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# MODELS OF INTERSTATE COOPERATION IN SCHOOL EDUCATION OF CHILDREN FROM UKRAINE: THE CASES OF GERMANY AND SWITZERLAND

**Daria Voronina-Pryhodii**

Scientific Officer of the Comparative Pedagogy Department of the Institute of Pedagogy of the National Academy of Educational Sciences of Ukraine, <https://orcid.org/0000-0003-0545-1727>, e-mail: [voronina.pryhodii@gmail.com](mailto:voronina.pryhodii@gmail.com)

## Abstract

**Relevance.** The article presents a comparative study of models of interstate cooperation in the school education of children displaced from Ukraine by the full-scale armed aggression against Ukraine, based on the cases of Germany and Switzerland. Its relevance stems from the extension of temporary protection in the EU until 4 March 2028, which moves the issue from emergency response into long-term policy planning and sharpens the question of how durable existing forms of cooperation are.

**Purpose.** The aim is to develop and test a typology of models of interstate cooperation in the school education of children from Ukraine and, on this basis, to identify the structural features of the cooperation of Germany and Switzerland with Ukraine.

**Methods.** The leading method is comparative analysis through description, juxtaposition, explanation and generalisation; the main procedure is document content analysis of 32 sources (2001–2026) in four languages – EU acts, Ukraine–Germany bilateral instruments, Ukrainian and Swiss regulatory acts, and statistical data. A two-dimensional typology is proposed, combining the orientation of support (host system versus system of origin) with the degree of institutionalisation, operationalised through a five-criterion scale derived from the concept of legalization; four models are distinguished – integration-treaty, integration-project, support-project and support-treaty – and fourteen forms of cooperation are coded on a single scale.

**Results.** An asymmetry in the cooperation architecture is established: the support-treaty segment is filled almost exclusively by unilateral Ukrainian acts (the procedure for recognising learning outcomes obtained abroad; the verification of educational centres abroad), whereas partner states operate in it only through project-and-grant instruments; the German profile is concentrated in the integration-oriented quadrants with a high degree of institutionalisation, the Swiss one in the support-project quadrant.

**Conclusions.** The asymmetry is interpreted as path dependence, and a hypothesis of asynchronous withdrawal of support after temporary protection ends is advanced; removing it requires extending the treaty form to the support orientation and settling the recognition of Ukrainian teachers' qualifications. The findings are of value for education authorities and researchers assessing the sustainability of interstate cooperation on the education of displaced children.

**Keywords:** interstate cooperation in education; temporary protection; institutionalisation; legalization; integration policy; displaced children; children from Ukraine; comparative education.

**Introduction.** The education of children who were forced to leave Ukraine as a result of the full-scale armed aggression against Ukraine is losing the character of an emergency situation and is acquiring the character of a long-term task of education policy: by Council Implementing Decision (EU) 2026/1912, the regime of temporary protection has been extended until 4 March 2028 (Council of the European Union, 2026). This brings to the fore the question of whether the existing forms of interstate cooperation can withstand the transition from humanitarian response to sustainable policy – a question not about the volume of support, but about its structure. Germany and Switzerland belong to the German-speaking educational area, administer school education in a decentralised manner, and have accepted significant cohorts of children from Ukraine, yet their cooperation profiles differ.

The problem addressed by the article lies in the gap between the volume of forms of cooperation and the unevenness of their institutional consolidation: existing accounts are constructed as an inventory of areas of activity and do not show which segments of the cooperation structure are secured by obligations of long-term duration and which rest on project funding.

The urgency of the problem is determined by two circumstances. A considerable proportion of children are engaged in parallel schooling: about half of Ukrainian pupils aged 7–17 in Germany attend a German school while also studying in the Ukrainian distance-learning system, while at the EU scale the share of such pupils reaches 60% (European Parliamentary Research Service, 2025, p. 4). At the same time, the Council of the EU has adopted a recommendation on a coordinated exit from the temporary protection regime (Council of the European Union, 2025b), so the question of which forms of cooperation will survive its termination has acquired practical significance.

**Literature Review.** The theoretical foundation is laid by studies of European educational integration: O. Lokshyna (2025, p. 18) shows that integration into the EU unfolds predominantly through instruments of “soft power”,

yet on the basis of concrete indicators and defined timelines for achieving them (Lokshyna et al., 2022, 2025; Voronina-Pryhodii, 2024).

The second axis of the typology draws on the concept of legalization (Abbott et al., 2000), which describes the institutionalisation of arrangements as a continuum along the dimensions of obligation, precision and delegation; K. Abbott and D. Snidal (2000) explain states’ preference for soft legalization, while M. Debre and H. Dijkstra (2021) confirm the link between the degree of institutionalisation and the longevity of international arrangements.

The empirical base is formed by OECD studies (OECD, 2023a, 2023b, 2023c), the Eurydice review (European Commission/EACEA/Eurydice, 2024), the briefing of the European Parliamentary Research Service (2025), and German-language studies of the course of integration (Chabursky et al., 2024; Catani et al., 2023; Huber et al., 2023). The legal form in which measures are secured has so far remained outside researchers’ attention.

