

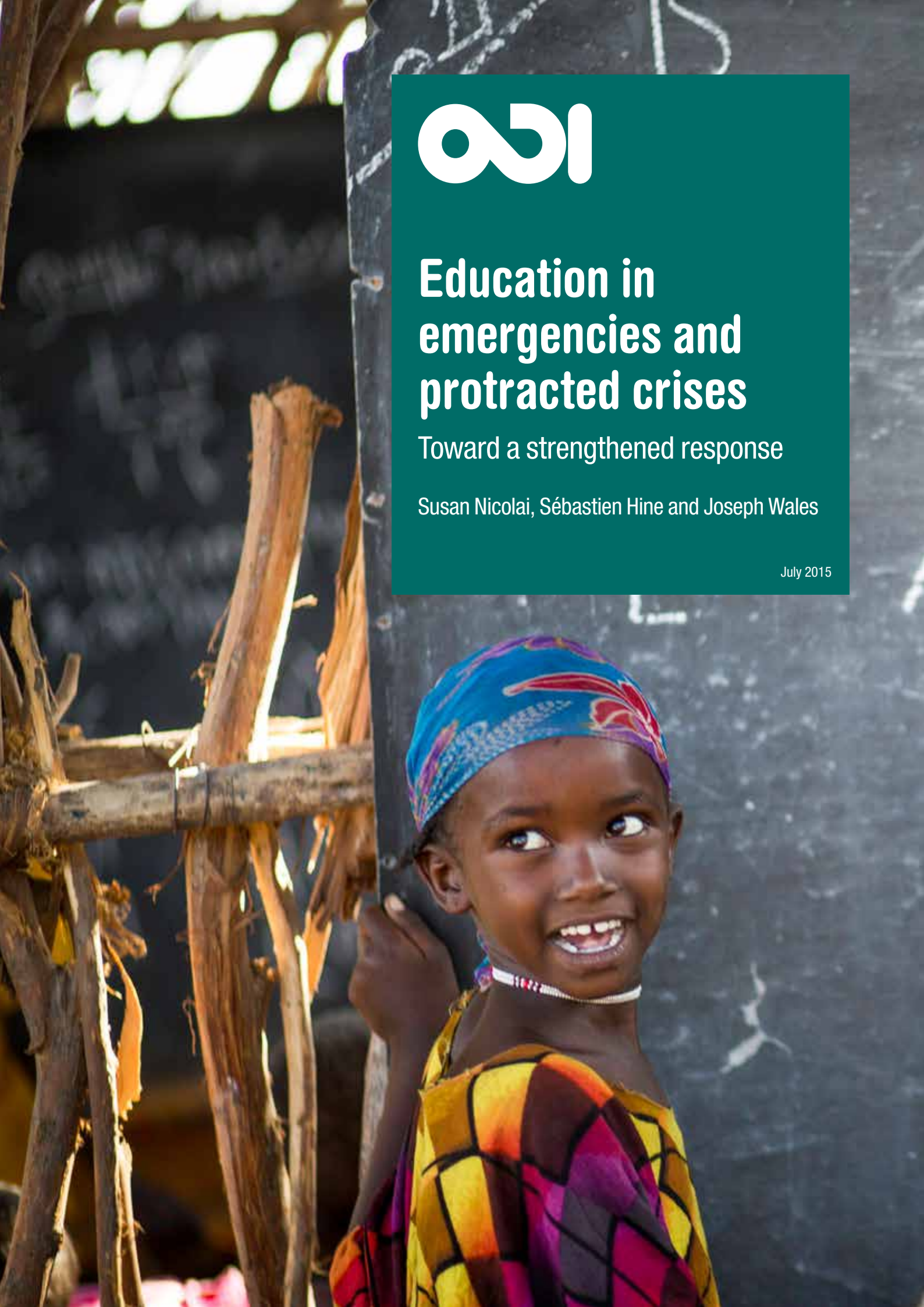


# Education in emergencies and protracted crises

Toward a strengthened response

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July 2015



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# Acronyms and Abbreviations

<b>CAR</b>	The Central African Republic	<b>LEG</b>	Local Education Group
<b>CERF</b>	Central Emergency Response Fund	<b>LPERP</b>	Liberia Primary Education Recovery Programme
<b>CHF</b>	Common Humanitarian Fund	<b>MDTF</b>	Multi-Donor Trust Fund
<b>ERF</b>	Emergency Response Fund	<b>MIC</b>	Middle Income Countries
<b>CSO</b>	Civil Society Organisation	<b>NRC</b>	Norwegian Refugee Council
<b>DFID</b>	Department for International Development	<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>DPRK</b>	The Democratic People's Republic of Korea	<b>ODA</b>	Official Development Assistance
<b>DRC</b>	The Democratic Republic of the Congo	<b>ODI</b>	Overseas Development Institute
<b>EFA GMR</b>	Education for All Global Monitoring Report	<b>OOSC</b>	Out-of-school children
<b>EMIS</b>	Education Management Information System	<b>PCNA</b>	Post-Conflict Needs Assessment
<b>EPF</b>	Education Pooled Fund	<b>PDNA</b>	Post-Disaster Needs Assessment
<b>GADRRRES</b>	Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector	<b>RRT</b>	Education Cluster Rapid Response Team
<b>GAVI</b>	Global Alliance for Vaccines and Immunization	<b>SDG</b>	Sustainable Development Goal
<b>GBC</b>	Global Business Coalition for Education	<b>SRP</b>	Strategic Response Plans
<b>GCPEA</b>	Global Coalition to Protect Education from Attack	<b>UIS</b>	UNESCO Institute for Statistics
<b>GDP</b>	Gross Domestic Product	<b>UN CAP</b>	UN Consolidated Appeals Process
<b>GPE</b>	Global Partnership for Education	<b>UNESCO</b>	The United Nations Educational, Scientific and Cultural Organization
<b>IASC</b>	Inter-Agency Standing Committee	<b>UNGA</b>	United Nations General Assembly
<b>IDP</b>	Internally Displaced Person	<b>UNHCR</b>	The Office of the United Nations High Commissioner for Refugees
<b>IFRC</b>	The International Federation of Red Cross and Red Crescent Societies	<b>UNICEF</b>	The United Nations Children's Fund
<b>IM</b>	Information Management	<b>UNISDR</b>	United Nations International Strategy for Disaster Reduction
<b>INEE</b>	Inter-Agency Network for Education in Emergencies	<b>UNPBF</b>	UN Peacebuilding Fund
<b>(I)NGO</b>	(International) Non-Governmental Organisation	<b>UNRWA</b>	The United Nations Relief and Works Agency for Palestine Refugees in the Near East
<b>IRC</b>	International Rescue Committee	<b>UNTFHS</b>	UN Trust Fund for Human Security
<b>JENA</b>	Joint Education Needs Assessment		
<b>LDC</b>	Least Developed Country		





Children at play at Tutis Primary School in Oromia State, Ethiopia. © UNICEF Ethiopia.



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# Executive summary

Some of the most egregious violations of the right to education around the world occur in contexts of emergency and protracted crises. With tens of millions affected, and nearly one third of those out of school in crisis affected countries, neglecting the education of these children and youth denies not only their future, but also the future of societies where they live. Education in emergencies and protracted crises can provide safe-spaces during crises, and is crucial to the success of other interventions, such as water and health. Education is vital for both economic growth and peace and stability of countries. It is often identified as a high priority by affected communities themselves.

This paper, a contribution to the Oslo Summit on Education Development 6-7 July 2015, aims to detail the challenge and show how, with political commitment and resourcing, much more could be done.

## The challenge

While crises are dynamic, and those affected may change year on year, analysis of the most recent data shows 476 million children aged 3-15 live in countries affected by crises, according to an analysis of 35 crisis affected countries. While a number are out of school, for those in school, many are at risk of education disruption, drop out, and poor quality, alongside psychosocial and protection concerns. Although costs vary widely, it is estimated that a further \$4.8 billion per year, or \$74 per child on average, would begin to close this educational gap.

