasion of Ukraine in February 2022, many Ukrainian families arriving in Moldova intended to stay in the country only temporarily until the situation at home improved enough for them to return. In this context, after two years of COVID-19-induced remote learning, online learning for Ukrainian children was seen by many as the most appropriate educational option for the remainder of the 2021/2022 school year.

As the war continued and we entered the second school year (2022/2023), a small number of refugee children began to enrol in Moldovan schools, mostly in pre-school, primary and secondary grades. Despite efforts to increase the number of students with physical attendance, enrolment remained low. According to the 2023 Multi-Sectoral Needs Assessment (MSNA), the main reasons cited for not enrolling in Moldovan schools were: "parental or child preference for Ukrainian education and remote learning; intention to return to Ukraine or move to another country; language barrier; reluctance to enrol in Moldovan preschools".⁵ By the end of the 2022/2023 school year, only about 1,820 Ukrainian children were enrolled in Moldovan schools.

2. 2023-2024 school year

The last school year saw an improvement in the enrolment of Ukrainian children in Moldovan schools. On 4 September 2023, MER published a new Instruction⁶ clarifying and simplifying school enrolment procedures for refugee children, ensuring that all Ukrainian children who arrived in Moldova after 24 February 2022, regardless of their legal status, can be enrolled in Moldovan schools. The published instruction was an important step in overcoming legal obstacles to the enrolment of Ukrainian children in Moldovan schools. As of June 2024, according to MER data, there were 2,325 Ukrainian children enrolled in Moldovan schools, of whom 1,598 were enrolled in mainstream schools and 727 in pre-schools. Although this figure has increased by 40% compared to the previous school year, the total number of students is still surprisingly low.⁷ Among the districts and cities with the highest number of Ukrainian children in schools were Chişinău, Balţi, Gagauzia, Ştefan Voda and Cahul.

3. 2024-2025 school year

The current school year has seen a steady, though modest, increase in enrolment: 3,520 refugee children are currently enrolled in Moldovan schools, including 986 children in kindergartens. Also, 373 children are studying online in schools through the already established EduTech labs.

This is approximately 1,000 more children than in the same reporting period last year. The increase in enrolment can be attributed to the continued commitment of the Ministry of Education and Research (MER) to removing barriers to access and addressing existing challenges, as well as the joint efforts of partners to facilitate formal enrolment, catch-up programs and language support for refugee children.

Moreover, the information campaigns and awareness-raising activities across the country have played a crucial role in informing refugee families about available education options and enrolment opportunities.

⁵ Document - Ukraine Situation - Moldova - Multi-Sector Needs Assessment (MSNA) 2023 Factsheet (unhcr.org) and <https://www.unhcr.org/europe/news/news/despite-progress-accessing-education-hundreds-thousands-school-aged-refugee-children>

⁶ MER Order No. 1109 of 04.09.2023 instruction refugees.pdf (gov.md)

⁷ Preference for online remote learning in Ukrainian schools remains the main reason for not enrolling in Moldovan schools, according to UNHCR protection monitoring, which cites the same reasons as in previous years: [Regional Protection Profiling and Monitoring \(Moldova\) \(unhcr.org\)](#)

Fundraising needs:

While some activities of the Roadmap and Action Plan are partially funded thanks to the generous support of partners and donors, there is still a significant funding gap of **EUR 10.1 million for 2025 and EUR 19.2 million for 2026**, which requires additional financial and technical support from the donor community. The integration of all refugee children into Moldovan schools will require an estimated **EUR 35.5 million**. Achieving full enrolment of all refugee children depends on identifying the necessary financial resources to fully implement this Roadmap within the proposed timeframe. Without such funding or direct support from development partners, it will be difficult to significantly increase the number of refugee children enrolled in Moldovan schools.

Summary of identified areas of intervention and annual funding needs:

No	Intervention area	Funding needed for 2025, costs of enrolling 25% of refugee children in schools and kindergartens, in thousands of EUR.	Funding needed for 2026, costs of enrolling 50% of refugee children in schools and kindergartens, in thousands of EUR	Annual funding requirement for enrolment of 100% of refugee children in schools and kindergartens, in thousands of EUR
1	Compensation for the additional direct expenses of the national educational	6 108	12 659	25 318
2	Implementation of a supplement to finance catch-up programs	992	2 084	4 167
3	Implementation of an accelerated learning program for children without access to education, including Roma children	174	405	644
4	Support for children with special educational needs	421	856	1 609
5	Educational integration program in Romanian language schools	438	605	1 210
6	Non-formal education and extracurricular activities	590	936	936
7	School infrastructure	949	923	923
8	Online learning in schools through EduTech labs	390	546	546
9	Communication	143	143	143
	Total	10115	19 156	35 495

Main areas of intervention:⁸

The Action Plan and Roadmap for the Integration of Refugee Children in Moldovan Schools aims to strengthen Moldova's educational system so that it can fully and adequately include refugee children in its programs. It also aims to ensure appropriate support from the international community for the continued enrolment and integration of refugee children into Moldova's formal education system. The main objective is that by 2026, or even earlier, at least half of refugee children will be enrolled and integrated into the Moldovan education system and have access to quality and inclusive education. In the long term, all refugee children should be integrated into the education system.

The Action Plan below emphasises the need for thorough planning as well as significant financial and human resources to fully integrate refugee children. The known negative impact on children of prolonged out-of-school online learning and the possibility that Ukrainian online classes may be interrupted in the future, emphasise the importance of having the planning and resources to ensure the full integration of refugee children into the education system as soon as possible. The activities described in this roadmap are recommended to ensure the inclusion of refugee children in Moldovan schools by the end of 2026. While many activities are specifically targeted at refugee children and their caregivers, they will also significantly benefit Moldovan children and their families, as well as other foreign students, by expanding school capacity and improving services.

The proposed areas of intervention to ensure the full integration of refugee children into Moldovan schools are outlined below, along with cost estimates. The Action Plan details the steps necessary to achieve the objectives in each area.

1. Compensate for the additional direct expenses of the national educational network

A. Preschool education

According to the Ministry of Education and Research, at the beginning of December 2024, the number of Ukrainian refugee children enrolled in preschool institutions of Moldova was 835. The highest number of refugee children enrolled in kindergartens was in Chişinău, while the highest enrolment rates at the beginning of the 2024-2025 school year were recorded in Straşeni, Briceni and Ungheni.

The existing funding mechanism for preschool education in Moldova is mainly based on budget allocations from the central authorities, which are distributed to local authorities. The central authorities, through the Ministry of Finance (MoF), allocate funds to local authorities for the operation of preschool institutions. These funds are mainly used to pay staff, maintain infrastructure and purchase goods and services. Local authorities are responsible for managing these funds. They administer the funds allocated to pre-schools, of which they are the founders, according to local needs, including payment for utilities, food, instructional materials, building maintenance and other operating costs. The majority of the budget is allocated to staff salaries, including teachers and administrative staff.

As there is no funding formula for preschool education in Moldova (a pilot formula is proposed for 2025), there are significant differences in funding and expenditure per child across regions. The existing funding is based on past funding and is not related to the current number of children in the institution or other factors. As a result, the cost per child is lower in urban areas such as Chişinău (due to more children and bigger groups) compared to some rural areas such as Dubasari.

Due to the lack of a funding formula and the fact that Ukrainian refugee children are integrated into existing

⁸ **Note:** The needs mentioned in this section and detailed in the Action Plan are not listed in order of priority. All identified needs are equally important to ensure the full integration of displaced children into the Moldovan education system.

kindergarten groups, the central authorities do not compensate for their presence in institutions and no additional funding for refugee children is allocated from the state budget. In the long term, the presence of Ukrainian refugee children in pre-school institutions will put additional pressure on budgets. According to a study conducted by MER in 2023, about 33% of all operating costs of preschools are variable and depend on the number of children. We used this assumption in our estimates of the total costs of integrating Ukrainian refugee children into preschools in Moldova.

In order to maintain the same quality standards of preschool education in all preschools of the country, the Moldovan preschool education system needs to find additional funding of **EUR 0.6 million per year** (MDL 12.6 million) for the existing number of children.

To achieve the goal of integrating 25% of refugee children from Ukraine into the Moldovan education system by 2025 while maintaining the unit costs per child (calculated based on variable costs), it is estimated that 2,375 children would need to be enrolled in preschool institutions in Moldova.

This would cost **EUR 1.8 million per year** (MDL 35.2 million).

Integrating 50% of refugee children into the preschool education system by 2026 (4,750 children) under the same conditions would require funding of **EUR 3.9 million per year** (MDL 763.2 million).

To integrate all refugee children into preschool education (9,500 children) would require funding of **EUR 7.7 million per year** (MDL 150 million).

For a detailed description of the costs, see the Annex.

B. General education

According to the Ministry of Education and Research, as of February 2025, the number of Ukrainian refugee children enrolled in Moldovan schools was **2,534**. Enrolment rates vary significantly by region, with the highest rates in Chişinău, Bălţi and Gagauzia.