**Research Aim.** The aim of the article is to develop and test a typology of models of interstate cooperation in the school education of children from Ukraine and, on this basis, to identify the structural features of the cooperation of Germany and Switzerland with Ukraine.

**Objectives:** to substantiate the criteria of the typology and operationalise the degree of institutionalisation; to compare the German and Swiss lines of cooperation; to determine the place of the Ukrainian side’s reciprocal mechanisms; and to identify the structural features of the cooperation architecture.

**Methodology.** The leading method is comparative analysis, applied in the four-stage logic substantiated by M. Pryhodii (2015, p. 293): description, juxtaposition, explanation of differences with regard to context, and generalisation. Germany and Switzerland were selected for comparison as being similar in their main system characteristics; their juxtaposition is used to reveal differences in models of cooperation rather than to establish causal relationships.

The main procedure is document content analysis: the source corpus comprises 32 documents

from 2001–2026 in four languages – EU acts, bilateral agreements between Ukraine and the FRG, orders of the Ministry of Education and Science and resolutions of the Cabinet of Ministers of Ukraine, decisions of the KMK, the EDK and the Federal Commission on

Migration (EKM), materials of the Länder and cantons, documentation of the Swiss Agency for Development and Cooperation (SDC), and statistical data (Table 1). A limitation of the study is the uneven availability of data.

*Table 1*

### Corpus of Analysed Documents

| No. | Source                                                                                                                                                                                                                                                                                                 | Document Type                 | What Is Examined                                                                                                                                          |
|-----|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1   | Verkhovna Rada Ukrainy, 2025*                                                                                                                                                                                                                                                                          | Bilateral agreement (MES–FRG) | Agreement of 11 Nov. 2025 between the Ministry of Education and Science of Ukraine and the German authorities; interagency-level integration-treaty model |
| 2   | Kabinet Ministriv Ukrainy, 2024*                                                                                                                                                                                                                                                                       | Bilateral agreement (CMU–FRG) | Agreement of 23 Oct. 2024 between the Cabinet of Ministers of Ukraine and the Government of the FRG; intergovernmental level, higher degree of obligation |
| 3   | Kabinet Ministriv Ukrainy, 2025a. <a href="https://www.kmu.gov.ua/news/nimechchy-na-dopomozhe-400-000-ditiam-v-ukraini-prodovzhyty-navchannia-v-zymovyi-period">https://www.kmu.gov.ua/news/nimechchy-na-dopomozhe-400-000-ditiam-v-ukraini-prodovzhyty-navchannia-v-zymovyi-period</a> [in Ukrainian] | Government press release      | Support for the schooling of about 400,000 children inside Ukraine; a one-off support-project model                                                       |
| 4   | Kabinet Ministriv Ukrainy, 2025b*                                                                                                                                                                                                                                                                      | Cabinet resolution No. 734    | Procedure for recognising learning outcomes obtained abroad                                                                                               |
| 5   | Ministerstvo osvity i nauky Ukrainy, 2023. <a href="https://osvita.ua/legislation/Ser_osv/89850/">https://osvita.ua/legislation/Ser_osv/89850/</a> [in Ukrainian]                                                                                                                                      | MES order                     | Model educational programme for children who left Ukraine; basis of the Ukrainian-studies component                                                       |
| 6   | Ministerstvo osvity i nauky Ukrainy, 2024*                                                                                                                                                                                                                                                             | MES order                     | Procedure for obtaining general secondary education under martial law                                                                                     |
| 7   | Ministerstvo osvity i nauky Ukrainy, 2025. <a href="https://mon.gov.ua/news/pershi-55-ukrainskykh-subotnikh-i-nedilnykh-shkil-za-kordonom-proishly-veryfikatsiiu">https://mon.gov.ua/news/pershi-55-ukrainskykh-subotnikh-i-nedilnykh-shkil-za-kordonom-proishly-veryfikatsiiu</a> [in Ukrainian]      | MES press release             | Verification of 55 Saturday/Sunday schools in 22 countries (as of 12 Dec. 2025)                                                                           |
| 8   | Sluzhba osvitnoho ombudsmena Ukrainy, 2023. <a href="https://eo.gov.ua/ukrainski-shkoly-za-kordonom-potrebut-systemnoi-derzhavnoi-pidtrymky/2023/03/22/">https://eo.gov.ua/ukrainski-shkoly-za-kordonom-potrebut-systemnoi-derzhavnoi-pidtrymky/2023/03/22/</a> [in Ukrainian]                         | Analytical report             | Problems of Ukrainian schools abroad and proposals for systemic support                                                                                   |
| 9   | Derzhavnyi litsei “Mizhnarodna ukrainska shkola”, n.d. <a href="https://uis.org.ua/">https://uis.org.ua/</a> [in Ukrainian]                                                                                                                                                                            | Institutional website         | Network centre for foreign centres of Ukrainian schooling                                                                                                 |
| 10  | Council of the European Union, 2001*                                                                                                                                                                                                                                                                   | EU Directive 2001/55/EC       | Legal basis of temporary protection (supranational level)                                                                                                 |
| 11  | Council of the European Union, 2016*                                                                                                                                                                                                                                                                   | EU Directive 2016/801         | Educational-orientation criterion for exit from temporary protection                                                                                      |