Analysis further found that:

- An estimated 65 million children aged 3-15 are most directly affected by emergencies and protracted crises around the world, and this number includes both those in and out of school;
- Approximately 37 million primary and lower secondary age children are out of school in crisis affected countries (although not always directly due to crisis), a full 30% of those out of school globally across these age groups.
- There are at least 14 million refugee and internally displaced children aged 3-15 in affected countries; very few go to pre-primary, 1 in 2 to primary and 1 in 4 to lower secondary school.
- Girls are disproportionately affected, especially by conflict, with 4 of the 5 countries with the largest gender gaps in education facing war or insurgency.

- The 5 countries experiencing the most attacks on education in recent years are all conflict affected, with 3 of these having over 1 million children out of school;
- More than 90% of children with disabilities in developing countries are not attending school, and one can assume this percentage is larger in crisis-affected countries.

Conflict is a serious concern to education, comprising as it does a full half of these contexts, but is not the only threat; just under a quarter are complex emergencies with multiple causes, nearly a fifth are natural disasters, and the remainder are public health emergencies. Also, crises occur across a range of socio-economic contexts, and while 20 of the countries reviewed are classified as lower income, the remaining 15 are middle income. Currently nearly half of crisis countries are in Africa, with the second largest concentration in Middle East and North Africa.

Wherever they occur, there are a range of disastrous system-wide and individual impacts caused by emergencies and protracted crises, from destruction of infrastructure, to disruption of systems, to an increase in protection concerns. Children across age ranges are affected differently, with young children susceptible to health concerns and developmental delay, and school age children and adolescents at risk of early marriage and pregnancy, recruitment into armed forces or groups, or labour exploitation.

The proposed SDG education goal, along with the Incheon Declaration, sets out a vision for inclusive and equitable quality education for all. It makes commitments for universal access to pre-primary education, and universal access to both primary and secondary education. While education responses to emergencies and protracted crises have often focused mainly on primary school, in line with this broader SDG vision, our analysis assumes response should at a minimum cover pre-primary, primary and lower secondary education.

## Education response architecture

Overall responsibility for education sits with national governments, and for signatories to the 1951 Refugee Convention, this includes in refugee contexts. However, willingness, preparedness and capacity to fulfil these functions is varied, and mutual accountability by international bodies and civil society brings in a

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significant number of other actors involved in response, including multilateral agencies like UNICEF and UNHCR (with special responsibility for refugees), bilateral development partners, as well as INGOs and community based organisations. Despite the large number of actors, there is limited reach and a persistent lack of capacity for implementation at country level.

The range of actors has led to significant challenges of co-ordination, with education in emergencies largely handled through the IASC Education Cluster, refugee crises by UNHCR, and protracted crises by a mix of these and others, including Local Education Groups (LEGs). Alongside and within these bodies, The Global Partnership for Education (GPE) and Inter-Agency Network for Education in Emergencies (INEE) also play important – but very different – roles in linking actors and developing and sharing good practice. This complexity, particularly in terms of the divide between humanitarian and development spheres, has led to limited links across these groups.

In addition to better linking coordination structures, education response architecture could be strengthened through addressing three key gaps: inadequate capacity for response, lack of coherence across assessment and planning, and poor data collection and use. Actual implementation of education in crisis contexts can be constrained by capacity, for instance due to lack of capable partners or short-term funding arrangements. Coherence across assessments and planning is also often an issue, with multiple and disconnected processes taking place. Furthermore, gaps in data collection and information management systems can constrain efforts to analyse evolving needs and track progress.

## Costs and financing

While costs across such different contexts and crises are difficult to estimate, we have tried to produce a global figure for this report in order to better understand the magnitude of the challenge. The estimated cost to provide educational support to the 65 million children aged 3-15 who are affected by crisis is in the order US\$8 billion per year. This is the medium of three estimates of cost produced for this report and includes \$2 billion at pre-primary level, \$4 billion at primary and a further \$2 billion for lower secondary. Further taking this figure against analysis of domestic governments' likely contributions suggests there is a global finance gap of \$4.8 billion, which averages to \$74 per child.

Existing funding sources are not likely to be sufficient to close this gap. Overall, the strongest candidate for additional funding appears to be the development sector in terms of its scale and resources, as ODA to education globally reached \$12.6 billion in 2012. In the same year, however, development funding to education in crisis contexts was only US\$1.1 billion, supplemented by

US\$105 million over the same period by humanitarian funding for education. Other sources such as increased national budgets, or household and remittance contributions, might enhance funding for crises but are not likely to be significant in contexts where these resources are stretched.

An estimated annual finance gap of US\$4.8 billion for education and crisis is of a significant order of magnitude. Still, this represents just under 22% of the annual financing gap of US\$22 billion for reaching universal pre-primary, primary and lower secondary education of good quality in low and lower middle income countries between 2015 and 2030. It is feasible to begin to make a dent in this gap; globally, education Official Development Assistance (ODA) would need to rise by just 38%, and as domestic education budgets are also expected to grow in coming years, it is reasonable that the burden be shared across actors. To put this in perspective, GPE received for the education sector commitments from partners totalling \$28.5 billion for 2015-18, with donors pledging \$2.1 billion. This compares to pledges of \$12 billion to the Global Fund to Fight AIDS, Tuberculosis and Malaria for 2014-16, and a total of \$7.5 billion pledged on top of \$2 billion committed to GAVI, the global vaccine alliance, for 2016-2020. This shows there is potential for greater ambition for education funding.

Although figures for adequately providing education in all crises contexts are high, the cost of not doing so is far higher. Education in crises at times can be life-saving, is certainly life-sustaining and is clearly important as a critical long-term investment as both a private and a public good, including for a nation's long-term human capital and economic growth.

## Ways forward

To make a significant change in this situation, further advancement will need a high level of commitment and advocacy, as well as funding. To strengthen global commitment, develop a detailed plan, and raise the necessary resources, we recommend a group of high level political actors and institutional leaders serve as champions for education in crises, working together initially for a minimum of one year to lead this process and advocate with heads of state, heads of existing institutions, and other potential donors.

Moreover, while a number of global commitments have been made to ensure education for children in emergencies and protracted crises, there is limited implementation of these agreements. To address this, there is need for a simplified and consolidated set of principles to cut through the complexity that has grown up around delivering education in crises. States are therefore called upon to reaffirm and implement globally agreed principles for education in emergencies and protracted crises,