The funding mechanism for Moldovan schools is mainly based on a system of earmarked transfers, known as “special purpose transfers” (SPT). These transfers are based on a formula that takes into account both the fixed and variable costs of educational institutions.

Financing of primary and secondary education institutions of the Republic of Moldova based on the standard cost per pupil includes the current expenditures necessary for the functioning of schools, such as teachers’ salaries and allowances, administrative costs (fixed networks), utilities (electricity, heating, water supply and sewerage), as well as variable costs depending on the number of pupils, such as instructional materials and equipment needed for lessons. However, the formula does not cover the costs of pupils’ meals, the study of national minority languages, additional salaries for beginning teachers, the activity of compulsory preparatory groups for school, as well as labour remuneration for special working conditions for schools in Cauşeni, Anenii Noi and Dubasari districts. Also excluded from the formula are capital expenditures, such as construction investments, major renovations or large-scale equipping, which are covered from supplementary or centralised funds.

The funding is calculated by combining two main components:

A. The standard cost per pupil (component A) includes the variable costs that depend on the number of pupils, such as teaching materials, utilities and other costs that increase with the number of pupils. The standard cost is adjusted using a weighting system (e.g. upper-grade students are given a higher coefficient) that takes into account the variable costs associated with educating students at different levels, as upper grades typically require more resources. The coefficients vary depending on the level of education:

- 0.83 – for students in grades 1-4 (primary education)

- 1 – for students in grades 5-9 (secondary education, cycle I)
- 1.22 – for students in grades 10-12 (secondary education, cycle II)

Starting from 01.01.2026, the following weighting coefficients will be applied in the calculation of the number of “weighted pupils” for the implementation of the standard cost per pupil for Russian-language institutions implementing the Multilingual Education Program:

- 0.85 – for students in years 1-4
- 1.03 – for students in years 5-9
- 1.27 – for students in years 10-12

B. The standard cost per institution (component B), which represents the fixed costs required to maintain an institution regardless of the number of pupils. This includes expenses such as administrative costs, infrastructure maintenance and other operating costs that do not vary with the number of pupils.

The funding formula is designed to distribute resources equitably across different regions, taking into account the specific needs of each educational institution.

Once the total amount allocated to an educational institution has been calculated, the funds are transferred to the Local Public Authorities (level-two LPAs), who are responsible for managing and distributing these resources to the schools of which they are the founders. However, the system faces problems of efficiency and effectiveness as local authorities do not always manage funds optimally, leading to differences in educational outcomes across regions.

The funding formula for the Moldovan school system is essentially a process of allocating available resources rather than calculating the real needs of the education system. This approach is designed to allocate the budgetary resources already available, rather than to determine how much funding is needed to fully meet the educational needs.

The calculation starts from the “expenditure ceiling”, i.e. the total budget allocated by the government for education. This ceiling represents the maximum amount of funds available for distribution to all educational institutions. This process does not involve a comprehensive assessment of the overall financial needs of the education system; instead, it assumes that the existing budget is a permanent constraint.

The entire process of calculating the standard cost per pupil is essentially a mechanism for allocating the existing budget between schools and pupils, rather than determining what each school or pupil really needs to achieve its educational goals. The main limitation of this approach is that it is budget-driven: it begins with the funds available and determines how they should be allocated, rather than starting from an assessment of needs and then securing the necessary funding to meet them.

Another limitation is that all calculations are based on the number of children enrolled in school in the two years prior to the budget year. For example, the 2025 allocation will be based on the number of children enrolled in schools on 1 October 2023.

As a result of the existing budgetary system, the presence of Ukrainian refugee children in Moldovan schools does not immediately affect the budget of these institutions, although additional costs do arise. Refugee children are integrated into existing classes, which allows for partial cost offsetting, although other direct costs such as meals for primary schools or transport are covered from existing budgets.

The impact of the presence of Ukrainian refugee children on the financing of the school system will become increasingly visible in the coming years. Given that the funding formula is essentially an allocation formula, in the absence of additional funds specifically earmarked for refugee children, the presence of Ukrainian refugee children in Moldovan schools will have two effects:

- An overall decrease in “allocations per child” (as more children will be on the same overall budget);

- A redistribution of budgets will mainly affect schools without refugee children (as schools with enrolled refugee children will benefit from a larger A-component).

Modelling based on 2024 data shows that schools in aChisinau, which have the largest number of refugee children nationally, would benefit from increased budgets due to the larger number of children, while schools in most districts would see their budgets decrease. We cannot consider the schools in aChisinau as “beneficiaries” of the current situation, as the presence of refugee children also entails additional costs, and the additional funding is not sufficient to fully cover these costs. Overall, due to the current number of Ukrainian refugee children in Moldovan schools, the value of Parameter A would decrease by 0.5%. This means that without additional funding for the school system, the funds available to Moldovan children would also decrease.

The impact of this effect of 2,534 refugee children currently integrated into the Moldovan school system would amount to about **EUR 2.4 million per year** (MDL 47 million), an impact that would be felt in 2026 (the number of children in the funding formula for a budget year is taken from the previous year)⁹.

In a scenario in which 25% of refugee children join the Moldovan educational system in 2025, about 3,875 of them would be enrolled in schools (out of a total target of 6,250 children, the rest being of preschool age). The estimated cost of supporting the school system for these children would be **EUR 3.7 million per year** (MDL 71.3 million).

Enrolling half of the Ukrainian children in Moldovan schools by 2026 (7,750 children) would require a compensation fund of **EUR 7.7 million per year** (MDL 149.8 million).

Integrating all 15,500 school-age children into Moldovan schools would cost **EUR 15.4 million per year** (MDL 299.7 million).

As **school meals** are not included in the school financing formula, this item of expenditure is added to the categorical transfers financing formula. According to the draft Budget Law for 2024, MDL 373.9 million is envisaged for meals for 136,800 primary school pupils, which corresponds to an allocation of MDL 2,735 per pupil.

Starting from September 2025, children’s meals in Moldovan schools will be provided to pupils from 1st to 9th grade. The implementation of this measure for refugee children from Ukraine in the coming years would require the following resources:

- **EUR 519 thousand** for 2025 (MDL 10.1 million), at a unit cost of MDL 2.9 thousand per child for 3,488 children in grades 1-9¹⁰;
- **EUR 1.11 million** for 2026 (MDL 21.6 million), at a unit cost of MDL 3.1 thousand per child for 6,975 children in grades 1-9;
- To enrol all refugee children, the additional costs are estimated at about **EUR 2.2 million** (MDL 43.3 million).

Thus, summing up the impact of the enrolment of refugee children in Moldovan schools on the funding formula and the meal budget, the cumulative impact on the general education budget is as follows:

- **EUR 4.2 million** for 2025 (MDL 81.5 million);
- **EUR 8.8 million** for 2026 (MDL 171.5 million);
- **EUR 17.6 million** (MDL 342.9 million) to enrol all refugee children in Moldovan schools.

⁹ The amount for subsequent years could be higher, depending on growth factors such as inflation and wages.

¹⁰ In December 2024, 95.6% of refugee children enrolled in Moldovan schools will be attending primary and lower secondary school, and only 4.4% will be attending upper secondary school. For cost estimation, a 90% share of refugee pupils enrolled in the first two cycles out of the total number of refugee pupils enrolled in schools was adopted.

2. Implementation of a supplement to finance catch-up programs

The integration of Ukrainian refugee children into Moldovan schools requires significant educational support beyond the normal allocation per child. In order for these children to catch up with the Moldovan curriculum and succeed in their studies, several key components are introduced, each of which necessitates additional resources.

Firstly, the most significant factor contributing to supplementation is **catch-up hours**. Ukrainian refugee students require 4-5 additional hours per week for primary education and 6-7 hours for secondary education. These hours are needed to help the children catch up on lost learning time and to bring them in line with the Moldovan curriculum. As these additional teaching hours require additional teaching staff and longer lessons, they contribute significantly to the increase in overall costs. This component alone represents **an increase of 0.25 weighted pupil**, as it significantly increases the teaching load for these pupils compared to their Moldovan peers. In addition, **such supplementation could allow schools to organise courses taught in Ukrainian**, but in line with the Moldovan curriculum. The Taras Shevchenko school is an interesting pilot initiative which, if successful, could be replicated in other parts of the country. Depending on the interest of the students, extracurricular Ukrainian language classes could also be offered.

It is recommended that catch-up hours be distributed across the different curricular areas and levels of education as follows:

Curricular areas	Primary education				Lower secondary education				Upper secondary			
	Grades/Number of academic hours											
	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII
Languages and communication (Romanian, Ukrainian, foreign language)	3	3	3	3	3	3	3	3	3	3	3	3
Mathematics and Natural Sciences (maths, physics, chemistry, biology)	1	1	1	1	2	2	2	2	2	2	2	2
Social sciences (history, geography)	-	-	1	1	1	1	2	2	2	2	2	2
Total number of hours per week	4	4	5	5	6	6	7	7	7	7	7	7
Percentage of the curriculum framework	20%	18%	23%	22%	23%	22%	23%	23%	24%	25%	25%	25%

A supplement of 0.25 weighted pupil per child could be introduced for a transitional period of 2 years to provide additional funding for schools integrating refugee children to cover teacher and other costs associated with teaching the additional hours. **The implementation of this supplement depends on the identification of sources of extra-budgetary funding.**

To cover **the additional costs equivalent to 0.25 pupils** in the school funding formula, the following

additional funds are needed:

- **EUR 1 million per year** (MDL 19.3 million) to integrate 25% of refugee children into schools starting from 2025
- **EUR 2.1 million per year** (MDL 40.6 million) to integrate 50% of refugee children into schools starting from 2026

The total cost of this measure for the integration of all refugee children into Moldovan schools would amount to EUR 4.2 million per year (MDL 81.3 million).