|    |                                                                                                                                                                                                                                                                                                                                                                         |                                                 |                                                                                                                           |
|----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------|
| 12 | Council of the European Union, 2022*                                                                                                                                                                                                                                                                                                                                    | EU Implementing Decision 2022/382               | Activation of temporary protection for Ukraine; equal-footing school-enrolment guarantee                                  |
| 13 | Council of the European Union, 2024. <a href="https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32024D1836">https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32024D1836</a> [in English]                                                                                                                                                               | EU Implementing Decision 2024/1836              | First of three successive extensions of temporary protection                                                              |
| 14 | Council of the European Union, 2025a                                                                                                                                                                                                                                                                                                                                    | EU Implementing Decision 2025/1460              | Second extension of temporary protection                                                                                  |
| 15 | Council of the European Union, 2025b*                                                                                                                                                                                                                                                                                                                                   | EU Council Recommendation, 16 Sept. 2025        | Coordinated transition out of temporary protection; basis of the “asynchronous unwinding” hypothesis                      |
| 16 | Council of the European Union, 2026*                                                                                                                                                                                                                                                                                                                                    | EU Implementing Decision 2026/1912              | Third extension; protection now runs until 4 March 2028                                                                   |
| 17 | Département de l’instruction publique, 2022. <a href="https://www.ge.ch/document/point-situation-accueil-eleves-provenance-ukraine">https://www.ge.ch/document/point-situation-accueil-eleves-provenance-ukraine</a> [in French]                                                                                                                                        | Cantonal press release (Geneva)                 | Cantonal approach to enrolling pupils from Ukraine                                                                        |
| 18 | Eidgenössische Migrationskommission, 2022. <a href="https://www.ekm.admin.ch/dam/de/sd-web/Eynn5J--K9Fh/empfehlung-bildung-und-flucht-d.pdf">https://www.ekm.admin.ch/dam/de/sd-web/Eynn5J--K9Fh/empfehlung-bildung-und-flucht-d.pdf</a> [in German]                                                                                                                    | Federal Commission on Migration recommendations | Integration of refugee children into regular classes within one year of arrival                                           |
| 19 | Hessisches Kultusministerium, 2024. <a href="https://kultus.hessen.de/presse/hessen-fuehrt-als-erstes-land-ukrainisch-als-fremdsprache-in-schulen-ein">https://kultus.hessen.de/presse/hessen-fuehrt-als-erstes-land-ukrainisch-als-fremdsprache-in-schulen-ein</a> [in German]                                                                                         | Land press release (Hesse)                      | Hesse first Land to introduce Ukrainian as a foreign-language subject                                                     |
| 20 | Kultusministerkonferenz, 2025. <a href="https://www.kmk.org/fileadmin/Dateien/pdf/Bildung/AllgBildung/2025-09-22-Umsetzung-IntegrationalsChance.pdf">https://www.kmk.org/fileadmin/Dateien/pdf/Bildung/AllgBildung/2025-09-22-Umsetzung-IntegrationalsChance.pdf</a> [in German]                                                                                        | KMK decision report                             | “Integration as an Opportunity” framework; language-diagnostics and support parameters (scores 3 on the scale in Table 2) |
| 21 | Mediendienst Integration, 2026. <a href="https://mediendienst-integration.de/fluechtlinge/ukrainische-fluechtlinge-in-deutschland/ukrainische-fluechtlinge-an-schulen-kitas-und-universitaeten/">https://mediendienst-integration.de/fluechtlinge/ukrainische-fluechtlinge-in-deutschland/ukrainische-fluechtlinge-an-schulen-kitas-und-universitaeten/</a> [in German] | Statistical portal                              | About 227,000 children from Ukraine enrolled in German schools (June 2025); share in parallel schooling                   |
| 22 | Repubblica e Cantone Ticino, n.d. <a href="https://www4.ti.ch/generale/crisi-ucraina/it/informazioni/scuola">https://www4.ti.ch/generale/crisi-ucraina/it/informazioni/scuola</a> [in Italian]                                                                                                                                                                          | Cantonal institutional website (Ticino)         | Cantonal approach to enrolling pupils from Ukraine                                                                        |
| 23 | Schweizerische Konferenz der kantonalen Erziehungsdirektoren, 1991.                                                                                                                                                                                                                                                                                                     | EDK recommendations                             | Integration of foreign-language children into regular classes with                                                        |