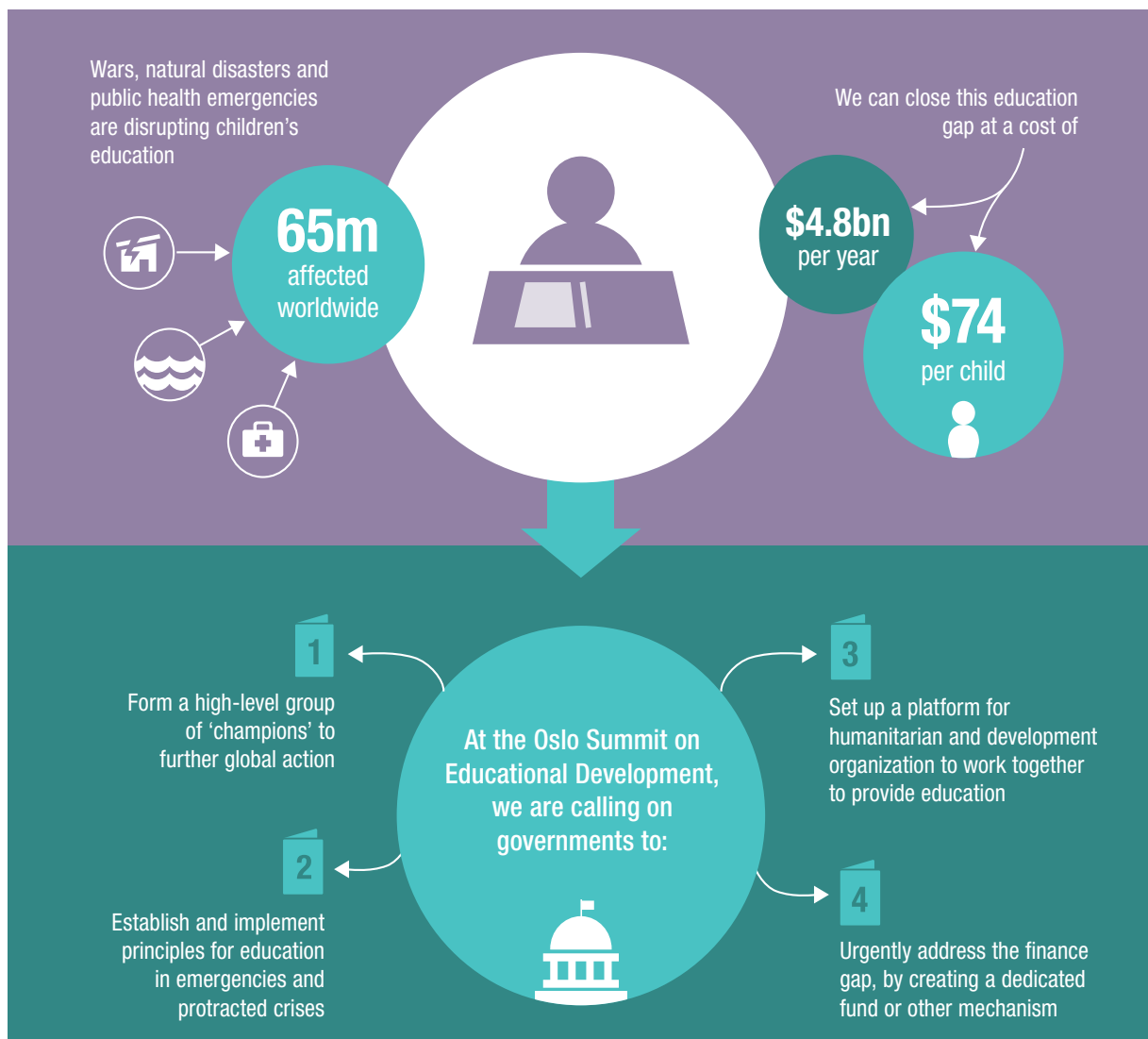
consolidated here as the Oslo Principles for Education in Emergencies and Protracted Crises (see Annex 6.1).

In addition, we call for technical scoping and subsequent launch of a Common Platform for Education in Emergencies and Protracted Crises. This platform could be shaped in a number of ways, including a combination of options provided in this paper. On the more intensive end, it might involve the creation of a new institution, both providing technical assistance on architectural issues and housing a global fund. Alternatively, this could be part of an current initiative, including a window of an existing fund. A less demanding option might be a formalised initiative bringing government, humanitarian and development actors together for country level coordination, developing an agreed medium to long-term plan and crowding in existing funding.

To take this work forward, four overall recommendations are made:

- **Recommendation 1:** A ‘Champions Group’ of high level actors, including representatives of donor countries and crisis-affected states, is formed to advance global action on education in emergencies and protracted crises.
- **Recommendation 2:** Consolidated Principles for Education in Emergencies and Protracted Crises, reaffirming agreed commitments, are established and implemented.
- **Recommendation 3:** A Common Platform for Education in Emergencies and Protracted Crises is further scoped and set up to address humanitarian and development architectural issues and ensure more seamless transition of support during and after crises.
- **Recommendation 4:** Urgent attention is given to addressing the finance gap for education in crises, starting with an assessment of options followed by creation of a dedicated fund or new modalities.

**Figure A: Education in emergencies and protracted crises**



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# 1. Introduction

This paper on education in emergencies and protracted crises is a more detailed version of a background paper prepared for the Oslo Summit on Education Development held 6-7 July 2015. The summit aims at mobilizing a strong and renewed political commitment for global education, focusing on four areas: investments in education, girls' education, education in emergencies, and quality of learning.

Education is a fundamental right of all people. It is the most effective way of reducing poverty and inequality and is integral to people fulfilling their life goals (High Level Panel, 2013). However, 25 years after the adoption of the World Declaration on Education for All and 15 years following the Dakar Framework for Action, more than 58 million children remain out of primary school and a further 63 million out of lower secondary school (UIS, 2015). Moreover, a worrying number of children in schools across the developing world are not learning to an adequate standard (EFA GMR, 2014).

Some of the most egregious violations in regards to the right to education occur in contexts of emergency and protracted crises. As highlighted by the former Special Rapporteur for Education, 'Education, a basic human right, is frequently found to be interrupted, delayed or even denied during the reconstruction process and early response to emergencies' (Muñoz, 2008). Awareness of the importance of education in situations of war, natural disaster and other emergencies has been growing for some time, yet concerted action to address the needs still falls short. Recently, a clear call to address this challenge

has been made by Gordon Brown, UN Special Envoy for Global Education, and a number of other actors have indicated greater ambition in this area.

Among some 476 million children living in 35 crisis-affected countries, 65 million children aged 3-15 years are currently most directly affected and at risk of education disruption, dropout and poor quality, alongside other psychosocial and protection concerns. Across these same countries are 37 million primary and lower-secondary school-age children who are out of school, some directly because of emergency and others because of the fragility of the system – meaning that 30% of those out of school around the world live in crisis-affected countries. A full 14 million of these are either internally displaced or refugees, with special needs for long-term access to sustainable, certified education in protracted crises on an equal basis to host communities.

This paper outlines the challenge of education in emergencies and protracted crises, first exploring three main questions: how the issue is defined, how many are affected and where, and what is the impact of crises on education. It then goes on to review the response architecture, looking at who provides education, how it is coordinated, how it is assessed and planned, and related costs and financing. Finally, the paper identifies key gaps and sets out recommended actions to address these.

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# 2. The challenge

## 2.1 What is ‘education in emergencies and protracted crises’?

There is a relatively broad scope and understanding of what constitutes ‘education in emergencies’,<sup>1</sup> with the term often used as a catch-all, but other expressions might be used depending on emphasis, such as education in humanitarian response, protracted crises (DFID, 2015), or fragile contexts (GPE, 2015a). Here we use the term ‘education in emergencies and protracted crises’, shortened at times to ‘education in crises’, to stress both the immediate and on-going nature of the challenge.

The 2010 UNGA resolution on The Right to Education in Emergency Situations reaffirms the right to education for all those affected by humanitarian crises, recalling the right as declared in numerous declarations and conventions (see Annex 5.1 for detail). It urges donors to increase financing to education in crises and to implement the INEE Minimum Standards for Education (2010) which are officially recognized as the education companion guide to the Sphere Standards (2011).

Education in emergencies and protracted crises is important for a variety of reasons. By providing safe-spaces during crises, education is life-saving and provides vital psychosocial support, key to the longer-term development of children, youth and communities. It is also crucial to the success of interventions in other sectors, such as water and health. Education is vital for peace and stability of countries (INEE, 2010) and is often identified as a high priority sector by affected communities themselves (Save the Children and NRC, 2014).

Education response is affected by the type of crisis, its scale, and phase, amongst other factors. While not

fitting neatly into a pre-defined taxonomy, there are three broad typologies of crises: conflict (e.g. war, insurgency), natural disasters (e.g. earthquakes, tsunamis, floods, droughts) and epidemics (e.g. Ebola, HIV), with complex emergencies involving a combination of said events (IFRC, 2015). Further, fragility is often an underlying factor of weak education systems, particularly in complex and protracted crises (Shields & Paulson, 2015).