Activities that could be funded through a 0.25 weighted pupil supplement for each refugee child enrolled:

- Developing additional programs to help refugee pupils meet academic standards and adapt to the national curriculum.
- Allocating additional teaching hours and resources to support these curricula.
- Hiring teachers and psychologists or increasing workloads to cope with the increasing enrolment of refugee children.
- Providing ongoing training for teachers in psychological first aid and other relevant topics such as social-emotional learning and bullying prevention, as well as general pedagogical support.
- Providing additional catch-up courses to support children in Romanian language classes in Russian-language schools.
- Organising Ukrainian language courses in schools for Ukrainian children to help them maintain a sufficient level of language skills, thus facilitating their smooth reintegration into Ukrainian schools upon return.
- Developing and disseminating guides for Ukrainian schoolchildren for the 9th and 12th grade examinations, including Romanian language exams.

3. Implementation of an accelerated learning program for children without access to education, including Roma children

Refugee children who have never attended school, particularly those of Roma ethnicity, need a specialised Accelerated Learning Program (ALP) to learn basic literacy and numeracy skills so that they can enter a regular class.

Roma refugee children arriving in Moldova face unique challenges in accessing and integrating into the formal education system, especially if they have had no prior schooling experience. The Accelerated Learning Program (ALP) is designed to fill the significant gaps in these children's education, equipping them with the basic literacy and numeracy skills necessary for a successful transition to mainstream classes. Integrating these children into Moldova's educational system requires personalised support that goes beyond the standard curriculum, addressing both the social and cognitive foundations necessary for educational success. The ALP program is designed to facilitate the integration of Roma refugee children and other vulnerable groups who have been out of school for several years or have not attended school at all, ensuring that they are able to enter age-appropriate classes with a basic understanding of core subjects.

The ALP program will initially be implemented in 2025 for 200 Roma refugee children, with plans to expand to 500 children by 2026. The program will begin by developing a curriculum that focuses on basic literacy, numeracy and basic life skills to meet the educational needs of children who may be experiencing formal schooling for the first time. This curriculum will be piloted in selected schools with high concentrations of Roma refugee children and adjusted according to feedback from teachers and education professionals.

The success of this program depends on the availability of well-trained personnel to meet the special educational needs of these children. Teachers will be locally recruited and specially trained to teach the ALP curriculum with a focus on inclusive and culturally responsive teaching methods that support the unique

learning pathways of these children. In addition to classroom teachers, the program will employ support staff, including educational psychologists, to provide comprehensive educational and emotional support. The recruitment and training process will be ongoing, thus ensuring that new teachers enter the program each year and that all staff maintain up-to-date ALP teaching skills.

Upon completion of the ALP program, Roma refugee children will transfer to regular classes and join their Moldovan peers with a solid foundation in core subjects. This program is essential not only for the educational development of these children, but also for promoting a more inclusive Moldovan education system that encourages social cohesion and provides equal opportunities for all students.

Actions necessary for the implementation of the measure:

- Hire a consultant to develop a dedicated ALP curriculum focusing on literacy and basic numeracy for Roma refugee children.
- Test the curriculum in selected schools, making adjustments based on feedback from teachers and professionals.
- Provide specialised teacher training focusing on inclusive and culturally sensitive approaches.
- Distribute key learning materials, such as textbooks and instructional materials, to support the implementation of the ALP program in classrooms.
- Engage specialised educational psychologists to provide emotional and psychological support for pupils participating in the ALP program.
- Monitor pupils' progress through personalised assessments to ensure they are prepared for transition into mainstream classes.
- Expand the ALP program to include more pupils in 2026 based on the results and feedback from the pilot phase in 2025.

The estimated cost of this measure is:

- **EUR 174 thousand per year** (MDL 3.4 million) with a target number of 200 children in 2025
- **EUR 405 thousand per year** (MDL 7.9 million) with a target number of 500 children in 2026

Expanding the program to 1,000 children if all refugee children were integrated into Moldovan schools would cost **EUR 644,000 per year** (MDL 12.6 million).

4. Support for children with special educational needs¹¹

Refugee children with special educational needs (SEN) and children with disabilities (CD) also require special support. Currently, funds for inclusive education in Moldova are allocated through a structured process based on local authorities' decisions. First, 2% of categorical transfers are allocated to the inclusive education fund at the level of each administrative-territorial unit. Then, local councils or the Executive Committee of Gaagaauzia decide on the distribution of these funds among schools according to the identified needs.

Schools receive funds to support inclusive education through two main channels: for the salaries of support teachers and for the creation and maintenance of resource centres. These funds are allocated according to the number of pupils with special educational needs as determined by local psycho-pedagogical support services.

¹¹ These programmes are similar to the "preparatory programmes" provided for in Article 14 of EU Directive 2013/33 for refugee and asylum-seeking children.

To ensure the efficient use of funds, school finance departments and local education authorities monitor and report on the expenditure of funds under the supervision of the Ministry of Education and Research. Unused funds at the end of the year are carried over to the following year, while maintaining their intended purpose of supporting inclusive education.

In total, the funds earmarked for inclusive education in Moldovan schools amount to about EUR 8.25 million (MDL 160 million) per year. However, it has become clear that the current allocation of 2% of the total budget is insufficient to cover the costs of activities for children with special educational needs in schools. To address this problem, the Ministry of Education and Research plans to revise the funding formula for inclusive education in Moldovan schools in 2025.

To finance inclusive education for refugee children with SEN, the current funding formula for inclusive education and the funds available in the budget are insufficient.

With an estimated level of 5% of all children enrolled in schools, the number of refugee children with special educational needs integrated in Moldovan schools and the need for additional funding for the coming years, it is estimated that:

- For 2025, 31 units of professionals¹² and a total budget of **EUR 421 thousand per year** (MDL 8.2 million) will be needed to support about 313 children with SEN.
- In 2026, the number of children with SEN would increase to 625, the number of required units – to 63, and the required budget would be **EUR 856 thousand per year** (MDL 16.7 million).

In order to integrate all refugee children in Moldovan schools, the total budget for this measure would amount to **EUR 1.6 million per year** (MDL 31.4 million) and would require the employment of 125 units of professionals for 1,250 children.

If the necessary funding for this measure is found, the following action points could be ensured:

- Ensuring equal access to educational services for refugee children with SEN.
- Specialised educational services for children with special educational needs are provided through resource centres for inclusive education in schools and territorial psycho-pedagogical support services (PASs).
- Creating and maintaining resource centres
- Providing assistive technologies for children with SEN

5. Educational integration program in Romanian language schools

In the context of the integration of Ukrainian refugees in the Republic of Moldova, an innovative educational mechanism is proposed to support refugee children in the process of adaptation to the Romanian language education system. This mechanism envisages the organisation of **preparatory classes for an intermediate school year**, during which pupils will benefit from intensive courses in Romanian language, history, culture and personal development. **The aim of the preparatory year is to ensure the rapid acquisition of the language skills these children need to continue their education in Romanian-language schools**, thus bridging the educational gap and allowing for easier integration into the school community.

The educational integration program will be implemented in the educational institutions that have the necessary capacity, either by sending students to designated schools or by creating such classes in the units where there is already a significant number of refugee children. The program will be implemented by age categories: classes for children 6-12 years old and classes for children 13-18 years old, taking into account the differences in learning ability at these ages. Each class created under the program will have up to 15

¹² At the rate of 10 children per professional.

pupils.

The pupils will follow a specially designed educational program of 20 lessons per week, spread over five days, with a special focus on learning the Romanian language (two lessons per day), complemented by history and culture (one lesson per day) and personal development, in Romanian, especially for adolescents (one lesson per day). This approach will allow students to acquire not only language skills, but also a deeper understanding of the socio-cultural environment in which they will continue their studies.

The instructional materials used will be Romanian language textbooks for non-native speakers, developed in accordance with the principles of foreign language teaching, as well as modern resources for immersive learning, including audiovisual materials and digital learning platforms. These will be adapted to the specific needs of refugee children, providing them with both basic communication skills and the vocabulary necessary to understand subjects taught in Romanian.

With regard to teaching staff, consideration will be given to either supplementing the staff or hiring additional teachers on a contractual basis (within the available budget). At the same time, training will be provided to the teachers teaching in the program to ensure that teaching methods adapted to the specific needs of refugee children are used.