|    |                                                                                                                                                                                                                                                                                                                                                                                           |                                         |                                                                                             |
|----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------|---------------------------------------------------------------------------------------------|
|    | <a href="https://edudoc.ch/record/25485">https://edudoc.ch/record/25485</a> [in German]                                                                                                                                                                                                                                                                                                   |                                         | language support (federal baseline, 1991)                                                   |
| 24 | Schweizerische Koordinationsstelle für Bildungsforschung, 2026. <a href="https://www.skbf-csre.ch/fileadmin/files/pdf/bildungsbericht_e/2026/BiBer_2026_DE.pdf">https://www.skbf-csre.ch/fileadmin/files/pdf/bildungsbericht_e/2026/BiBer_2026_DE.pdf</a> [in German]                                                                                                                     | SKBF/CSR E research report              | Notes the limited availability of statistical data on pupils from Ukraine in Switzerland    |
| 25 | Schweizerischer Bundesrat, 2026. <a href="https://www.admin.ch/de/newnsb/0oWuu8LZli5y">https://www.admin.ch/de/newnsb/0oWuu8LZli5y</a> [in German]                                                                                                                                                                                                                                        | Federal Council press release           | Protection status S valid at least until 4 March 2027; decision on its future not yet taken |
| 26 | Staatssekretariat für Migration, 2026a. <a href="https://www.sem.admin.ch/dam/sem/de/data/publiservice/statistik/asylstatistik/2025/stat-jahr-2025-kommentar.pdf.download.pdf/stat-jahr-2025-kommentar-d.pdf">https://www.sem.admin.ch/dam/sem/de/data/publiservice/statistik/asylstatistik/2025/stat-jahr-2025-kommentar.pdf.download.pdf/stat-jahr-2025-kommentar-d.pdf</a> [in German] | SEM asylum-statistics commentary        | Commentary on the 2025 asylum statistics                                                    |
| 27 | Staatssekretariat für Migration, 2026b. <a href="https://www.sem.admin.ch/sem/de/home/asyl/ukraine/statistiken.html">https://www.sem.admin.ch/sem/de/home/asyl/ukraine/statistiken.html</a> [in German]                                                                                                                                                                                   | SEM monthly statistics                  | 73,282 persons held protection status S as of 30 June 2026                                  |
| 28 | Swiss Agency for Development and Cooperation, 2025. <a href="https://www.eda.admin.ch/countries/ukraine/en/home/international-cooperation/projects.html/content/dezaprojects/SDC/en/2017/7F09557/phase2">https://www.eda.admin.ch/countries/ukraine/en/home/international-cooperation/projects.html/content/dezaprojects/SDC/en/2017/7F09557/phase2</a> [in English]                      | SDC project documentation               | DECIDE project, phase 2 (2025–2030), CHF 23 million                                         |
| 29 | Swiss Federal Council, 2023. <a href="https://www.admin.ch/gov/en/start/documentation/media-releases.msg-id-96330.html">https://www.admin.ch/gov/en/start/documentation/media-releases.msg-id-96330.html</a> [in English]                                                                                                                                                                 | Federal Council press release           | Support for the rehabilitation of Ukrainian schools (July 2023)                             |
| 30 | UNHCR, UNICEF et al., 2025. <a href="https://www.unhcr.org/europe/news/announcements/new-data-insights-reveal-both-progress-and-challenges-ukrainian-refugee-students">https://www.unhcr.org/europe/news/announcements/new-data-insights-reveal-both-progress-and-challenges-ukrainian-refugee-students</a> [in English]                                                                  | Joint platform report /                 | Regional Technical Hub on Refugee Education; multilateral, informational-analytical level   |
| 31 | Bildungsdirektion Kanton Zürich, n.d. <a href="https://www.zh.ch/de/migration-integration/ukrainehilfe/schulinfo-ukraine.html">https://www.zh.ch/de/migration-integration/ukrainehilfe/schulinfo-ukraine.html</a> [in German]                                                                                                                                                             | Cantonal institutional website (Zürich) | Cantonal approach to enrolling pupils from Ukraine                                          |
| 32 | Amal, Berlin!, 2024. <a href="https://amalberlin.de/ua/2024/08/26/more-than-a-thousand-teachers-from-ukraine-work-in-german-schools/">https://amalberlin.de/ua/2024/08/26/more-than-a-thousand-teachers-from-ukraine-work-in-german-schools/</a> [in English]                                                                                                                             | Media source                            | More than 1,000 Ukrainian teachers employed across four Länder                              |

Source: compiled by the author. Items marked with an asterisk (\*) are also included in the List of references.

**Results and Discussion.** Cooperation unfolds within a three-level framework. The supranational level is set by Council Directive 2001/55/EC on minimum standards for giving temporary protection, activated by Council

Implementing Decision (EU) 2022/382, which guaranteed children from Ukraine enrolment in schools on an equal footing with citizens of the member states (Council of the European Union, 2001, 2022); protection has since been extended by

three successive decisions (Council of the European Union, 2026; Table 1, Nos. 13–14), and the Council Recommendation of 16 September 2025 orients the transition of settled persons toward ordinary grounds of residence – for school-age youth, an educational one (Council of the European Union, 2016, 2025b).