The proposed SDG education goal, along with the Incheon Declaration, sets out a vision for inclusive and equitable quality education for all. It makes commitments for universal access to pre-primary education, and universal access to both primary and secondary education. While education responses to emergencies and protracted crises have often focused mainly on primary school, our analysis thus assumes response should at a minimum cover pre-primary, primary and lower secondary education.<sup>2</sup>

Recognising the broad scope and complexity of this challenge is integral to moving the sector forward.<sup>3</sup> Education needs are significant across different dimensions – typology, scale and timeframe of a crisis – meaning the system and its resources must be flexible enough to respond to the shifting needs across a variety of emergencies and protracted crises.

## 2.2 How many children are affected and where?

A total of 35 countries of concern to the international community are currently affected by emergencies and protracted crises, based on analysis of the countries included in the United Nations Children’s Fund (UNICEF)

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1 The INEE states that education in emergencies encompasses “quality learning opportunities for all ages in situations of crisis, including early childhood development, primary, secondary, non-formal, technical, vocational, higher and adult education... and provides physical, psychosocial and cognitive protection that can sustain and save lives” (INEE, 2010).

2 While going beyond primary education, even this is a relatively narrow conceptualisation of needed response, as we have not explored numbers or costs for upper secondary, technical or vocational, tertiary or non-formal education, or specific numbers and costs for special programmes such as catch-up or accelerated learning.

3 Further defining this issue is partly dependent on the perspective and priorities of different actors. The reality is there is a complex matrix of issues looking across phases and other elements, and the scope within which individual organisations operate is almost always narrower than the scope of needs across the entire sector.

**Box 1: Education response changes with the type and phase of crisis**

Education response is affected by the type of crisis, its scale and its phase, among other factors. While crises do not fit neatly into a predefined taxonomy, there are three broad typologies: conflict (e.g. war, insurgency), natural disasters (e.g. earthquakes, tsunamis, floods, droughts) and epidemics (e.g. Ebola, HIV), with complex emergencies involving a combination of said events. Fragility is often an underlying factor of weak education systems, particularly in complex and protracted crises (Shields and Paulson, 2015). In addition, displacement within and across borders is a particularly complicating issue for education

The phase of a crisis is a key determinant of the type of education response and can include preparedness, acute emergencies, protracted crises, refugee crises and recovery (INEE, 2010). Prior to an emergency, education actors may work on preparedness, which can involve country-specific emergency education strategies for both citizens and refugees, scenario planning and simulations, disaster risk reduction activities and prepositioning of supplies. When an acute crisis occurs, immediate response kicks in. This is a much more visible phase that can include surge capacity, joint rapid needs assessments, strategic response plans, emergency schools/tents, emergency supplies such as ‘schools in a box’ and child-friendly spaces. During chronic and protracted periods, there will be a stronger focus on teacher training, psychosocial care, support for administration and supervisors and development of national plans. A recovery phase occurs when the immediate threats are mainly over (i.e. peace agreement signed, flooding ends, refugee population is settled) and might involve developing longer-term recovery plans, rebuilding of infrastructure and systems strengthening for resilience (UNICEF, 2006). This stage includes the transition to systems development in preparation for future crises. Of course, these phases apply only in certain circumstances. They are not necessarily linear, and a strong contextual analysis is needed in determining response.

Humanitarian Action for Children appeals for 2015.<sup>4</sup> While crises are dynamic, and those affected may change year on year, analysis of the most recent data shows 476 million children aged 3-15 live in countries affected by crises, and that amongst those:

- An estimated 65 million children aged 3-15 are most directly affected by emergencies and protracted crises around the world, thus being at risk of education

disruption, displacement, drop out, and poor quality, alongside other psychosocial and protection concerns;<sup>5 6</sup>

- Approximately 37 million primary and lower secondary age children are out of school in crisis affected countries,<sup>7</sup> although it is unclear the extent this number is directly affected by crisis versus by broader system fragility (see figure 2, page 16);

**Table 1: Population estimate affected children aged 3-15 in 35 crisis-affected countries (millions)**

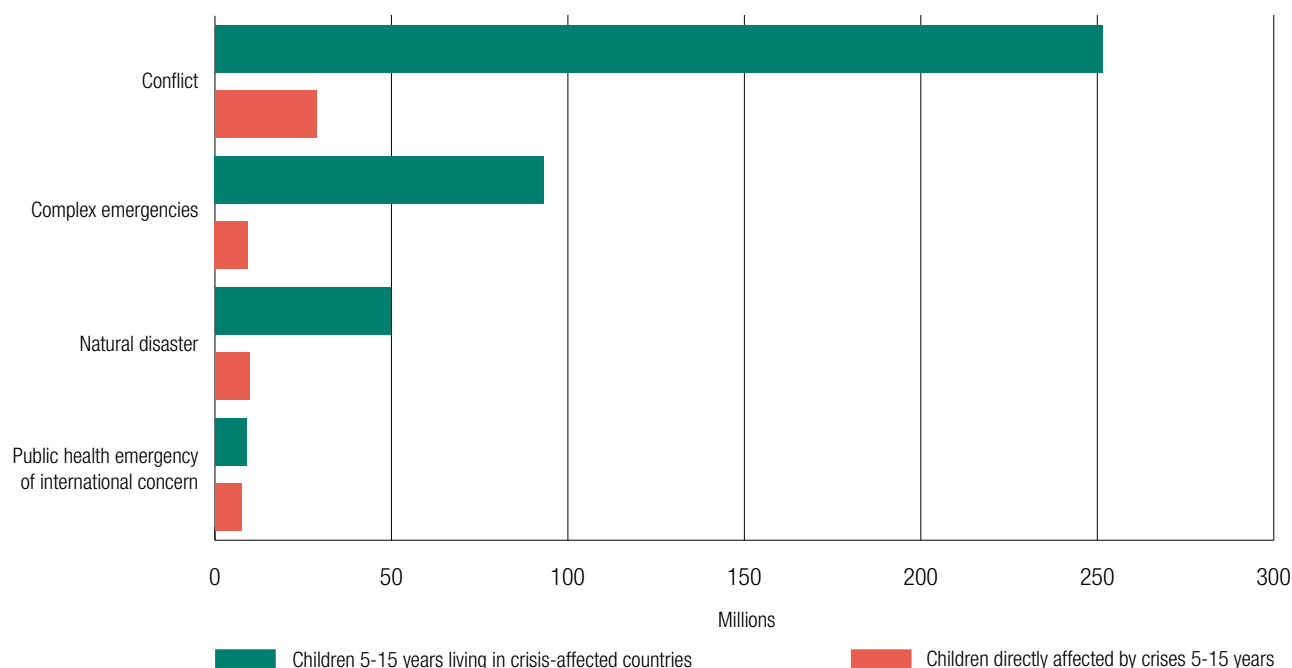
	Pre-primary	Primary	Lower secondary
Total number of children	73	293	110
Children affected by crises	10	40	15
Out-of-school children	-	22	15
Refugees and displaced	2	8	3

Source: Linksbridge (2015) and authors’ calculations.

<sup>4</sup> A number of lists detailing emergencies and protracted crises were reviewed. In addition to the UNICEF HAC 2015 list, a close look was taken at the list of conflict-affected by the EFA GMR 2015, the list included in the ACAPS Global Emergency Overview, and the most recent list of OCHA appeals. Each of these have their own logic and accompanying anomalies. The UNICEF list of 35 countries (34 plus Nepal due to the recent earthquake and subsequent appeal) was determined as best for our analysis as it includes different types of crises, comprises all countries with inter-agency appeals plus some others, and cites data in relation to affected populations. There are, however, some countries that might be considered ‘in crisis’ (i.e. Bangladesh, Libya, Pakistan) which are not on this list, which may cause some of our global figures to be underestimates.



