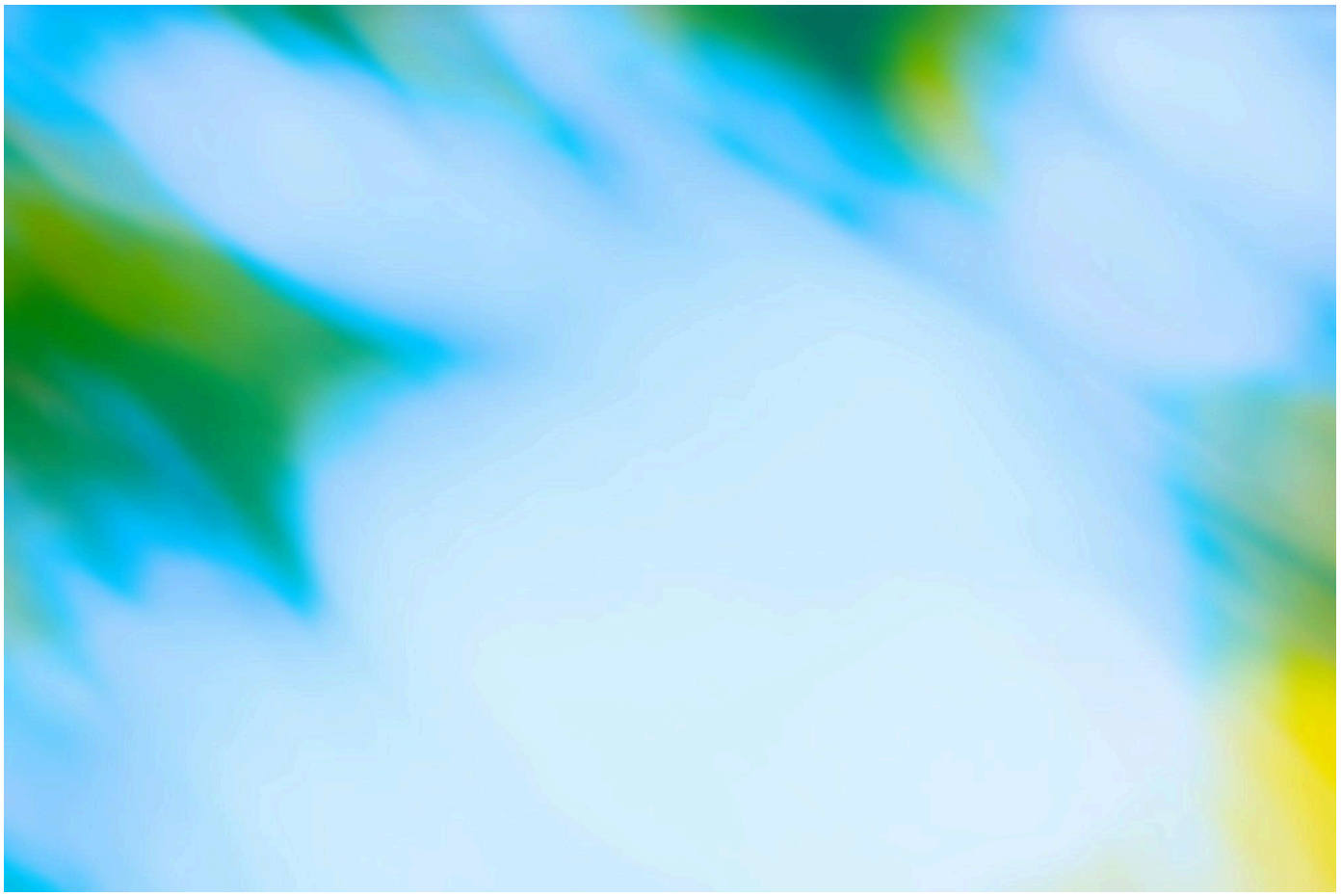
OpenAI

Responsible AI in Education



Europe, Middle East, and Africa (EMEA)

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Foreword

AI is prompting a fundamental reassessment of what education should prepare societies for. As intelligence becomes easier to access and apply, the question is no longer simply what people need to know, but which skills and capabilities will help them thrive in an AI-enabled world. Recent debates around PISA and AI, including those led by the OECD's Andreas Schleicher, underscore this shift.

These debates also point to a central lesson: as AI becomes more capable, the role of teachers becomes more important, not less.

Their expertise, judgement and ability to guide learning remain essential. Equipping teachers, schools and governments with AI skills and confidence to make informed decisions about these tools must therefore be a priority for education systems.