The multilateral level is represented by the Regional Technical Hub on Refugee Education (see Table 1, No. 30); its function is informational and analytical, and it therefore remains outside the typology.

Until 2025, the bilateral treaty level was the least developed; its qualitative transformation was marked by the Agreement between the Ministry of Education and Science of Ukraine and the Federal Foreign Office of the Federal Republic of Germany on cooperation in school education, signed on 11 November 2025 (Verkhovna Rada Ukrainy, 2025). Concluded on behalf of the ministries, it is an inter-agency agreement – unlike the intergovernmental Agreement between the Cabinet of Ministers of Ukraine and the Government of the FRG (Kabinet Ministriv Ukrainy, 2024); inter-agency arrangements carry a lower degree of obligation and

a simpler termination procedure. Thus, the supranational level determines legal guarantees, the multilateral level ensures the exchange of information and expertise, while the bilateral level forms the concrete obligations of the parties.

To systematise the identified forms of cooperation and enable their further comparison, a two-dimensional typology is proposed, built on two interrelated criteria. The first is the orientation of support, i.e. the education system to which the resource is directly targeted: the host country’s system or the system of the country of origin, including support for the capacity of Ukrainian education to preserve the child’s connection with the national educational space. The second is the degree of institutionalisation, assessed on a single five-criterion scale based on the concept of legalization (Abbott et al., 2000) and supplemented with parameters relevant to education (Table 2); the threshold of the treaty-normative pole is set at 3 points out of 5. These two criteria are independent of each other: a higher degree of institutionalisation does not automatically imply a stronger orientation of support toward the host system or the system of origin.

*Table 2*

**Scale for Assessing the Degree of Institutionalisation of Forms of Cooperation**

| Criterion                            | Content of the Criterion                                                                                             | Score |
|--------------------------------------|----------------------------------------------------------------------------------------------------------------------|-------|
| <b>Obligation</b>                    | The form creates a legally binding obligation rather than a declaration of intent                                    | 0 / 1 |
| <b>Definiteness of the addressee</b> | A subject obliged to act and a subject entitled to demand performance are established                                | 0 / 1 |
| <b>Precision of prescriptions</b>    | The content of the measure is stated unambiguously, without referential formulas such as “facilitate” or “encourage” | 0 / 1 |
| <b>Time horizon</b>                  | The action is not limited to a budget cycle or a project term                                                        | 0 / 1 |
| <b>Delegation</b>                    | Authority for application or oversight is delegated to a designated body or institution                              | 0 / 1 |

*Source: developed by the author based on the concept of legalization (Abbott et al., 2000). A binary assessment is used: 0 points – the criterion is not met/absent; 1 point – the criterion is met/present. A total score of 3–5 points corresponds to the treaty-normative pole; 0–2 points, to the project-grant pole.*

The intersection of the two criteria forms four models of cooperation (Table 3). Since both criteria are continuums and the four cells are their discretisation, two coding rules were applied to place the identified forms. The typology performs a descriptive function (placing a form at a defined

position through a transparent procedure) and a diagnostic one (making visible the unevenness in the filling of the structure’s segments, which remains unnoticed under a purely descriptive approach, since the absence of a form of cooperation does not appear on a list of existing forms).

Table 3

### Two-Dimensional Typology of Models of Interstate Cooperation in the School Education of Children from Ukraine

| Degree of Institutionalisation \ Orientation of Support | Host System                                                                                                                                                             | System of Origin                                                                                                                                                                |
|---------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Treaty-normative (3–5 points)</b>                    | Integration-treaty model: bilateral agreements on school education; normalisation of Ukrainian-language instruction; nationwide framework decisions on language support | Support-treaty model: procedure for recognising learning outcomes obtained abroad; verification of educational centres; agreements on mutual recognition of education documents |
| <b>Project-grant (0–2 points)</b>                       | Integration-project model: Länder and cantonal initiatives to engage Ukrainian teachers; language-and-culture partnership programmes                                    | Support-project model: projects for restoring school infrastructure; targeted seasonal support for schooling in Ukraine; humanitarian funds                                     |

*Source: developed by the author.*

The German line of cooperation is concentrated in the integration orientation. According to consolidated data from the Länder ministries of education, about 227,000 children and youth from Ukraine were enrolled in schools in the FRG in June 2025 (see Table 1, No. 21). The core of the integration-treaty model is the linguistic and cultural direction: the Agreement (Verkhovna Rada Ukrainy, 2025) regulated for the first time the teaching of the Ukrainian language in German schools, preceded by the decision of an individual Land – Hesse was the first to introduce Ukrainian as a second foreign language (see Table 1, No. 19). The staffing direction is represented by the engagement of Ukrainian teachers: more than a thousand Ukrainian teachers were employed across four Länder (see Table 1, No. 32), addressing integration and staffing needs simultaneously (OECD, 2023b).