**Figure 1: Children aged 5-15 affected by crisis, direct vs. indirect**



Source: Based on data from UNICEF's HAC 2015 appeal.

- There are at least 14 million refugee and internally displaced children aged 3-15 in these affected countries, based on UNHCR and UNRWA total populations of concern; at the primary level only 1 in 2 go to school and only 1 in 4 is at lower secondary level (UNESCO, 2015b).<sup>8</sup>

The majority of children affected by crises are living in conflict contexts, with significant minorities experiencing complex emergencies, natural disasters, and public health emergencies. As shown by Figure 1, just under 50% of these humanitarian crises are related to conflict, 17% are natural disaster, 9% are public health emergencies, and a further 23% of the countries are experiencing complex emergencies with multiple causes.<sup>9</sup> These different types of emergencies have a range of different impacts on the education system, discussed further in Section 2.

Conflict is a serious concern to education comprising as it does a full half of these contexts, but is not the only threat; just under a quarter are complex emergencies with multiple causes, nearly a fifth are natural disasters, and the remainder are public health emergencies.<sup>10</sup> Also, crises occur across a range of socio-economic contexts, and while 20 countries are classified as lower income, the remaining 15 are middle income. Currently nearly half of crisis countries are in Africa, with the second largest concentration in Middle East and North Africa followed by Asia.<sup>11</sup> Five countries – Nigeria, Guinea, Yemen, the DPRK, and Syria – have over 4 million school age children affected (Figure 1).

While we estimate that 65 million of pre-primary, primary and lower-secondary school age children are affected by crises, because of poor data it is unclear how many of those are out-of-school children (OOSC). We do

5 There are also approximately 15 million crisis-affected youth aged 16-18 years in these countries.

6 Overall population of children 3-15 living in these countries is 476 million.

7 This includes 22 million primary aged and 15 lower secondary aged who are out of school. To calculate this, country-wide out of school numbers were sourced from World DataBank (source UIS). For three countries – DRC, Ethiopia and Nigeria – only crisis-affected areas were included rather than the whole. When data on the number of out-of-school children was not available, a figure was estimated by applying the average percentage of out-of-school children in crisis affected states to the school age population.

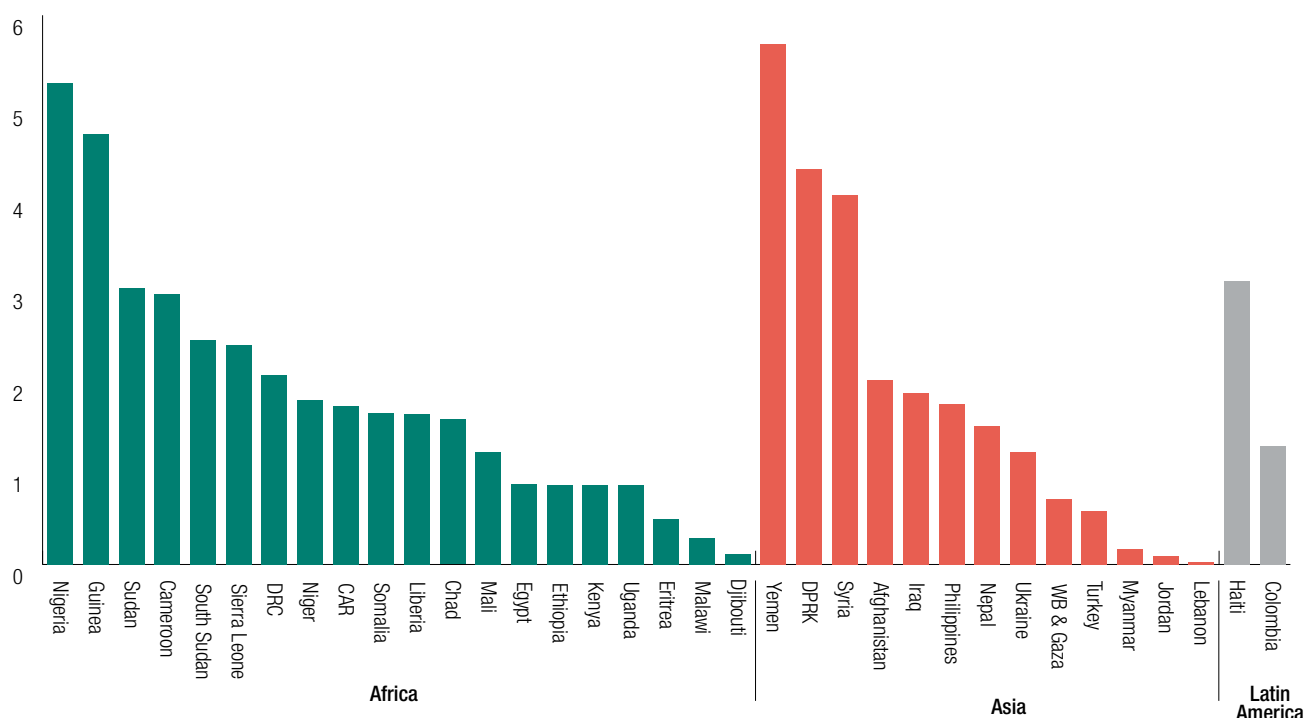
8 Globally, beyond the 35 affected countries analysed for this paper, there were 12 million children aged 5-11 and 8 million aged 12-17 amongst UNHCR populations of concern at the end of 2014 (UNHCR, 2015b).

9 Based on data from UNICEF's HAC 2015 appeal, cross-checked against UNOCHA 2015 Appeals.

10 Just under 50% of these humanitarian crises are related to conflict, 17% are natural disaster, 9% are public health emergencies, and a further 23% are experiencing complex emergencies with multiple causes.

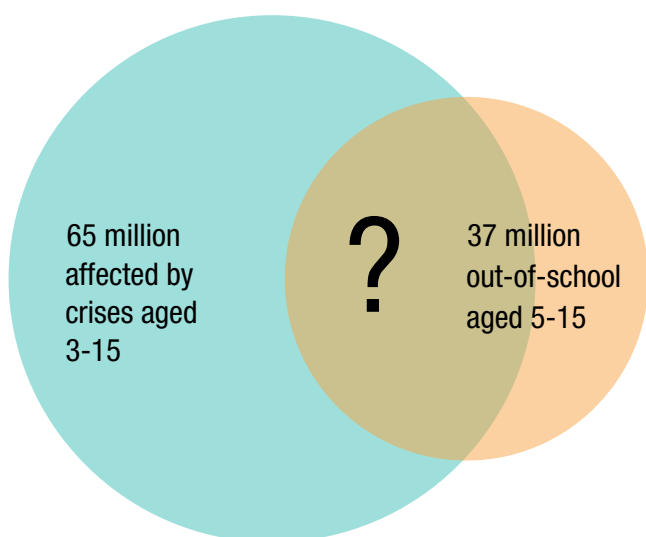
11 Also, a total of 65% of the affected school age population is in Africa, 19% in the Middle East and North Africa, 12% in Asia, 3% in Latin America and the Caribbean, and 1% Central and Eastern Europe.

**Figure 2: 65 million children affected, by country (millions)**



Source: Linksbridge (2015).

**Figure 3: Children affected vs. those out of school in crisis-affected countries**



Note: 476 million pre-primary, primary and lower secondary children in 35 crisis-affected countries.

Source: Linksbridge (2015) and authors' calculations.

know that in these countries, some 37 million are out of primary and lower secondary school, although it is hard to say if and how many are out of school because of a crisis per se. Therefore, it is unclear how much overlap there is between these two figures, although one could assume there will be some (see Figure 3).