Across EMEA, OpenAI is working with governments and education systems, including in Estonia, Slovakia, Greece and Italy, amongst others to explore how AI can support educators.

These collaborations share three priorities: equitable access to frontier AI tools, jointly designed AI literacy programmes, and ongoing measurement and evaluation, whilst adapting to local languages, curricula and institutions.

This report shares emerging lessons from our education partnerships in EMEA, focusing on educator support, AI literacy, local capability and evaluation. It examines what partners have tried, what they have reported and what remains uncertain. Country examples reflect their particular contexts and arrangements, and their findings should be interpreted within those limits.

Five themes organise these lessons:

01	Clear educational goals
02	Educator preparation
03	Local partnerships
04	Critical AI literacy
05	Credible evidence

Three early patterns are emerging from this work:

Country partnerships offer context-specific lessons.

Experiences in Estonia, Greece and Slovakia point to three lessons that other education systems can apply: strong public leadership to set a clear direction, investment in teachers' skills and confidence, and practical support tailored to local curricula and classroom needs. While implementation will vary across countries, these principles offer a useful foundation for governments seeking to integrate AI responsibly and at scale.

Closing the AI guidance gap in education is becoming increasingly urgent.

New research from ThinkYoung, which examines the ways teachers and students are already engaging with AI highlights a clear guidance gap: 79% of surveyed students reported using AI for homework or assignments, but only 47% reported being shown how. Governments need to support educators and give students clearer expectations. Below we set out how educators can be better supported to set the terms and conditions of use.

Early benefits for teachers are clear.

Adoption and reported time savings for teachers are encouraging. Understanding where AI strengthens knowledge, independent thinking and retention requires sustained evaluation and through the government actions that we observed, we identify how to prioritise more research into this critical area.

Our aim is to share practical lessons from these partnerships that education leaders can consider in their own contexts. These are early experiences, rather than a single model for education systems to follow.

We are also learning how to judge progress with evidence: teacher adoption and reported time savings offer encouraging early signals. Surveys, programme monitoring and consultation help us understand participants' experiences and the barriers they encounter.

At OpenAI, our mission is to ensure that artificial general intelligence benefits everyone. Helping learners flourish is central to that ambition.

We believe that every young person should have the opportunity to develop the skills to participate in a world increasingly shaped by AI, whatever their background or wherever they attend school.

We have a responsibility to contribute to that evidence and learn openly from the findings, including when they challenge our assumptions. Through the OpenAI Learning Lab, we are bringing education researchers together to understand when and how AI can support education systems.

The choices made today will shape how the next generation learns, works and participates in society. With ambition, care, public leadership and a commitment to evidence, AI can help extend educational opportunity and strengthen young people's capacity to understand, create and act for themselves.

Tom Duff Gordon
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November, 2026

Priority 1: Set a national learning mission

> *"We knew that not doing anything, that's the worst option."*
>
> — **Kristina Kallas**, discussing Estonia's AI Leap programme in *The Wall Street Journal*, 1 June 2026.

Governments have an opportunity to lead in shaping how AI supports public education: expanding equitable access, giving teachers practical support and preparing young people for further study, work and civic participation.

A clear national learning mission can give schools a shared purpose, direct investment towards educational priorities and create a basis for public accountability. That mission should be developed with school leaders, educators, and families.

AI use is already moving faster than educational guidance. In ThinkYoung's survey of 5,000 secondary students aged 13 to 19 across ten European countries, 79% reported having used AI for homework or assignments, while just 47% reported having been shown how to use it for those tasks.

These findings underline the need to equip educators and give students clear expectations about when and how AI can support learning.

A recurring lesson from these partnerships is the value of a clear educational mission: shared goals help partners explain what they are testing, direct support towards educators' needs and assess whether the work is worthwhile.

What government action is teaching us

- **Clear goals help organise partnership work.** Estonia's AI Leap illustrates how public leadership and a shared purpose can connect educator support, local expertise and evaluation. The lesson is to make the educational questions and responsibilities explicit, while remaining open about what the evidence has yet to establish.

- **Clear responsibilities connect policy with practical support.** Estonia's dedicated foundation and collaboration across education institutions illustrate one approach to coordinating the work. This experience highlights the value of knowing who provides guidance, who resolves practical problems and how educator feedback reaches those responsible.

- **Teacher development and assessment questions need to be considered together.** Partners' experience highlights the importance of helping educators examine how AI relates to subject knowledge, permitted assistance and students' independent work. These remain areas for professional discussion and research, rather than settled conclusions about classroom use.