In the first stage, it is estimated that **38 classes will be formed in 19 institutions**, two classes each in 15 district schools, one school in Balți municipality and three schools in Chișinău. With an average number of 12 children per class, about **450 children** can be integrated in the first stage.

The proposed financing mechanism is due to the fact that the financing should be done per educational integration class, as the number of refugee pupils who will be enrolled in these classes is difficult to estimate. Thus, for the year 2025, **the cost of creating 2 educational integration classes per school is estimated at MDL 449 thousand¹³**. The total cost of creating 38 classes in the first stage (2025-2026 school year) will be **MDL 8.5 million or EUR 438 thousand**. The program's expansion to 25 schools (50 classes) would cost **MDL 11.8 million, or EUR 605 thousand**. Expanding the program to 50 schools (100 classes) in order to cover about 1,200 pupils per year would require **MDL 23.6 million, or EUR 1.2 million**.

Actions necessary for the implementation of this measure:

- Training of teachers specialised in teaching Romanian to children speaking other languages.
- Developing and implementing an age-appropriate curriculum for teaching Romanian to refugee students (for primary and secondary schools). Collaborating with language experts to ensure that course material covers both practical and academic Romanian, providing pupils with the necessary skills for everyday communication and successful learning.
- Monitoring student progress and adapting the curriculum and teacher support according to need.

6. Non-formal education and extracurricular activities

In order to encourage refugee children to enrol in and remain in local schools, it is important that these schools provide child-friendly extracurricular activities. To this end, non-formal educational activities and extracurricular programs for refugee children should comply with the Framework Program for Extracurricular Education, be adapted to the needs and interests of the students and be in line with the approved non-formal education curriculum of Moldova. These activities will complement the efforts mentioned in the previous sections to ensure that teachers are adequately trained to support and integrate refugee pupils in the classroom.

¹³ Detailed calculations are provided in the Annex. For comparison, the average cost per class for secondary schools in the Republic of Moldova in 2023 was MDL 512 thousand.

A phased approach to this initiative will begin in 2025 and will target 46 schools that have integrated at least 10 refugee children by July 2025. This initial focus will allow resources to be directed to the schools with the largest refugee populations and meet the immediate need for inclusion support. In 2026, the program will be expanded to a further 27 schools (schools that had integrated between 5 and 9 refugee children by July 2024 and are likely to integrate more refugee children), which will expand the scope of support and ensure that the majority of schools with refugee students are ready to provide a welcoming environment.

The implementation of this measure depends on the mobilisation of extrabudgetary funds and the establishment of an implementation unit to manage the funds and liaise with the implementing schools.

The estimated resources required to implement this measure are:

- **EUR 590 thousand per year** (MDL 11.5 million) for 46 schools, starting from 2025;
- **EUR 936 thousand per year** (MDL 18.3 million) for 73 schools, starting from 2025.

The measure aims to improve extracurricular activities in schools for both refugee and Moldovan children to make schools more attractive and friendly. The related costs will not increase significantly in case of full integration of refugee children, as they are aimed at the general improvement of the educational environment.

Actions to be implemented under this measure:

- Supporting schools in extending non-formal extracurricular educational activities.
- Social cohesion events and cultural days
- Supporting schools in expanding social cohesion activities and cultural events to bring Moldovan and refugee children together.
- Establishing or expanding peer support programs/networks to support the enrolment of new pupils.
- Classroom resources and language support
- Monitoring refugee pupils' attendance at school to prevent dropout.

7. School infrastructure

Although major infrastructure projects are needed in certain locations to expand capacity and many schools need to improve learning conditions for both Moldovan and refugee students, these are not included in this Action Plan. Nevertheless, minor rehabilitation and the provision of additional school furniture and equipment are essential to cope with the increase in pupil numbers.

It is important to note that the World Bank, through the Global Concessional Financing Facility¹⁴, is currently running three projects in Moldova: one focused on education and two others with an education component. While these projects will partially address some infrastructure issues (as well as other issues such as "improving teacher effectiveness" and "improving the quality and sustainability of the physical and digital learning environment in schools"), significant unmet infrastructure needs will remain. In addition, while this funding is expected to have an indirect positive impact on refugee education, it will not address some of the most pressing refugee inclusion issues outlined in this Action Plan.

A phased approach is needed to ensure targeted and efficient resource allocation. In 2025, the 37 schools with the highest number of refugee students need funding to support infrastructure. In 2026, the initiative needs to expand to a further 36 schools with significant but smaller numbers of refugees. This structured

¹⁴ It is important to note that the World Bank, through the Global Concessional Financing Facility, is currently implementing three projects in Moldova: one focused on education and two others with an education component. While these projects will partially address some of the infrastructure problems in schools, significant infrastructure needs will remain unmet. In addition, while this funding is expected to have an indirect positive impact on refugee education, it will not address some of the most pressing issues concerning refugee inclusion.

implementation allows for manageable and significant improvements by prioritising schools with the most urgent needs and gradually extending support to the remainder.

The implementation of this measure depends on the mobilisation of extrabudgetary funds and the establishment of an implementation unit to manage funds, conduct evaluations and monitor budget implementation in the implementing schools.

Each participating school may receive MDL 500,000 for infrastructure improvement from the funds mobilised for this purpose, based on a needs assessment conducted by a technical team financed from extrabudgetary funds mobilised. This funding will be used as follows:

- Minor rehabilitation (MDL 300,000), which includes essential repairs like painting, window and door repairs, roof repairs and modernisation of sanitary facilities.
- Classroom furniture (MDL 150,000), including sets of desks and chairs to cope with the increase in the number of students, as well as storage units to keep the classrooms in order and accessible.
- Basic classroom equipment (MDL 50,000) such as whiteboards, projectors and other instructional materials that enhance the quality of learning and engagement of both refugee and local students.

This allocation would enable each school to meet its most urgent needs, supporting both the infrastructural requirements brought about by increased enrolment, and the broader goal of refugee inclusion.

The total estimated cost of this measure is **EUR 949 thousand** for the 37 schools that would enter the program in 2025 (MDL 18.5 million) and **EUR 923 thousand** (MDL 18 million) for a further 36 schools to benefit from support from 2026.

The measure is aimed at improving school infrastructure in order to make schools more attractive for children. The related costs will not increase in case of full integration of refugee children, as they are aimed at the general improvement of infrastructure in the schools where refugee children will be integrated.

Action points:

- Target the schools in need of critical maintenance to create a safer and more comfortable environment conducive to learning and student engagement.
- Providing the necessary desks, chairs, storage space and instructional tools is essential to accommodate additional students and improve classroom functionality.

8. Online learning in schools through EduTech labs

While the primary focus of this Action Plan and Roadmap is on direct enrolment in Moldovan schools, it is recognised that studying the Ukrainian curriculum online in a school setting (especially in EduTech labs) is an important transitional step for some Ukrainian students. This helps them to familiarise themselves with the local school environment and improve their social-emotional well-being. Also, although online home learning is not encouraged, a monitoring mechanism should be developed to identify the refugee children who are not attending Moldovan schools. In this way, it can be ensured that they receive some form of formal education and work to support their enrolment in local schools. This is relevant only for Ukrainian schoolchildren, but not for refugees of other nationalities.

With many refugee children and young people from Ukraine wishing to maintain links with the education system of their country of origin, it is important to ensure that any online and distance learning of Ukrainian educational content, where relevant, is supported by grades and certificates recognised by the Ministry of Education and Science of Ukraine and other relevant bodies in Ukraine and abroad, to avoid the lack of documentation of learning that takes place online or remotely.

Efforts have been made to integrate Ukrainian children by establishing more than 98 EduTech labs in

Moldova¹⁵, allowing students to study the Ukrainian curriculum online in a supervised school environment. This transitional approach allows students to familiarise themselves with the local school environment while maintaining a connection to the Ukrainian education system. EduTech labs are organised and supervised spaces where students have access to Ukrainian digital educational resources and receive psychological and social support to facilitate their further transition into the Moldovan school system.

Of the total number of EduTech labs already established in Moldova, about 70 of which are already functioning, to support the online learning of Ukrainian refugee children, the proposed measures for 2025 and 2026 would include maintaining existing labs, supporting students in formal and non-formal education and establishing a mechanism to monitor their attendance. It should be noted that students in the EduTech labs are not included in school budgets, so funding for school meals and other services is not provided directly by the school and will need to be provided from other sources.

The estimated cost of this initiative is **EUR 390 thousand** (MDL 7.6 million) in 2025 and **EUR 546 thousand** (MDL 10.6 million) in 2026.

Actions necessary for the implementation of this measure:

- Continue to support and monitor students accessing EduTech labs for online learning through the platforms of the Ministry of Education of Ukraine.
- Secure funding for the operation of already established EduTech labs.
- Support Ukrainian online students to take official examinations of the Ministry of Education of Ukraine and to obtain grades and certificates of completion of online remote courses, as appropriate.

In parallel with the work to promote full enrolment, develop a monitoring mechanism in collaboration with the Ukrainian Ministry of Education to ensure that children not enrolled in Moldovan schools are receiving another form of formal education (e.g. online learning based on the Ukrainian curriculum).