A major challenge in putting together numbers affected is data availability and timeliness. All of these figures, including our own, are likely to be under-estimates as they rely on enrolment data rather than attendance or completion and do not consider the quality of education. Education management information systems (EMIS) are slow to respond to humanitarian situations and can be compromised themselves in large scale emergencies, whereas humanitarian information management systems tend to be under-resourced and incomplete.

In this past year, the level of forced displacement has been higher than ever before. Nearly 60 million people were exiled from their homes at the end of 2014 – a record number – with most of the situations lasting for more than 20 years (UNHCR, 2015b). The four-year war in Syria is the single largest driver of this displacement, with 2.6 million children out of school in Syria and in the neighbouring countries of Egypt, Iraq, Jordan, Lebanon and Turkey (Jalbout, 2015; UNHCR, 2015b). In terms of refugees, in 2014 52% of the world's refugees were 18 years old or younger (UNHCR, 2015b), with only

## Box 2: Comparing estimates of OOSC affected by crises

The way that the impact of emergencies and protracted crises on education has so far been measured globally is through out of school figures. These numbers, however, do not show the full impact of crises, which may have as, or more, significant effects than those in school. Analysis for this paper has found that there are 22 million primary aged and 15 million lower secondary aged OOSC in crisis affected countries, a total of 30% of those out of school globally across these age groups (38% primary, 23% lower secondary).

**Table 2: Percentage of OOSC (primary and lower secondary) in crisis affected countries compared to rest of world (millions)**

	Global OOSC, 2012	OOSC in crisis-affected countries	% of global OOSC in crisis-affected countries
Primary	57.8	22.0	38%
Lower secondary	62.9	14.5	23%
<b>Total</b>	<b>120.8</b>	<b>36.5</b>	<b>30%</b>

Source: Linksbridge (2015) and authors' calculations.

This compares to other estimates, all of which focus on conflict rather than a broader crisis-affected category, including the latest EFA GMR estimate of 21 million primary aged OOSC in conflict-affected countries in 2012, accounting for 36% of the total (UNESCO, 2015) and the narrower estimate by Jones and Naylor that 14 million OOSC aged 7-14 lived in conflict-affected regions in 2012 (Jones & Naylor, 2014).

half of primary school-aged refugee children in school and a quarter at secondary level (UNICEF, 2015d). The education of refugees is especially problematic.

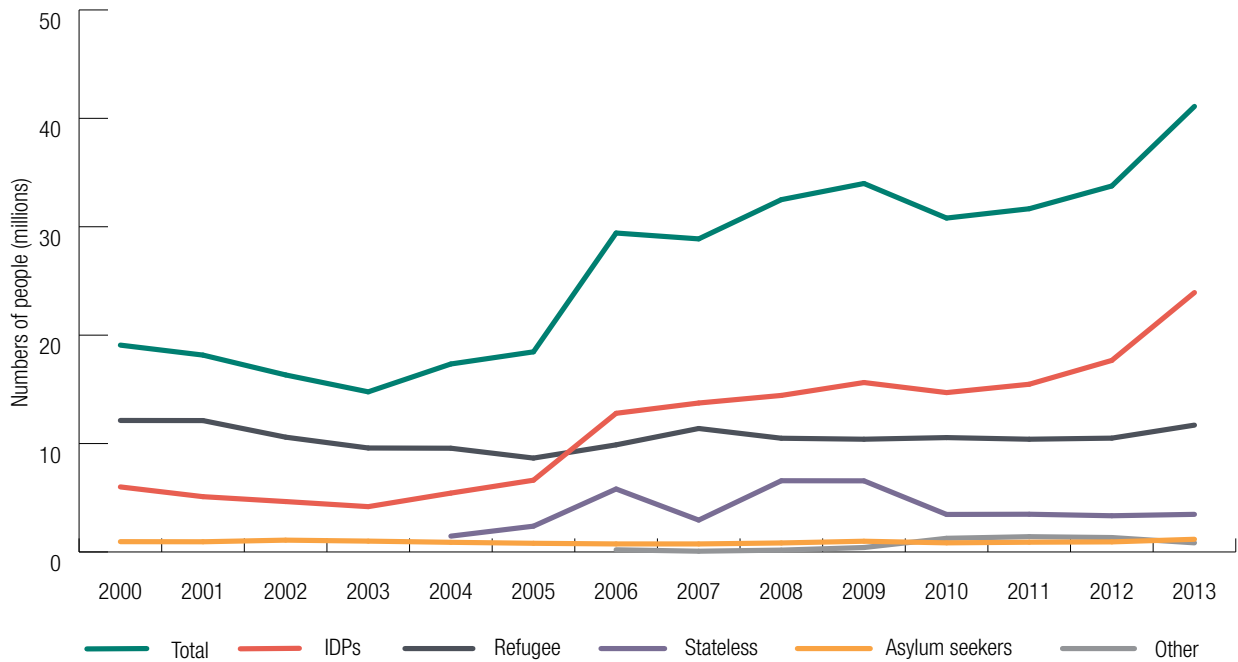
Quality in refugee education programming tends to be low, with pupil-teacher ratio averages at 70:1 and high proportions of unqualified teachers (UNHCR, 2011). The global burden of refugee education falls largely on the UN High Commissioner for Refugees (UNHCR) in already impoverished countries. In 2014 there were 34 countries hosting more than 100,000 refugees – many in the Middle East, Africa and Asia – and in total developing countries were hosting some 86% of the world's refugees. These figures do not include the 1.5 million Palestinian refugees supported by UNRWA. The capacity of poorer countries is a concern: almost half of refugees in UNHCR's mandate are hosted by countries where gross domestic product (GDP) per capita is below \$5,000 (UNHCR, 2015b). Figure 4 provides figures on the numbers of displaced people globally, showing that, since 2000, the figure has more than doubled. As more and more people are affected by crises, the strain on education systems and need for support will only increase.

## Box 3: Education in the protracted crisis of DRC and CAR

DRC and CAR are key examples of how education systems suffer in fragile states and are affected by conflicts. In DRC the government's inability to provide education has led to a system that is predominantly household funded with very low primary completion rates (39% for boys, 35% for girls). Recurring armed conflict in CAR since 2003 has led to a situation where in a country of 4.6 million people there are only 9,000 teachers (half of which are unqualified), 7% of schools are being used as shelters, and up to 80% of children are out-of-school. DRC and CAR represent two of the most protracted crises with severe long-term impacts on education, which creates a negative feedback mechanism where lack of education and protection fuels further violence and fragility.

Source: INEE (2014); Nicolai & Hine (2015); INEE (2015a).

**Figure 4: Global refugees, asylum seekers, IDPs, stateless and other**



Source: UNHCR Popstats Database [Accessed 22nd April 2015].

Conflicts occur predominantly in low or lower middle income countries around the world. In 2014, wars or limited wars occurred in 28 countries (Heidelberg Institute for International Conflict Research, 2015). However wars and crises tend to be protracted in nature, lasting for an average of 17 years.

There has been a rapid increase in both the number of disasters and those affected since the middle of last

century as shown in Figure 6. This cannot be explained simply by population growth, which has only doubled since 1970. Although there has been a dip in recent years, long term trends<sup>12</sup> suggest that globally as many as 600 million people could be affected annually by natural disasters by 2030 compared to around 450 million in 2015. Factors that will likely contribute to the increasing numbers of people at risk of natural disasters and conflict include climate change, demographic change, urbanisation, and inequality (The Government Office for Science, 2012). Countries most at risk are in Oceania, Southeast Asia, Central America and the Southern Sahel (see Table 5 in the annex).

**Box 4: Impact of natural disasters in the Philippines**

Some countries are at high risk of recurring natural disasters. The Philippines is the country with the second highest risk of natural disasters after Vanuatu (Alliance Development Works and UNU-EHS, 2014). Yet often these disasters are small and have a local impact, meaning the international response or national funding is often lacking. Between 2007 and 2011 schools in the Philippines recorded over 150 million USD worth of damage, yet only 58.5 million USD (39%) was assigned for school damage repair over the same period.