Greece: establishing a national framework for responsible use.

Greece's Ministries of Education and Digital Governance adopted a joint ministerial decision, published in May 2026, establishing common requirements for AI use across secondary education.

The framework combines voluntary participation with trained teacher oversight, clear rules for examinations and assignments, data protection impact assessments before deployment, and procedures for responding to harmful content or data incidents. It prohibits fully automated assessment decisions and profiling of students and teachers, and requires each participating school to appoint an AI coordinator.

The framework's central principle is that AI should support learning while preserving students' own effort and understanding. For other governments, Greece offers a practical example of translating national ambition into safeguards, defined responsibilities and educator preparation.

Priority 2: Lead with Educators

Educators should play a central role in shaping how AI is used in education, drawing on their deep understanding of their students, subjects and classrooms. Government support here could range from providing tools, protecting time and professional development, and preserving educators' authority to decide where AI adds value. The ambition should extend beyond time savings to giving teachers more capacity for the thinking, creativity and attention that excellent teaching demands.

Feedback we hear directly from educators has taught us that the most valuable uses of AI are not always the ones we might expect. Lesson planning, for example, often presented as a prime candidate for automation, can itself be valuable intellectual work - anticipating misconceptions and finding explanations that will resonate with a particular class.

Estonia's AI Leap programme, building on the country's commitment to teacher autonomy, pairs introductory training with continuous support through professional learning communities, webinars and subject-specific resources, giving teachers opportunities to test approaches and learn together. The Presidential AI Hackathon extended this hands-on approach, bringing more than 150 participants, from students to teachers, into teams to build.

What government action is teaching us

- **Assign accountable national and school leads.** Strengthen an existing education institution or establish a dedicated AI implementation team, such as AI Leap's, responsible for guidance, support and escalation. Each participating school should then appoint a trained implementation lead, with protected time and access to technical, pedagogical and safeguarding support.

- **Support educators through practical preparation and continuing feedback.** Estonia's experience highlights the importance of training, professional learning communities and subject-specific resources. A lesson from this partnership is that educator support requires sustained time and attention, with teachers' experience helping identify where tools are useful, where they fall short and what support is needed.

- **Fund ongoing professional development grounded in classroom practice.** Provide protected time and cover, alongside subject-specific resources, peer networks and local facilitators. Training should address AI's limitations and biases, verification, permitted assistance, privacy, child protection and incident reporting. Review its quality and update resources as tools and classroom practices change.

Priority 3: Build partnerships that understand local needs and capabilities

Our partnerships have highlighted the value of local expertise. Coordinating organisations can bring together technical implementation, teacher development, localisation and evaluation. The experience points to the importance of clear responsibilities and a connection between public leadership and educators' practical needs.

These responsibilities need to reach the practical details: can teachers log in, use the tools on school devices and get help if something fails on a Monday morning? Local technology partners can support seemingly mundane but crucially important practical matters that build trust, such as account setup, integration and troubleshooting.

Educator networks, teacher unions and training organisations can support literacy building efforts and navigating change. We have seen success when local academics, curriculum specialists and language experts retain a leading role. Building this expertise locally gives schools dependable support and governments self-sufficient capacity to guide the programme as needs and the pace of AI evolves.

What government action is teaching us

- **Set a public-interest mandate.** Publish objectives, partner responsibilities, decision rights, conflicts of interest and dispute-resolution routes. Public authorities should retain control over educational priorities, permitted uses and expansion.

- **Procure the full delivery requirement and vet considerably.** Cover suitability, privacy, security, accessibility, local-language and curriculum testing, support and incident response. Agree recurring costs, data rights, notice of material changes, continuity, portability and exit arrangements. Establish or adapt small, multidisciplinary units with clear authority to coordinate the evaluation, approval and delivery of AI literacy and teacher-training materials.

- **Put funding where it is most needed, and plan for the full cost of using AI over time.** This includes teachers' time, cover for their classes, software, devices, internet access, making tools work with existing systems, adapting them to local needs, ongoing support and checking whether they help. Account for costs after free trials or discounts end. If someone chooses not to use a tool or cannot access it, offer a suitable alternative without putting them at a disadvantage. No one should need a personal paid subscription to take part in a compulsory activity.

Slovakia: bringing educational ambition and technical expertise together.

Slovakia is developing its approach to AI in education through collaboration between the Ministry of Education, universities and technical partners. Aricoma has worked alongside the Ministry to connect educational priorities with the expertise needed for practical implementation, as the lead technical partner.