9. Communication

Although significant efforts have already been made to work collaboratively with local education departments, schools and CSOs to facilitate and promote the enrolment of Ukrainian children in Moldovan schools, there is still a significant lack of information. Information is not always available locally and rumours and misinformation persist on some issues. Action points:

- Continue information exchange and communication between the MER and LPA education departments, as well as with carers and CSOs on instructions for enrolment of Ukrainian and other refugee children.
- Develop guidelines for schools with Ukrainian children in grades 9 and 12 who are required to take the exams.
- Continue the Back to School/Kindergarten campaign for the 2024/2025 school year, using social media channels and school networks. It should provide specific information for refugee families, including on the benefits of face-to-face education. Engage the Ukrainian parents whose children are already enrolled in Moldovan schools to support the campaign. Adapt and personalise part of the campaign for Roma families.
- Organise meetings with local public authorities and carers in localities with large numbers of refugee children not enrolled in school to discuss the benefits of face-to-face education and to support the enrolment of children in Moldovan schools. Implement information and support activities targeting Roma families.

¹⁵ Education without borders: Children from Moldova and Ukraine will learn together thanks to the EDUTech labs established by UNICEF and the Ministry of Education and Research

- Publish and circulate instructions on enrolment procedures for refugee and non-Ukrainian asylum-seeking children.
- Improve information exchange between the Ministry of Education and Science of Ukraine and the Ministry of Education and Research of Moldova on available opportunities for those wishing to maintain links with the Ukrainian education system and other relevant topics, and circulate the information through relevant networks.
- Continue to disseminate information on higher education opportunities for refugee students, including enrolment procedures, tuition costs, scholarship opportunities, etc.

The estimated cost of this area of intervention is **EUR 165 thousand** (MDL 3.2 million) per year. This cost does not depend on the number of refugee children integrated into Moldovan schools.

MER Roadmap for full integration of refugee children into the education system of Moldova

January 2025 – December 2026

1. Compensate for the additional direct expenses of the national educational network				
Activity	Indicators	Implementation timeline	Cost and source of funding	Other details
1.1. Allocate additional financial resources in the national budget for pre-schools and schools to compensate for the impact of the presence of refugee children in pre-schools and schools in Moldova.	1. Allocations per child in pre-schools and schools in Moldova.	January 2025 – September 2026	The total cost will be determined by the enrolment of refugee children in pre-schools and schools in Moldova. The source of funding for this measure is the state budget and donor funds.	The State Budget Law and local budgets will need to be revised.
2. Implementation of a supplement to finance catch-up programs				
Activity	Indicators	Implementation timeline	Cost and source of funding	Other details
2.1 Revise the school funding formula by adding a coefficient of 0.4 to the equivalent per pupil for each refugee child enrolled.	1. Allocations per child in pre-schools and schools in Moldova.	January 2025 – May 2025	The total cost will be determined by the enrolment of refugee children in pre-schools and schools in Moldova. The source of funding for this measure is donor funding.	This decision depends on the availability of additional funds to integrate refugee children into schools.
2.2 Develop individualised learning plans and additional extra-curricular programs to help refugee pupils achieve academic standards and adapt to the national curriculum. Allocate additional teaching hours and resources to support these individualised learning plans.	1. Number of pupils with individual learning plans. 2. Additional number of hours allocated for extracurricular support.	January 2025 – September 2026	Costs include additional hours for teachers, materials for extracurricular support programs. These costs are covered by the revision of the formula mentioned in paragraph 2.1.	Core subjects and language skills focused on helping refugee children achieve the competencies required for their level of study and integrate socially and academically.

2.3 Provide a full-time program for existing teachers. Assign more hours/tasks to those teachers who do not yet have a full-time program.	1. Number of part-time teachers with a full-time workload	September 2024 – December 2024	The costs are provided for in the revision of the formula referred to in paragraph 2.1.	Due to the shortage of teachers in the country, one solution to meet the additional teaching needs is to maximise the use of existing teachers by providing them with full-time schedules.
2.4 Hire more psychologists to cope with the increasing number of refugee children enrolled.	1. Additional number of psychologists employed 2. Proportion of schools with increased psychological support	January 2025 – May 2025	The costs are provided for in the revision of the formula referred to in paragraph 2.1.	The psychological resources available in schools are often insufficient to meet the existing needs of pupils. Thus, increased enrolment, especially of refugee children who may have trauma from the past, would require additional psychological resources.
2.5 Provide ongoing training for teachers in psychological first aid (PFA) and other relevant topics such as social-emotional learning and bullying prevention, as well as general pedagogical support.	1. Number of teachers trained in PFA	January 2025 – May 2025	Costs would include training expenses (premises, trainer etc.) The costs are provided for in the revision of the formula referred to in paragraph 2.1.	While it is important to ensure that schools have additional trained psychologists, training teachers in basic PFA can help to address the minor psychological needs of refugee students.
2.6 Continue trainings for teachers to support them in the process of integrating refugee children into the education system.	1. Number of teachers trained 2. Number of schools with trained teachers	January 2025 – May 2025	Costs for trainers, venue, consumables, etc. The costs are provided for in the revision of the formula referred to in paragraph 2.1.	Both current and new teachers need ongoing training and support on best practices for supporting refugee children in their classes.
2.7 Provide additional catch-up courses or individualised learning plans to support children in Romanian language classes in Russian language schools.	1. Options for schools to provide additional support for Romanian language learning developed and approved.	January 2025 – May 2025	Costs of additional hours for Romanian language teachers in Russian-language schools. The costs are provided	Pupils who enrol in Russian-language schools but do not know Romanian will require additional support to bring their Romanian

			for in the revision of the formula referred to in paragraph 2.1.	language skills up to grade level. For example, pupils who choose not to take Russian history may benefit from additional Romanian language support during this period, or there may be a requirement that pupils receive a special individualised Romanian language learning plan, etc.
2.8 Organise Ukrainian language courses in schools for Ukrainian children to help them maintain sufficient language skills to facilitate their smooth reintegration into Ukrainian schools upon return. If relevant, provide extracurricular courses in additional subjects that will support future reintegration into the Ukrainian school system.	1. Number of schools providing weekly Ukrainian language courses. 2. Number of Ukrainian language teachers hired to support the provision of Ukrainian language courses.	January 2025 – May 2025	The cost calculation includes the recruitment of additional Ukrainian teachers to teach Ukrainian language courses as well as the organisation of introductory Romanian language courses for teachers of Ukrainian nationality. The costs are provided for in the revision of the formula referred to in paragraph 2.1.	Additional Ukrainian language courses need to be organised in schools with Ukrainian children, especially in the primary grades, to help children maintain a good level of proficiency in their native language. Priority should be given to teachers of Ukrainian nationality. Romanian language courses could also be provided for teachers of Ukrainian nationality, as well as for parents, to support their integration.
2.9 Develop and disseminate a flexibility guide for Ukrainian students who fail the Romanian language exams in grades 9 or 12.	1. Guide developed and	March 2025	The costs are provided for in the revision of the formula referred to in paragraph 2.1.	MER is currently working on identifying ways to support Ukrainian pupils who have failed the Romanian language exams in grades 9 or 12. This guide should be formalised and widely disseminated.
3. Implementation of an accelerated learning program for children without access to education, including Roma children				
Activity	Indicators	Implementation timeline	Cost and source of funding	Other details

<p>3.1. Approve a national accelerated learning and catch-up program for out-of-school children who do not have access to education or for children with gaps in education, including Roma refugee children. It would include:</p> <p>a. Hiring a consultant to develop the content of the accelerated learning and catch-up program.</p> <p>b. Recruitment and training of teachers to teach the program content.</p> <p>c. Testing the program in a selected number of schools where refugee and Roma children are enrolled or wish to enrol.</p> <p>Developing a national plan to introduce the program in all schools.</p>	<p>1. National accelerated learning and catch-up program developed and approved by MER.</p> <p>2. Number of teachers hired.</p> <p>3. Number of teachers trained to teach accelerated learning and catch-up programs.</p> <p>4. Number of schools piloting the programs.</p>	<p>January 2025 – September 2025</p>	<p>Total costs would include:</p> <ul style="list-style-type: none"> – Consultant costs – Costs of hiring teachers for these programs – Costs of training teachers for the new programs – Costs of the pilot phase – Costs of implementing the programs at the national level after the pilot phase. <p>The source of funding for this measure is donor funding.</p>	<p>A nationally accredited accelerated learning program is vital to ensure that students with no prior learning experience are prepared to enter the formal education system. Catch-up programs are essential to support children in specially designed classes to give them additional support in specific school subjects (not just foreign languages), to understand basic concepts or catch up with peers in terms of academic progress, and to support children moving from one grade to another.</p>