Source: INEE (2013b).

**2.3 What is the impact of crises on education?**

There are a range of disastrous individual and system-wide impacts that crises can have, from destruction of infrastructure, to disruption of systems, to an increase in protection concerns.

Children across age ranges are affected differently, with young children susceptible to health concerns and developmental delay, and school age and adolescents at risk of early marriage and pregnancy, recruitment into armed forces or groups, or labour exploitation. Yet education responses in humanitarian situations focus predominantly on primary school, with little attention

12 These trends are based on a continuation of patterns over the last 45 years.

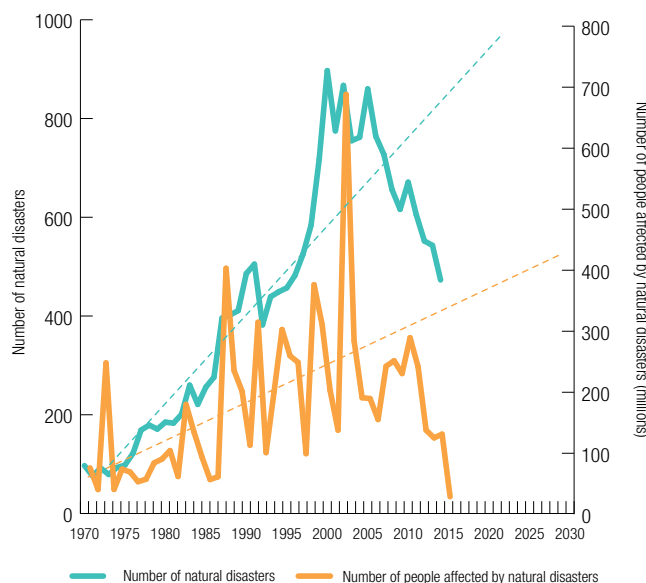
given to either pre-primary or those in secondary or tertiary education. Further, current estimates of the global learning crisis indicate that 250 million children are either not completing primary school or completing it without learning the basics of literacy and numeracy (EFA GMR, 2014). The amount of education missed due to emergencies and protracted crises likely contributes to poor quality of education across a number of systems.

A recent review of evidence finds that the education of already vulnerable or marginalised groups almost always suffer more in emergencies. These groups include girls (Jones & Naylor, 2014) and the poor (UNESCO Institute for Statistics, 2010). Analysis by King and Winthrop highlights countries where gender inequality in education is particularly bad, labelling these countries ‘girls’ education hotspots’. Countries identified as having the largest gender gaps include CAR (19 point difference in enrolment between boys and girls), Chad (17.8), Yemen (15.2) and South Sudan (13.9), all of which are affected by crises (King & Winthrop, Forthcoming).

Adolescents are also negatively affected. Education responses in humanitarian situations focus predominantly on young children and primary school, with little attention given to adolescents and those in post-primary education. This leaves youth vulnerable in various ways. Without schooling they become more susceptible to early marriage, early pregnancy, and radicalisation. In this scenario education is a vital component in the protection of children and youth from conflict. Firstly by providing an immediate safe space and secondly by providing them with an alternative to partaking in conflict itself. According to UNESCO, more than 90% of children with disabilities in developing countries are not attending school (UNESCO, 2007). Many of these will be in crisis-affected contexts.

Direct attacks on education and broader protection issues are also of concern in areas affected by conflict. The report Education Under Attack 2014 by the Global

**Figure 5: Number of natural disasters and those affected globally, projected to 2030**



Source: UNHCR Popstats Database [Accessed 22nd April 2015].

Coalition to Protect Education from Attack (GCPEA) highlights that between 2009 and 2012 there were attacks on education in over 70 countries, and out of the five most heavily affected – Colombia, Sudan, Somalia, Syria, Afghanistan – at least 3 have over 1 million children out of school (GCPEA, 2014).

#### Box 5: The impact of recent emergencies and protracted crises

- On the 25th of April 2015 Nepal was struck by an earthquake registering 7.8 on the Richter scale followed by severe aftershocks. More than 36,000 classrooms were destroyed and an additional 17,000 classrooms damaged, disrupting education of more than 1 million children (UNICEF, 2015).
- In 2014/15 Ebola wreaked havoc on the education systems in Guinea, Sierra Leone and Liberia. This impacted 8.5 million children and young people under 20, 2.5 million of which are under 5. Schools in the three countries remained closed for over 7 months. Primary school attendance was already low before the crisis (Guinea – 58%, Sierra Leone – 74%, and Liberia – 34%) (INEE, 2015a).
- In South Sudan the ongoing conflict is causing massive disruption to an education system that previously only had attendance of 43% for children and adolescents. At least 1,188 schools are in the affected region with 95 occupied by military forces or displaced people. Since December 2013 over 9,000 children are known to have been recruited into armed forces (INEE, 2015b).

Source: INEE (2014); Nicolai & Hine (2015); INEE (2015a).

# 3. Education response architecture

## 3.1 Who provides education response in crises?

Overall responsibility for education sits primarily with national governments. In UN General Assembly resolution A/64/L.58 on ‘The right to education in emergency situations’ (2010), member states were urged to:

*‘implement strategies and policies to ensure and support the realization of the right to education as an integral element of humanitarian assistance and humanitarian response, to the maximum of their available resources, with the support of the international community, the United Nations system, donors, multilateral agencies, the private sector, civil society and non-governmental organizations.’*

States are thus the main actors in ensuring that education systems are prepared for and resilient to potential crises, and in co-ordinating response. However, the extent to which states prioritise and are able to perform these functions in practice varies widely, with a mutual accountability by international bodies and civil society to meet needs. Unfortunately, several factors stand out as making aid systems ineffective: humanitarian aid to education is low and more generous development aid arrives late or not at all, delivery systems are poorly coordinated with high transaction costs, and there is a lack of partners who have adequate capacity for response (Greenhill, et al., 2015).

### National governments

An analysis of 75 current national education plans found that 67% mentioned neither conflict nor natural disasters, with only 12 (16%) mentioning both types of crises. The analysis also found that references to crises tended to be superficial and concentrated on the impacts that these crises had historically had on the education system, rather than detailed plans or principles for preparing and responding to them (Winthrop and Matsui, 2013:37-38). These absences suggest that these issues have not been main-streamed in education planning, which is particularly concerning as national education

### Box 6: Risk-reduction and resilience in Ethiopia

Ethiopia’s Education Sector Development Program IV 2010/2011–2014/2015 (2010) has been highlighted as one of the best ex-amples of how to identify and incorporate measures to reduce risk and improve resilience to conflict and natural disasters. It introduces a range of new topics into the national curriculum concerning education and emergencies, as well as environmental education and protection, using a range of strategies (e.g. learning materials, educational television, and school clubs) and with clear targets for in-service teacher training and awareness raising amongst students.

It also sets out a detailed preparedness and response strategy for supporting education in the event of crises. It identifies eight regions as being particularly vulnerable, due to the frequency of droughts, floods and ethnic conflict; and clearly outlines the impacts these crises have on education, while acknowledging the lack of comprehensive data. It then sets out a number of strategies for both preparation, such as teacher training, awareness raising and collection of detailed data; and response, including the creation of emergency preparedness response plans; the creation of task forces to implement and monitor these plans; and capacity building at the wereda (local government) level in high-risk areas. The strategy also draws on the INEE’s Minimum Standards as a guidance tool, explaining the focus on access, teaching, learning and coordination.