Within the Ministry, a senior adviser used AI to help update teachers' professional standards to reflect emerging competencies, including critical evaluation of AI outputs, responsible data handling and transparent use. Drawing on existing standards, he reported developing an initial draft for expert review in under an hour - whilst normally spanning months - while retaining professional judgement throughout.

The experience points to a practical opportunity for governments: equip leadership with tools, time and permission to explore how their expertise can translate into better ways of working, while preserving professional judgement and established review processes.

Priority 4: Protect human agency and invest in AI literacy

A key lesson from our education partnerships is how much AI literacy matters for both teachers and students. Teachers also need time and practical support to assess outputs, recognise limitations and decide whether a tool is useful for their work. Their feedback helps partners understand where further guidance or support is needed.

The possibilities are encouraging, particularly for motivated young users seeking to explore ideas, practise independently and learn at their own pace.

It highlights the need to close the guidance gap, so that every young person has the teacher's support, AI literacy and clear expectations that they need to use AI to strengthen their own learning.

The partnerships discussed here underline how much remains to be understood about learning and wellbeing. Educator feedback, programme monitoring and local research have helped identify questions about independent effort, the quality of assistance and the support teachers need.

These experiences are a basis for further inquiry; they do not establish which approaches will work across ages, subjects or education systems.

Malta: pairing AI access with critical AI literacy.

Malta's "AIforAll" programme, led by the Malta Digital Innovation Authority with a curriculum developed by the University of Malta, translates responsible use into practical learning.

Three core modules cover AI fundamentals and critical use, everyday applications, and learning, helping participants recognise unreliable outputs, protect personal data and make informed decisions about when to use AI—and when to set it aside.

Completion of these modules is required before participants receive a free premium AI subscription. Although designed for the broader population in the first phase, the programme offers a useful example for education systems: pair access with structured preparation that helps learners question outputs, understand limitations and retain control over their decisions.

What government action is teaching us

- **Make AI literacy a core part of national education strategies, not an optional add-on.** Malta's experience points to the importance of embedding AI literacy with AI access. Ensuring teachers and students learn not only how to use AI, but also how to critically evaluate its outputs, understand its limitations, and use it responsibly.

- **Greece's experience highlights the importance of clear safeguards and responsibilities.** Its framework sets out oversight and incident-response arrangements within that national context. A lesson for partnership work is to make responsibilities understandable to educators and to examine how those arrangements function in practice.

Priority 5: Evaluate educational outcomes

The partnerships discussed here show why evidence matters from the outset. Programme monitoring can identify practical barriers and participants' experiences, while independent research is needed to assess educational effects. A central lesson is to distinguish what a partnership has learned about implementation from what it has established about learning outcomes.

Stanford's SCALE review found only 20 high-quality causal studies among more than 800 papers on AI in K–12 education in its repository as of October 2025. Governments can help close this gap by supporting an ambitious research agenda in collaboration with education institutions, and regularly consulting with local academic experts to build rigorous evidence on what works, for whom and under what conditions.

As the pace of AI development evolves so quickly, we'd suggest governments learning from two complementary tracks: rapid evaluations that inform near-term decisions, and longitudinal research that tests whether learning gains endure.

OpenAI's Learning Outcomes Measurement Suite is being designed and validated by University of Tartu and Stanford's SCALE to support longer-term measurement. Learning Commons' evaluation rubrics help assess educational content quality, and Eedi's supervised tutoring research illustrates how carefully designed classroom trials can test learning outcomes.

Local academic partners can help adapt these approaches to national priorities, including learner autonomy and independent judgement alongside attainment.

As AI capabilities advance, governments should consider supporting studies that focus on longitudinal measurement of originality, learner autonomy and independent judgement alongside academic attainment.

A recent Bocconi–OpenAI randomised study involving more than 1,000 Bocconi students found that those using ChatGPT produced stronger, more coherent work, while those given causal-reasoning training developed more original ideas.

Students who received both benefited in both respects. These findings underline the value of pairing AI tools with teaching that develops independent thinking, and of ensuring that assessment recognises originality as well as the quality of the work produced.

What government action is teaching us

- **Require local capability and independent scrutiny.** Agreements should specify collaboration with local institutions. Identify the expertise and resources that will remain locally, and who will maintain them. Evaluation arrangements should disclose provider involvement and allow publication of mixed or unfavourable findings without supplier veto.