Methodological support rests on the framework of the decision of the Standing Conference “Integration as an Opportunity”, which fixes established parameters of language diagnostics, preparatory classes and follow-up support (see Table 1, No. 20, c. 12–14) and, on the scale in Table 2, scores 3 points. By contrast, support for the schooling of about 400,000 children directly inside Ukraine (see Table 1, No. 3) is a one-off initiative, i.e. a support-project model.

The Swiss line of cooperation is concentrated in the support orientation – the

opposite configuration to the German one. The scale of the cohort is recorded by migration rather than education statistics: as of 30 June 2026, 73,282 persons held protection status S (see Table 1, Nos. 26–27), while Switzerland does not publish data on the number of Ukrainian pupils in compulsory schooling (Table 1, No. 24, c. 34).

The internal organisation of schooling is decided at the cantonal level and is not a subject of bilateral arrangements, relying instead on a common federal denominator: the 1991 EDK recommendations establish the integration of foreign-language children into regular classes with language support (see Table 1, No. 23), and the recommendations of the Federal Commission on Migration require the integration of refugee children into regular classes no later than one year after arrival (see Table 1, No. 18); cantonal decisions differ in threshold and degree of formalisation (see Table 1, Nos. 17, 22, 31).

Switzerland’s bilateral cooperation, by contrast, is focused on strengthening the capacity of the Ukrainian education system and is implemented mainly through the SDC: the DECIDE project combines the reconstruction of school premises with methodological support for teachers and the strengthening of community capacities, and the volume of its second phase (2025–2030) amounts to a contribution of CHF 23 million (see Table 1, Nos. 28–29).

Protection status S remains valid at least until 4 March 2027, and a decision on its further fate has not yet been taken (see Table 1, No. 25). The absence of a dedicated bilateral agreement on school education is the defining feature of the Swiss profile: despite a substantial volume of support, it remains localised within the support-project model.

In parallel, the Ukrainian side is building its own toolkit for retaining the child within the national educational field, and it is precisely this line that is advancing fastest from project forms toward normative ones. Its substantive core is the Ukrainian-studies component – a reduced programme built around four subjects of the national-identification cycle, based on the model educational programme (Ministerstvo osvity i nauky Ukrainy, 2024; Table 1, No. 5).

The institutional core of this direction is the State Lyceum “International Ukrainian School”, which functions as a network centre for foreign centres of Ukrainian schooling (see Table 1, No. 9), while a qualitative shift has been the verification of Saturday and Sunday schools: as of 12 December 2025, 55 centres in 22 countries, enrolling more than 9,000 children out of a total of more than 21,000, had passed verification (see Table 1, No. 7). The normative completion of this line was provided by the Procedure for recognising learning outcomes obtained abroad (Kabinet Ministriv Ukrainy, 2025b; Table 1, No. 8).

On the scale in Table 2, both key Ukrainian instruments belong to the treaty-normative pole of the support orientation (a government resolution with a defined addressee, high precision, an indefinite term of action and delegation of authority to educational institutions, and the verification procedure – 4 points each). The support-treaty segment is thus filled unilaterally, through acts of the state of origin, which are not matched by reciprocal obligations of the partner states.