4. Support for children with special educational needs

Activity	Indicators	Implementation timeline	Cost and source of funding	Other details
<p>4.1 Ensure that refugee children with special educational needs have the same access to services as Moldovan children. Specialised educational services for children with special educational needs are provided through resource centres for inclusive education in schools and territorial psycho-pedagogical support services (PASs). Provide assistive technologies for children with special educational needs.</p>	<p>1. Number of refugee children with special needs supported to access educational services.</p> <p>2. Number of assistive devices provided to children with special educational needs.</p>	<p>January 2025 – May 2025</p>	<p>Costs would include assessment of all refugee children with special needs and individualised support to ensure their educational inclusion. Source of funding: donor funds.</p>	<p>While efforts are already underway to ensure that refugee children with special educational needs have access to educational services, it is necessary to continue these efforts to ensure continued access at the same level as for children from the Republic of Moldova.</p>

5. Educational integration program in Romanian language schools				
Activity	Indicators	Implementation timeline	Cost and source of funding	Other details
5.1. Develop a regulatory framework for the implementation of the educational integration program in Romanian language schools	Regulatory framework and regulation developed	July 2025	State budget	It is necessary to approve a Regulation on the functioning of the educational integration program in Romanian language schools
5.2. Train teachers to teach Romanian language and use specific methods for refugee children.	Number of teachers trained to teach refugee students.	August 2025	State budget and development partners	Sharing experiences and continuous training is necessary.
5.3. Organise preparatory classes	Number of classes organised and number of students enrolled.	September 2025	8.5 million MDL (438 thousand EUR) for 38 classes in 19 schools in 2025-2026	Establish and organise 38 preparatory classes in 19 schools for 2025-2026, with up to 15 students in each class.
5.4. Provide instructional resources	Quantity and types of distributed instructional materials.	September 2025	State budget and development partners	Develop and distribute instructional materials, including textbooks, audiovisual resources and digital learning platforms.
5.5. Monitor and evaluate student progress	Pupil progress monitoring quarterly reports.	Quarterly starting December 2025	State budget and development partners	Conduct periodic evaluation and adjust the program according
6. Non-formal education and extracurricular activities				
Activity	Indicators	Implementation timeline	Cost and source of funding	Other details

<p>6.1 Support schools in extending non-formal extracurricular educational activities</p>	<p>1. % of schools with extended or additional extracurricular activities</p>	<p>starting January 2025</p>	<p>Staff costs for activity guidance/supervision; costs for materials/equipment/sports uniforms, etc.; transport; Ukrainian support staff to assist with activities Source of funding: donor funds.</p>	<p>The additional extra-curricular opportunities created, including a wider range of activities, will give refugee children more chances to engage, interact with their Moldovan peers and feel part of the school.</p>
<p>6.2 Support schools and pre-schools in expanding social cohesion activities and cultural events to bring Moldovan and refugee children together.</p>	<p>1. % of schools with extended or additional social and/or cultural cohesion activities</p>	<p>starting January 2025</p>	<p>Costs of staff facilitating/supervising activities; costs of materials/consumables/traditional costumes/excursions, etc. Source of funding: donor funds.</p>	<p>Increased opportunities for social cohesion activities are important to ensure that refugee children feel welcomed and included in the school environment. Additional cultural activities that celebrate all the cultures present in the school are also essential for making all students feel welcome and to help them better understand the diverse cultures from which their peers come.</p>

6.3 Create or expand peer support programs/networks to support new student enrolment.	1. % of schools with peer support programs	starting January 2025	Costs of staff launching and supervising the program; costs of program activities Source of financing: donor funds.	Peer mentoring programs or “ambassadors” appointed to welcome new students can be useful to help new students feel welcome, learn about their new school and make friends. The project could start with pilot schools and then expand.
6.4 Monitor refugee pupils’ attendance at school to prevent dropout.	1. % of refugee students who completed the school year.	starting January 2025	Costs of staff time for monitoring and reporting activities Source of funding: donor funds.	It is essential not only to ensure that refugee children are enrolled in schools, but also to prevent them from dropping out of school.

7. School infrastructure

Activity	Indicator	Implementation timeline	Costs	Other details
7.1 Carry out minor rehabilitation works in schools and pre-schools, as appropriate.	1. Number of schools attended by refugee children supported through minor infrastructure improvements. 2. Number of rehabilitated schools attended by refugee children.	starting January 2025	Costs would include rehabilitation, plumbing, etc. Source of funding: donor funds.	Based on new funding mechanisms identified and approved for schools with refugee children, they will be able to receive direct financial support to facilitate the enrolment of new refugee children.
7.2 Provide the necessary furniture and equipment to support the enrolment of more Ukrainian children.	1. Number of schools provided with additional furniture and equipment.	starting January 2025	Costs would include furniture, ICT equipment, etc. Source of funding: donor funds.	Schools will be able to receive direct financial support to facilitate the enrolment of new refugee children.

8. Online learning in schools				
Activity	Indicator	Implementation timeline	Costs	Other details
8.1 Continue to support and monitor students accessing EduTech labs for online learning through the platforms of the Ministry of Education of Ukraine.	<p>1. Number of teachers/facilitators assigned to supervise and manage labs.</p> <p>2. Number of children using EduTech labs for online learning.</p>	January 2025 (after partners vacate premises)	The costs would cover the support needed for the operation of the EduTech labs. Source of funding: donor funds.	98 EduTech labs have been established in schools across Moldova. The partners will continue to support schools and the MER in managing these spaces to ensure access to online learning for the Ukrainian students who wish to connect to Ukrainian learning platforms, as well as to participate in non-formal extracurricular educational activities. The spaces will be handed over to the MER, after which the partners will phase out their management.
8.3 Support Ukrainian online students to take official examinations of the Ministry of Education of Ukraine and to obtain grades and certificates of completion of online remote courses, as appropriate.	1. Number of Ukrainian 12th grade students taking Ukrainian official exams in Moldova.	June 2025	The cost calculation would include preparing examination rooms, additional payments to teachers for invigilating exams, and so forth, with funding sourced from donor contributions.	MER is currently collaborating with the MES of Ukraine to support Ukrainian pupils studying online to take their Grade 12 exams also online, with Moldova overseeing the exams.
8.4 In parallel with the work to promote full enrolment, develop a monitoring mechanism in collaboration with the Ukrainian Ministry of Education to ensure that children not enrolled in Moldovan schools are receiving another form of formal education (e.g. online learning based on the	<p>1. Monitoring mechanism developed</p> <p>2. Monthly statistics shared with relevant partners on the number of children studying the Ukrainian curriculum online</p>	January 2025 – December 2025	Costing would include the development of a mechanism as well as staffing costs for ongoing monitoring.	It is necessary to know the educational situation of all students living in Moldova, both to monitor their access to education and to guide the necessary interventions to support their enrolment in

			Source of funding:donor funds.	
9. Communication				
Activity	Indicator	Implementation timeline	Costs	Other details
9.1 Continue information exchange and communication between the MER and LPA education departments, as well as with carers and CSOs on instructions for enrolment of Ukrainian and other refugee children.	1. The MER webpage is updated <i>monthly</i> with all relevant information and news related to the enrolment and education of Ukrainian children in Moldovan schools and pre-schools. 2. Number of posters, billboards, community meetings, social media broadcasts, etc. 3. Frequency of communication with local authorities about refugee children.	permanently	Costs will include staff time to share updates as well as developing communication materials	Updates to the MER website to include links to Greenline, Dopomoga, UNHCR help page, etc.
9.2 Develop guidelines for schools with Ukrainian children in grades 9 and 12 who are required to take the exams.	1. A guide developed and distributed to all education departments and then to all schools.	May 2025 – January 2025	Source of funding:donor funds.	The guide should provide information to schools about Ukrainian students taking examinations in grades 9 and 12, including Romanian language, and the options to support them in either progressing to the next grade (in the case of 9th graders) or obtaining a graduation diploma (for 12th graders).

<p>9.3 Continue the Back to School/Kindergarten campaign for the 2024/2025 school year, using social media channels and school networks. It should provide specific information for refugee families, including on the benefits of face-to-face education. Engage the Ukrainian parents whose children are already enrolled in Moldovan schools to support the campaign. Adapt and personalise part of the campaign for Roma families.</p>	<ol style="list-style-type: none"> 1. Number of key messages developed. 2. Number of people reached with online messages. 3. Number of campaign materials/initiatives targeting Roma families. 	<p>July 2024 – October 2024</p>	<p>Depending on the available budget. Source of funding: donor funds.</p>	<p>UNICEF, together with the partners of the Refugee Integration Working Group, is coordinating the Back to School campaign with technical support from the MER.</p>
<p>9.4 Organise meetings with local public authorities and carers in localities with large numbers of refugee children not enrolled in school to discuss the benefits of face-to-face education and to support the enrolment of children in Moldovan schools. Implement information and support activities targeting Roma families.</p>	<ol style="list-style-type: none"> 1. Number of sessions conducted by MER in different locations. 2. Number of carers who attended the sessions. 3. Number of sessions held for Roma carers. 4. Additional number of refugee children enrolled in Moldovan schools 	<p>starting July 2024</p>	<p>Costing should be based on the number of visits/sessions scheduled in the coming months. Source of funding: donor funds.</p>	<p>Temporary Protection data can be compared with MER data on the number of children enrolled in the education system to identify localities that should be targeted for this activity.</p>
<p>9.5 Publish and circulate instructions on enrolment procedures for refugee and non-Ukrainian asylum-seeking children.</p>	<ol style="list-style-type: none"> 1. Instruction developed and approved by the MER. 2. The Instruction was translated and published on the MER website and distributed to all education departments in all districts. 3. Number of information sessions organised for carers. 	<p>July 2025 – January 2025</p>	<p>Translation costs Source of funding: donor funds.</p>	<p>The Instruction should also be shared with GIM and other relevant institutions/agencies/or organisations working with non-Ukrainian refugees/asylum seekers, as well as with CSOs and carers.</p>