- **Commission independently governed evaluation.** Support the selection of evaluators through a transparent process assessing expertise and conflicts. Agree baselines, credible comparison designs where feasible, secure data access and publication rights. Disclose funding, provider involvement, participation and missing data.

- **Distinguish implementation signals from educational outcomes.** Account activation, usage and satisfaction help describe a programme's experience. They do not, by themselves, demonstrate improvements in learning, wellbeing, equity or net educator workload. Evaluations should report those distinctions and their limitations clearly.

Lessons from Estonia's National Implementation

Estonia's AI Leap, known as TI-Hüpe, provides an instructive example of how political ambition can be translated into national delivery. Announced by President Alar Karis in February 2025, it brought together the Ministry of Education and Research, a dedicated foundation, educators, researchers, companies and private donors. Its first-year student provision focused on grades 10 and 11, alongside upper-secondary teacher support.

A clear purpose, rooted in a long history of innovation

Building on Tiger Leap, which supported the digitalisation of the education system, Estonia launched AI Leap with a conviction that its people are its most precious asset. With AI already changing how students learn and teachers work, the programme was a vocal and active way to help schools actively shape that change: giving educators the tools, skills and support to strengthen young people's thinking and prepare them for the future.

Funding an effective delivery mechanism

Political sponsorship gave the programme visibility, while the AI Leap Foundation coordinated technology access, teacher training, product design, communications and student participation. Schools, universities, educational psychologists, teacher associations and youth organisations contributed implementation expertise. This partnership illustrates how public leadership and local participation can inform one another within a particular national context.

Preparing teachers and sustaining support

Estonia's first year of AI Leap offers an encouraging example of building AI adoption around teachers and learning together as a system. Teacher access to ChatGPT opened in August 2025, supported by national training, seminars and learning communities, ahead of the customised ChatGPT for learning developed in January 2026. In a spring survey, 794 of 828 respondents reported using AI professionally, including to prepare materials, plan lessons and adapt tasks. Separately, 723 teachers estimated average weekly time savings of 1.8 hours.

This first year also gave Estonia a clearer understanding of how to support adoption beyond shallow product engagement metrics: practical, subject-specific resources, dedicated time for teachers to develop their practice, and support tailored to different schools' starting points. Students' feedback helped identify opportunities to

balance guiding questions with clearer explanations, while teachers' experiences highlighted assessment as a priority for further development. For other governments, Estonia illustrates the value of starting with educators, investing in shared learning and using classroom experience to shape the next phase.

Estonia's experience shows that adaptation involves language, cultural context, curriculum relevance, account management, data protection and quality checks, including local benchmarking by the Estonian Language Institute. Its first-year report acknowledges that localisation required more time and resources than anticipated. A lesson from this partnership is that local expertise and the practical work of adaptation need sustained attention; these arrangements reflect the particular programme described here.

Insights from Teachers

Estonia's spring 2026 teacher survey recorded 794 of 828 respondents reporting that they had used AI in their teaching work during the school year. Beyond simple use, 723 respondents estimated average weekly time savings of 1.8 hours - an encouraging early indication of practical benefits and adding to a growing evidence base. Beyond saving time, the next question is whether AI can help teachers extend their expertise and cognitive capacity, and respond more effectively to students' learning needs.

Estonia's ITI tutor, a customised learning application built on ChatGPT Edu, illustrates the importance of examining difficult feedback. Its First Year Review reported a student Net Promoter Score of –27.5 and average satisfaction of 3.07/5 (n=182), with feedback highlighting excessive questioning, slow exchanges and a desire for clearer explanations.

These findings describe participants' experience of this particular application; they do not establish whether it improved learning. The lesson from this partnership is to examine usability and educational outcomes separately, report limitations openly and avoid treating either satisfaction or usage as proof of learning.

Lessons from OpenAI's Education Partnerships

A summary of our lessons learned across EMEA

1. For educators

Teachers do not need to become AI experts overnight. Their knowledge of their subjects, pupils and how learning happens is the starting point. With protected time and practical support, these are some manageable ways to build confidence:

- **Start with something familiar.** Choose one everyday task—perhaps preparing questions or adapting a resource—and try it with AI. Use your professional judgement to assess what is useful, what needs changing and whether it helps at all.
- **Learn alongside colleagues.** A short departmental conversation about what worked, what failed and what remains confusing can make AI less daunting. School leaders can make room for this within existing development time.
- **Talk openly with pupils.** Asking how they use AI, where it helps and where it confuses them can be a starting point for shared expectations around homework.
- **Leave room for uncertainty.** You do not need every answer before discussing AI in class. Checking an unfamiliar claim or questioning a flawed response together can model the judgement pupils need to develop.
- **Keep what matters in view.** Relationships, thoughtful feedback and understanding individual pupils remain central to teaching. Let those priorities guide where AI might help—and where you choose to keep an activity human.
- **Reach out for support whenever you need it** Practitioner-led support such as Pedagogue offers training and classroom examples, while communities such as AI in Education at Oxford University (AIEOU) bring educators and researchers together to share questions and insights; school leaders can help by protecting time for colleagues to explore these resources together.