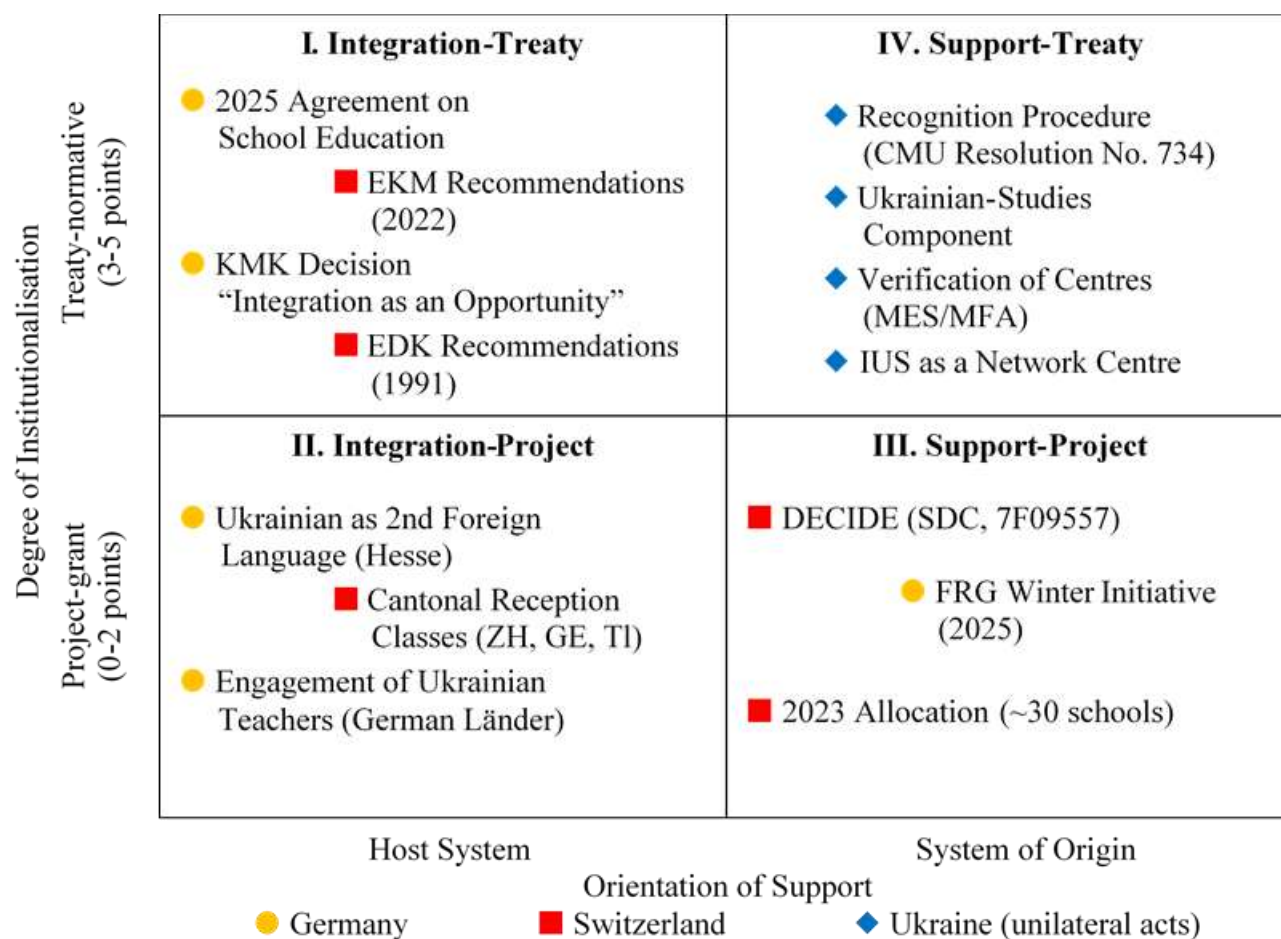
Placing the analysed forms within the coordinates of the typology (Fig. 1) reveals a

regularity that is not visible under a descriptive approach. The treaty-normative instruments of the partner states are concentrated in the integration vector, while their participation in the support vector is limited to project-grant forms – the Swiss DECIDE project, the German winter initiative, and humanitarian mechanisms. The support-treaty segment is filled only by unilateral Ukrainian acts. The asymmetry, therefore, lies not in the emptiness of the segment, but in the one-sidedness with which it is filled.

Explaining this configuration calls for caution: the thesis that EU education policy is dominated by soft coordination instruments (Lokshyna, 2025) does not extend to Switzerland, which is not an EU member. More plausible explanations are differences in budgetary regimes (integration measures are financed from education budgets, support measures from international-cooperation budgets), institutional path dependence, and political reversibility – competing hypotheses whose testing lies beyond the scope of a two-case design.

Since the criteria of the typology are not fully orthogonal – the orientation of support partly determines the repertoire of available legal forms – the configuration should not be read as a random policy gap: it more plausibly reflects an institutional trajectory, in which shifting support into a treaty form requires a change in the type of instrument rather than merely additional funding.

The comparison yields a hypothesis of asynchronous withdrawal of support: if the link between the degree of institutionalisation and the longevity of international arrangements (Debre & Dijkstra, 2021) extends to educational cooperation, then, after temporary protection ends, the support orientation will contract earlier than the integration orientation – that is, precisely the orientation that is a precondition for the reintegration of children in the event of return.



*Note: developed by the author.*

Fig. 1. Placement of the Forms of Cooperation between Germany, Switzerland and Ukraine within the Coordinates of the Typology

The results refine the OECD's dual-intent criterion, according to which an effective policy should simultaneously ensure a child's participation in the host system and preserve their connection with the country of origin (OECD, 2023c): the formal presence of measures within each orientation does not guarantee their equal sustainability if one rests on a long-term obligation and the other on a grant. Removing the asymmetry requires extending the treaty form to the support orientation and settling the recognition of Ukrainian teachers' qualifications (OECD, 2023a).

**Conclusions.** Cooperation in the school education of children from Ukraine unfolds within a three-level framework marked by a disproportion of functions: the supranational level secures rights, the multilateral level provides analytical coordination, while obligations arise only at the bilateral level, represented mainly by inter-agency arrangements.

A two-dimensional typology of cooperation models has been developed at the intersection of the

orientation of support and the degree of institutionalisation; its application to fourteen forms of cooperation revealed mirrored profiles: the German line is concentrated in the integration orientation, the Swiss one in the support-project orientation.