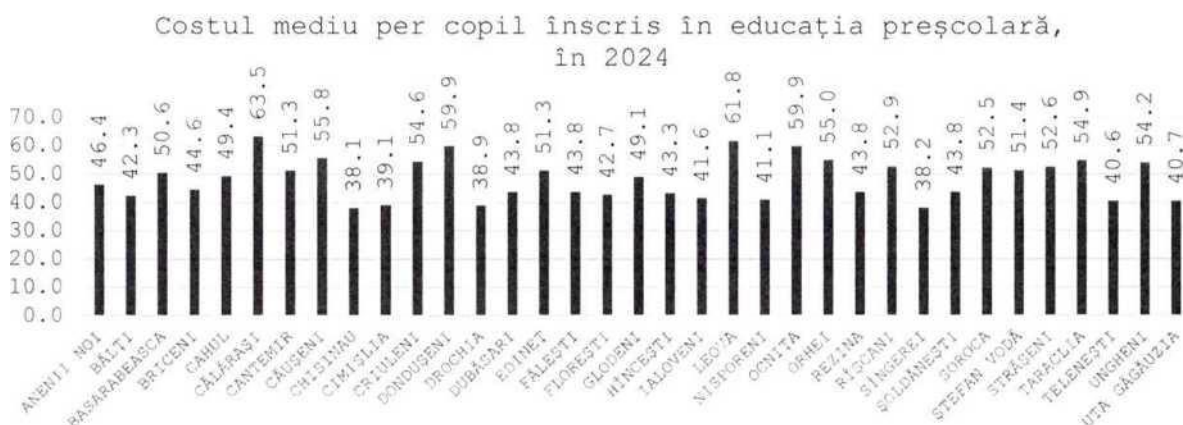
<p>9.6 Improve information exchange between the Ministry of Education and Science of Ukraine and the Ministry of Education and Research of Moldova on available opportunities for those wishing to maintain links with the education system and other relevant topics, and circulate the information through relevant networks.</p>	<p>1. Official communication accomplished, including either: Press release or official MER statement on information exchange between the Ministry of Education Ukraine and the Ministry of Education and Research of Moldova</p>	<p>January 2025</p>	<p>Translation costs Source of funding: donor funds.</p>	<p>Clear, publicly accessible communication available in English, Romanian, Russian and Ukrainian is needed.</p>
<p>9.7 Continue to disseminate information on higher education opportunities for refugee students, including enrolment procedures, tuition costs, scholarship opportunities, etc.</p>	<p>1. Information published on the MoE website in relevant languages, as well as on social media and other channels accessible to young people. 2. Number of information sessions held in the community to disseminate information on higher</p>	<p>June 2024 – August 2024</p>	<p>Translation costs; costs of community information sessions Source of funding: donor funds.</p>	<p>Information on higher education opportunities should be disseminated through channels accessible to young people and in languages understood by refugee students. Further development of the FAQ section could be useful.</p>

Annex: Detailed explanation of costs

1. Compensate for the additional direct expenses of the national educational network

A. Preschool education

The estimated cost of enrolling a child in preschool education is based on actual expenditures per child in preschool institutions from Moldova, according to the 2024 data presented below by region. However, as enrolling refugee children does not increase fixed costs, only the impact on variable costs of preschools, which account for 33% of total costs, was considered, as analysed in a study commissioned by UNICEF in the 2024 impact assessment. Thus, the weighted average cost per child for 2024 was estimated at MDL 14.39 thousand per year.



Estimates for 2025 and 2026 based on the target number of children as well as the integration of all refugee children into preschools are presented below:

Year	Target number of children	Increase in unit cost (inflation)	Cost per child in thousand MDL	Total costs in million MDL	Total costs in million EUR (exchange rate 1 EUR = 19.5 MDL)
2025 target: 25%	2375	5%	15.11	35.9	1.8
2026 target: 50%	4750	5%	15.87	75.4	3.9
target: 100%	9500		15.87	150.8	7.7

B. School Education

The estimated cost of educating a child in the school system is based on the existing school funding formula, according to which we calculated the amount of funds needed in the overall package to maintain the same allocation per child in the system.

Thus, for each of the years 2025 and 2026, depending on the number of children expected to be enrolled in Moldovan schools and for the scenario in which all refugee children are integrated, we estimated the total compensation costs:

Year	Target number of children	Weighted number of children according to existing coefficients	Weighted cost per child (with an inflation of 5%), in thousand MDL	Total cost in MDL, in million MDL	Total costs in million EUR (exchange rate 1 EUR = 19.5 MDL)
Target for 2025:	3875	3573	19.97	71.3	3.7
Target for 2026:	7750	7146	20.97	149.8	7.7
target: 100%	15500	14291	20.97	299.7	15.4

In addition to the impact of integrating refugee children into schools on the general education funding formula, there will be an additional impact on child meal costs. The calculation of this impact is summarised in the table below:

Year	Estimated target number of children in grades 1-9	Cost per child, in thousand MDL	Total costs in million MDL	Total cost, in million EUR (exchange rate 1 EUR = 19.5 MDL)
Target for 2025: 25%	3488	2.9	10.11	0.5
Target for 2026: 50%	6975	3.1	21.62	1.1
target: 100%	13950	3.1	43.25	2.2

The cost amounts to compensate for the additional direct expenses of the national educational network are summarised in the table below:

Year	Preschool education	General education – funding formula	General education – meals for children in grades 1-9	Total
Target for 2025: 25%	35.9 million MDL 1.8 million EUR	71.3 million MDL 3.7 million EUR	10.1 million MDL 0.5 million EUR	117.4 million MDL 6 million EUR
Target for 2026: 50%	75.4 million MDL 3.9 million EUR	149.8 million MDL 7.7 million EUR	21.6 million MDL 1.1 million EUR	246.9 million MDL 12.7 million EUR
target: 100%	150.8 million MDL 7.7 million EUR	299.7 million MDL 15.4 million EUR	43.25 million MDL 2.2 million EUR	493.7 million MDL 25.3 million EUR

2. Implementation of a supplement to finance catch-up programs

In order to implement catch-up programs, it is necessary to increase the equivalent per child coefficient used in budget allocation. Given the additional hours needed, it is estimated that additional funding of 0.25 per-child equivalent for each refugee child integrated in school is required.

The cost of the measure is the difference between the total additional costs associated with the presence of refugee children calculated based on an increased equivalence coefficient for children and the additional costs associated with the presence of refugee children without an increased equivalence coefficient for children.

Year	Target number of children	Weighted number of children with increased equivalence coefficient (+0.25)	Weighted cost per child (with an inflation of 5%), in thousand MDL	Total additional costs in millions of MDL	Costs Total additional costs in millions of EUR (exchange rate 1 EUR = 19.5 MDL)
2025 target: 25%	3875	4542	19.97	19.3	0.99
2026 target: 50%	7750	9083	20.97	40.6	2.08
target: 100%	15500	18166	20.97	81.3	4.17

3. Implementation of an accelerated learning program for children without access to education, including Roma children

The costs of the ALP were calculated to cover curriculum development, teacher recruitment and training, program implementation and materials costs over the two-year launch period from 2025 (200 children) to 2026 (500 children). A budget was also calculated to reach 1,000 children, which is the maximum if all refugee children are integrated into Moldovan schools.

Detailed costs are presented in the table below:

Year	Description	MDL (thousands)	EUR (thousands)
2025	Curriculum development and teacher training	300	15
	Recruitment of teachers (20 teachers at MDL 200,000 each)	1600	82
	Implementation and materials	1500	77
	Total for 2025	3400	174
2026	Curriculum expansion and teacher training	500	26
	Recruitment of teachers (40 teachers at MDL 220,000 each)	4400	226
	Implementation and materials	3000	154
	Total for 2026	7900	405
Target: 1,000 children if all refugee children are integrated into schools	Curriculum expansion and teacher training	750	38
	Recruitment of teachers (40 teachers at MDL 220,000 each)	8800	451
	Implementation and materials	3000	154
	Total for 2026	12550	644

Curriculum development costs include hiring a consultant to create a curriculum dedicated to the ALP program, ensuring that the content meets the needs of Roma refugee children who have not previously had access to education. This phase includes creating materials, testing the effectiveness of the curriculum, and making initial adjustments based on pilot feedback.

To achieve a ratio of 1 teacher per 25 pupils, 8 teacher units will be needed in 2025 and 20 teacher units in 2026, i.e. 40 teacher units to integrate 1,000 children without access to education, including Roma children. The recruitment costs cover the hiring process, salaries and comprehensive training for the implementation of the specialised curriculum. The annual salary of each teacher is estimated at MDL 200,000 in 2025 and MDL 220,000 in 2026.