2. For technological partners helping support government

Our partnerships have highlighted practical questions about responsibilities, educator support, local expertise and feedback. The arrangements have varied by country and programme. The following lessons concern those experiences and should be read in that context.

- **Clarify responsibilities within each partnership**. Estonia's coordinating foundation and Slovakia's collaboration with technical and education partners illustrate different arrangements. A common lesson is the importance of knowing who leads the work and how partners resolve questions together.

- **Pay attention to everyday practical barriers.** Partner experience highlights account access, school devices and troubleshooting as issues that can affect educators' ability to participate. Understanding these barriers requires local knowledge and clear responsibility for support.

- **Treat educator development as continuing work.** Estonia's training, professional learning communities and subject-specific resources illustrate support extending beyond an introduction to a tool. Teacher feedback helps identify where additional resources and professional discussion are needed.

- **Recognise the work involved in local adaptation.** Estonia's experience highlights language, curriculum relevance and institutional context as substantive challenges requiring local expertise. The time and resources needed should be understood from the particular partnership rather than assumed to be uniform**.**

- **Learn from feedback and evaluation.** Programme monitoring and structured educator feedback can reveal practical problems and inform changes within a partnership. Usage and satisfaction are useful signals, but they do not establish lasting educational value.

These lessons reflect the partnerships described in this report. Responsibilities and support arrangements differ by programme; public authorities retain ownership of educational objectives and decisions within their systems.

3. Shared priorities for the next phase

Across the partnerships described here, educator preparation, local capability and credible evaluation recur as important themes. The experience also leaves open questions: which forms of support are most useful to teachers, how local needs shape the work, and how reported benefits relate to lasting educational outcomes. These questions provide a focus for continued learning with partners.

- **Understand what helped educators.** Examine which training, resources, professional networks and practical support teachers found useful, and where needs remain unmet. Preserve the distinction between reported experiences and independently measured effects.
- **Understand the role of local context.** Compare how language, curriculum, institutional capacity and partnership arrangements affected the experiences described here. Identify what may be transferable and what depends on the particular setting.
- **Strengthen the evidence.** Investigate learning, independent performance, wellbeing, equity, educator workload and cost. Report limitations and mixed findings openly, and distinguish practical implementation lessons from conclusions about educational effectiveness.

Empowering the next generation

Our education partnerships have offered practical lessons about supporting teachers, working with local institutions and examining educational value. Their contribution lies in the questions they have helped clarify, the difficulties they have exposed and the evidence they can contribute. Continuing to learn from that experience requires educator judgement, local expertise and openness about uncertainty.

The partners described here have helped us understand more about educator support, local adaptation and the practical demands of collaboration. They have also exposed gaps in evidence and questions that require further research. Our contribution is to share those lessons openly, including the difficulties and uncertainties, and to keep learning with partners.

Acknowledgements

We thank our government and education partners in Estonia, Greece, Slovakia and Italy for their collaboration and commitment to exploring responsible AI use in education.

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We also recognise the initiatives cited from Malta's Digital Innovation Authority and the University of Malta, through AIforAll, and Singapore's Ministry of Education, through its Rapid Research Fund. Their approaches offer valuable examples of connecting access, preparation and evidence.

We thank ThinkYoung and the young people who participated in its research. We are grateful to the teachers, students and school leaders whose experiences, feedback and participation in the programmes discussed have helped illuminate the opportunities and practical challenges of AI in education.

This Report draws on research, evaluation and resources from the University of Tartu, Stanford's SCALE initiative, Bocconi University, the Estonian Language Institute, the Education Endowment Foundation, Learning Commons and Eedi. We also recognise the work of UNICEF and EdTech Hub, alongside practitioner support and learning communities including Pedagogue and AI in Education at Oxford University (AIEOU).

Together, these experiences and contributions provide a foundation for continued learning about how AI can support educators, strengthen student agency and improve educational opportunity.