An asymmetry in the structure of cooperation has been established: the support-treaty segment is filled by unilateral acts of the state of origin, whereas the partner states act within it only through project-grant instruments.

The asymmetry is interpreted as a manifestation of institutional path dependence, and a hypothesis of asynchronous withdrawal of support after the end of temporary protection is advanced.

The legal form in which a measure is secured is shown to be an independent parameter for assessing cooperation: the dual-orientation criterion holds only when both of its components are institutionally consolidated to a comparable degree.

Prospects for further research include a substantive analysis of the 2025 Agreement against the criteria of the scale, testing of the hypothesis of

asynchronous withdrawal of support, and application of the typology to a broader sample of states.

### Conflict of Interest

The author certifies that no conflict of interest (financial, professional, or personal) exists that could have influenced the objectivity of the research results or conclusions. The integrity of the double-blind peer review process was ensured through a mandatory declaration of the absence of conflict of interest submitted via the journal's editorial system. This protocol guaranteed complete author anonymity and the independence of the expert evaluation throughout the entire editorial cycle.

### Declaration on the Use of Generative Artificial Intelligence.

During the preparation of this manuscript, the author used Claude Opus 5 for searching and verifying bibliographic data, organizing materials, calculating derived indicators, preparing figures, and language editing and formatting of the text. The conceptual model, empirical data, scientific conclusions, and interpretation of the results are the authors' own. Following the use of the tool, the entire manuscript was reviewed and edited by the author, who take full responsibility for its content and scientific accuracy. Artificial intelligence is not a co-author of this work.

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## МОДЕЛІ МІЖДЕРЖАВНОГО СПІВРОБІТНИЦТВА У СФЕРІ ШКІЛЬНОЇ ОСВІТИ ДІТЕЙ З УКРАЇНИ: ДОСВІД НІМЕЧЧИНИ І ШВЕЙЦАРІЇ

Дар'я Вороніна-Пригодій

науковий співробітник відділу порівняльної педагогіки Інституту педагогіки НАПН України, <https://orcid.org/0000-0003-0545-1727>, e-mail: [voronina.pryhodii@gmail.com](mailto:voronina.pryhodii@gmail.com)

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### Реферат:

**Актуальність.** У статті представлено порівняльне дослідження моделей міждержавного співробітництва у сфері шкільної освіти дітей, переміщених з України внаслідок повномасштабної збройної агресії проти України, на основі досвіду Німеччини та Швейцарії. Актуальність дослідження зумовлена продовженням тимчасового захисту в ЄС до 4 березня 2028 року, що переводить це питання з площини реагування на надзвичайну ситуацію у площину довгострокового політичного планування та актуалізує питання стійкості наявних форм співробітництва.

**Мета.** Метою є розроблення та апробація типології моделей міждержавного співробітництва у сфері шкільної освіти дітей з України та на цій основі визначення структурних особливостей співробітництва Німеччини і Швейцарії з Україною.

**Методи.** Провідним методом є порівняльний аналіз, що передбачає опис, зіставлення, пояснення та узагальнення; основною процедурою – контент-аналіз документів 32 джерел (2001–2026 рр.) чотирма мовами: актів ЄС, двосторонніх українсько-німецьких документів, нормативно-правових актів України та Швейцарії, а також статистичних даних. Запропоновано двовимірну типологію, що поєднує орієнтацію підтримки (приймаюча система – система походження) зі ступенем інституціоналізації, операціоналізованим за п'ятьма критеріями, виведеними з концепції легалізації. Виокремлено чотири моделі – інтеграційно-договірну, інтеграційно-проектну, підтримувально-проектну та підтримувально-договірну; чотирнадцять форм співробітництва зафіксовано за єдиною шкалою.

**Результати.** Встановлено асиметрію в архітектурі співробітництва: сегмент підтримувально-договірної моделі заповнений майже виключно односторонніми українськими актами (порядок визнання результатів

навчання, здобутих за кордоном; порядок верифікації освітніх центрів за кордоном), тоді як держави-партнери представлені в ньому лише через проектно-грантові інструменти. Німецький профіль зосереджений у квадрантах, орієнтованих на інтеграцію, з високим ступенем інституціоналізації, тоді як швейцарський – у сегменті підтримувально-проектної моделі.

*Висновки.* Виявлену асиметрію інтерпретовано як залежність від попередньої траєкторії розвитку, а також висунуто гіпотезу про асинхронне припинення підтримки після завершення дії тимчасового захисту. Усунення цієї асиметрії потребує поширення договірної форми на підтримувальну орієнтацію та врегулювання питання визнання кваліфікацій українських педагогічних працівників. Отримані результати мають значення для органів управління освітою та дослідників, які оцінюють стійкість міждержавного співробітництва у сфері освіти переміщених дітей.

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**Ключові слова:** *міждержавне співробітництво у сфері освіти; тимчасовий захист; інституціоналізація; легалізація; інтеграційна політика; переміщені діти; діти з України; порівняльна освіта.*

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