4. Support for children with special educational needs

The integration of children with special educational needs (SEN) among refugee students attending Moldovan schools requires a specific approach to ensure that they receive adequate educational support.

Based on an estimated prevalence rate of 5% of children with SEN in the school-age population, it is expected that approximately 313 children will need support in 2025, rising to 625 in 2026. It is estimated that the total number of children with SEN among the school-age refugee population will be around 1,250.

The recruitment of specialised teachers and support staff is a critical element in supporting children with SEN. To maintain a 1:10 ratio for children with SEN, it is estimated that 31 teachers will need to be recruited in 2025 and 63 in 2026. Each teacher will cost MDL 200,000 per year in 2025 and MDL 220,000 per year in 2026, with total projected staff costs of MDL 6.25 million in 2025 and MDL 13.75 million in 2026.

In addition, to ensure that students with special educational needs have access to a conducive learning environment, the necessary equipment and assistive technology is required. This includes adaptive furniture, communication devices and other necessary resources, the cost of which is estimated at MDL 1.5 thousand for each child with SEN. The cost of equipment is estimated at MDL 469 thousand in 2025 and MDL 938 thousand in 2026. This amount would increase to MDL 1.9 million for the integration of all refugee children into schools.

The resource centres in schools will further support pupils with SEN by providing dedicated spaces equipped with specialised tools. The initial infrastructure and maintenance of these centres will require MDL 1.5 million (EUR 77,000) in 2025. As the program expands, additional funds of MDL 2 million (equivalent to EUR 103 thousand) will be allocated in 2026 to develop and support these centres to accommodate the growing number of children with SEN.

The table below summarises the estimated costs of implementing support for SEN for refugee children in Moldovan schools over two years, as well as for the scenario of integrating all refugee children:

Year	Description	MDL	EUR (thousands)
2025 (313 children with SEN)	Teachers and specialised support staff	6250	320.5
	Equipment and assistive technology	469	24.0
	Creating and maintaining resource centres	1500	76.9
	Total for 2025	8219	421
2026 (625 children with SEN)	Teachers and specialised support staff	13750	705.1
	Equipment and assistive technology	938	48.1
	Expansion and maintenance of resource centres	2000	102.6
	Total for 2026	16688	856
Target: integration of all refugee children into schools (1,250 children with SEN)	Teachers and specialised support staff	27500	1410.3
	Equipment and assistive technology	1875	96.2
	Expansion and maintenance of resource centres	2000	102.6
	Total	31375	1609

5. Educational integration program in Romanian language schools

The proposed funding mechanism is due to the fact that the number of refugee pupils who will be enrolled in these classes is difficult to estimate. Under these circumstances, it is necessary to fully fund the classes created under the educational integration program in Romanian language schools.

Thus, funding should be made for each educational integration class, based on a norm of 15 children per class and an average cost equivalent to 75% of the standard cost per child. These costs were estimated based on the proposed program of 20 hours per week, which is approximately 75% of the curriculum framework for grades 3-9.

Based on these considerations, the estimated cost of the program is presented in the table below:

	Description	Standard cost per pupil, MDL	Total cost per school, MDL (thousands)	Total program cost, MDL (thousands)	Total program cost, EUR (thousands)
2025	38 classes in 19 schools	19.97	449	8537	438

	(in 15 districts, 1 in Balți, 3 in Chișinău)				
2026	50 classes in 25 schools (in 20 districts, 1 in Balți, 4 in Chișinău)	20.97	479	11796	605

Note: children in these classes will not be counted in the general school funding formula.

6. Non-formal education and extracurricular activities

A phased approach to this initiative will begin in 2025 and will target 46 schools that have integrated at least 10 refugee children by July 2024. This initial focus will allow resources to be directed to the schools with the largest refugee populations and meet the immediate need for inclusion support. In 2026, the program could be expanded to 73 schools (with at least 5 refugee children integrated in 2024).

The budget of MDL 250,000 per school is indicative and was determined by estimating the costs required for non-formal educational activities that support social interaction, develop language skills and engage students in various extracurricular programs:

Category	Specific use	Allocation (thousands MDL)
Non-formal and extracurricular activities	Facilitators and trainers	80
	Excursions and extracurricular events	25
	Total	105
Social cohesion events and cultural days	Event consumables (decorations, food)	40
	Workshops and cultural events	20
	Special guests and performers	20
	Total	80

Classroom resources and language support	Bilingual and visual learning materials	40
	Consumables that promote cultural inclusion in the classroom	15
	Educational apps and programs	10
	Total	65
Total per school		250

The total funding required for this initiative is summarised in the table below:

Year	Number of schools	Budget per school (thousand MDL)	Total budget in thousand MDL	Total budget in thousand EUR
2025	46	250	11,500	590
2026	73	250	18,250	936

7. School infrastructure

In order to meet the infrastructure needs of Moldovan schools hosting refugee students, we estimated the amount of funding needed to carry out minor rehabilitation works, purchase furniture and modernise equipment. Based on the distribution of refugee pupils, we estimated that 73 schools (schools with at least 5 refugee children enrolled by July 2024) would benefit from targeted support over the next two years.

A phased approach was used to calculate the costs:

- Phase 1 (2025): Support is provided to 37 schools, representing half of all identified schools. This initial phase focuses on schools with the greatest infrastructure needs and schools with the largest number of refugee students.
- Phase 2 (2026): The remaining 36 schools receive funding to allow for systematic infrastructure improvements as part of the expanded inclusion initiative.

Following a needs assessment, an indicative budget of MDL 500,000 has been set for each school. This allocation is based on specific needs identified in three main areas: minor rehabilitation, classroom furniture and essential classroom equipment. The following details how this budget was calculated and how it can be spent to maximise the impact on school infrastructure.

Category	Specific use	Funding from extra-budgetary sources (thousand MDL)
Minor rehabilitation	Major rehabilitation (painting, roof repair, windows/doors repair)	250
	Sanitation improvements (toilets, sinks, plumbing)	50
	Partial total	300
Classroom furniture	Desks and chairs for classrooms	100
	Additional storage units (cupboards, shelving)	50
	Partial total	150
Basic classroom equipment	Whiteboards, projectors and other instructional aids	50
Total per school		500

With each school receiving an average of MDL 500,000, the total budget for each stage of the initiative is as follows:

Year	Number of schools	Budget per school (thousand MDL)	Total budget (thousand MDL)	Total budget (thousand EUR)
2025	37	500	18,500	949
2026	36	500	18,000	923

8. Online learning in schools

With over 98 EduTech labs already established in Moldova to support Ukrainian refugee students, the initiative proposes to maintain funding for management, coordination and maintenance in the coming years. However, although more than 98 labs have been established in partnership with various organisations, the number of fully operational labs is currently around 70.

According to UNICEF, the maintenance costs of all existing laboratories are estimated at MDL 152 thousand per laboratory per year. This maintenance budget covers staff costs, essential repairs, software upgrades and technical support, thus ensuring that each laboratory is functional and has the necessary equipment to meet the needs of students.

In 2025, UNICEF will continue to cover the costs of approximately 20 laboratories. Thus, the estimated funding requirement for 2025, based on the maintenance of 50 laboratories, is:
 $50 \text{ laboratories} \times \text{MDL } 152 \text{ thousand} = \text{MDL } 7.6 \text{ million (EUR } 390 \text{ thousand)}$.

By 2026, all 70 laboratories will have to be fully financed by schools. The estimated maintenance costs for that year are:
 $70 \text{ laboratories} \times \text{MDL } 152 \text{ thousand} = \text{MDL } 10.6 \text{ million (EUR } 543 \text{ thousand)}$.

9. Communication

It is estimated that about MDL 3.2 million (EUR 165 thousand) per year is needed to improve communication and provide Ukrainian families with specific information on school enrolment in Moldova.

The first key action is the coordination of information exchange between the Ministry of Education and Research, local authorities and community organisations, at an estimated cost of MDL 600 thousand per year. This involves developing and distributing information materials and organising coordination meetings.

In addition, a back-to-school campaign is needed, as well as targeted information and support efforts focused on Ukrainian and Roma families, with a budget of MDL 1.2 million per year (EUR 62 thousand). This will include social media campaigns, printed materials and community information events, all aimed at encouraging face-to-face school attendance and emphasising the benefits of formal education.

To encourage school attendance and address cultural aspects, meetings will be organised with local public authorities and community carers, especially from areas with high needs, for which MDL 500,000 per year will be spent. In addition, the Ministry of Education and Research will be provided with technical assistance for communication, at an estimated cost of MDL 470 thousand per year.

The annual costs of the various action points are presented in the table below:

Action	MDL (thousands)	EUR (thousands)
Coordinated sharing of information	600	31
Campaign and information activities to support return to school.	1,200	62
Community engagement meetings	500	26
Technical assistance to the Ministry of Education and Research	470	24
Total estimated cost	2,770	143