*Source: Winthrop and Matsui (2013)*

plans are often used by development actors to guide their funding allocations. That said, some countries have made significant progress in terms of resilience planning, such as Ethiopia (see Box 6), and 26 countries so far have signed up to a programme committing them to provide safer school facilities; school disaster management, which incorporates educational continuity planning and



preparedness for external support; and the integration of risk reduction and resilience into the education curriculum and teacher training (UNISDR and GADRRRES, 2014).

Countries such as the Philippines and Pakistan have also set up emergency units addressing education, either in disaster management agencies or their Ministry of Education, in order to better coordinate the national and international response to crises (see Box 6).

Under the 1951 UN Convention relating to the Status of Refugees, national governments who are signatories have responsibility for the protection and care of refugees and stateless persons on their territory, which also includes the right to education, and a duty to co-operate with the UNHCR. The extent to which these duties are fulfilled for education varies, however, with only 16 (64%) of 25 UNHCR priority countries officially allowing refugee learners full access to national education systems at the primary and secondary level, and others placing limits on access.

### International bodies and civil society

A range of multilateral agencies support education in crises by providing additional resources, expertise and capacity to augment state-led efforts. The United Nations Children's Fund (UNICEF) plays a particularly significant role, responding to as many as 200 emergencies every year. The UN Educational, Scientific and Cultural Organisation (UNESCO), the World Bank, and the European Union also make important contributions. The UN High Commission for Refugees (UNHCR) leads international efforts to safeguard the rights and well-being of refugees, including the right to education, and leads coordination in refugee responses. The United Nations Relief and Works Agency for Palestine Refugees (UNRWA) has a similar mandate for those displaced by the 1948 Arab-Israeli conflict and their descendants. These actors each vary in focus and capacity on this issue.

In terms of bilateral development agencies, there are likewise varying levels of focus on and support to education in crises. Recent analysis shows that education in emergencies and protracted crises is 'covered briefly in 5 donors' overarching foreign assistance strategies, somewhat more specifically in 5 donors' humanitarian strategies/policies, and more specifically in 6 donors' education sector strategies/policies' with a further 3 donors having detailed white papers or working papers outlining their approach (NRC and Save the Children, 2015).

International NGOs (INGOs) also play a key role in provision and advocacy of education in crises. Particularly prominent INGOs include Save the Children, the International Rescue Committee, Plan International, and the Norwegian Refugee Council (NRC). Further, national and sub-national NGOs are an important part of education response in certain crises, with the INEE membership listing 930 members from 46 different

### Box 7: National response mechanisms in the Philippines and Pakistan

With the Philippines on both the typhoon belt and the Pacific Ring of Fire, it is particularly at risk from multiple recurring hazards including cyclones, earthquakes, floods and landslides. It's National Disaster Risk Reduction and Management Council (NDRRMC) operates using the cluster model to bring together various actors to co-ordinate efforts. Under this model the Department for Education has a Disaster Risk Reduction and Management Office (DRRMO) and DRRM Core Group, which are responsible for formulating policies for education in emergencies and proposing programmes and projects to mitigate and reduce the impact of disasters on education.

Pakistan developed a National Disaster Response Plan (NDRP) and associated structures in 2010. The National Disaster Management Authority is the lead implementing, co-ordinating and monitoring body for disaster management, including not only government institutions such as the Ministry of Education, but also UN agencies and international and national NGOs. The Ministry of Education and its provisional bodies are responsible for emergency preparedness plans, developing modes of response for education in emergencies and assessing needs and plans for rehabilitation. They are represented at the National Emergency Operations Centre, as well as its provisional level agencies.

*Source: COA (2014); NDMA (2010).*

international NGOs, making up 27% of their total membership.

Moreover, national and subnational NGOs are often an important part of the education response, with a range of actors likely to be operating around any given crisis with varying degrees of international partnership. INEE lists a total of 259 national NGOs members and 49 from community organisations, including at least 125 uniquely named organisations. Pakistan's national education cluster has almost 40 national and regional NGO members working in different provinces, while in CAR there are fewer than 10 national NGO members, with the majority of cluster members and implementing agencies being international. However, one of the challenges in providing education in crisis contexts is the lack of capable partners for delivery at the local and national level. These are considered essential in mobilising community support and response at the onset of an emergency, as well as being a major element in ensuring sustainability, as many will continue working on education after the departure of humanitarian actors and before the arrival of development actors.

## 3.2 How is education response coordinated?

The myriad of actors operating at various levels has created a clear need for coordination. The most significant forums for country level education coordination are highlighted – the IASC Education Cluster, UNHCR refugee coordination, and the LEGs. In addition, the GPE and INEE bring actors together globally around these issues, working at country level within and alongside these groups.

### Education coordination mechanisms

The IASC, led by the Emergency Relief Coordinator – also the head of the UN Office for the Coordination of Humanitarian Affairs (OCHA)<sup>13</sup> – is a coordination, decision-making and policy development body comprised of prominent UN agencies and NGOs engaged in humanitarian work. The IASC Education Cluster operates at the global level and is activated in the field in response to particular emergencies. The Global Education Cluster is co-led by UNICEF and Save the Children, with 21 organisational members.<sup>14</sup> Country level clusters are activated and de-activated based on need and the stage of emergency through a formal call by the UN Humanitarian Coordinator and upon request by hosting countries.<sup>15</sup> Education Clusters help to coordinate country level SRPs, which include appeals, but do not distribute funding.

The mandate of UNHCR for refugees (and UNRWA in the case of Palestinian refugees) is global, regardless of location (camp/urban) or in terms of emergency, non-emergency and mixed movements involving asylum-seeker and refugees. In refugee situations, the High Commissioner for Refugees has the mandate for the ‘effective coordination of measures taken to deal with [refugee contexts]’, with UNHCR therefore the lead on the coordination of education for refugees in crisis contexts, as opposed to the cluster approach (UNHCR, 2013).

In longer term development situations, LEGs bring together national education authorities with representatives of a range of national education actors, including other government departments, donors, INGOs, CSOs, teachers unions, universities and private providers. They are chaired or co-chaired by the Ministry of Education and agree common priorities and plans for the education sector. The creation of LEGs and education sector plans is a pre-requisite to receiving funding from the Global Partnership for Education (GPE), including

### Box 8: National education systems and refugee access in Rwanda

Rwanda is considered to be an example of good national practice in refugee education. The country hosts a refugee population of over 80,000, most of whom are housed in five large camps. Many are from the Democratic Republic of the Congo and, having been in Rwanda since the mid-1990s, are considered to be in protracted situations. All refugees have the legal right to attend Rwandan public schools, but access varies in practice largely due to geographical location. Refugee students from two of the five camps attend local schools; while in the other camps there is either a reliance on camp-based schools or a mixture of camp schools with some degree of inclusion in local public schools. All public and camp schools teach the Rwandan curriculum and students are able to sit the national exams – either travelling to a public school or taking it at camp schools that are agreed national centres for exams. Good practices include the provision of orientation and accelerated language courses for refugees; the financing of additional teachers and teacher training for the special needs of refugees; the sensitisation of host communities to promote cohesion; and a national school feeding programme that encourages attendance. However, significant issues remain in terms of stretched capacity in the national education system and a lack of refugee access to upper secondary education in most camps.

*Source: UNHCR (2015a).*

in situations of crisis and fragility, as its funding will depend on the financing gaps identified in the course of education strategy development (GPE, 2012). The extent to which LEGs’ education plans incorporate planning and preparedness for crises is also not clear and is likely to vary in a similar manner to that found for national education strategies.

### International partnerships and networks

The GPE was established in 2002.<sup>16</sup> Not strictly a humanitarian actor, it is present in a number of fragile

13 OCHA performs a wide range of roles in the humanitarian sphere, including co-ordination, advocacy, policy development, information management and co-ordinating humanitarian financing. This last role includes both the mobilisation and management of pooled funds for humanitarian crises, and the tracking and publishing of humanitarian expenditures through the Financial Tracking Service (FTS) database.

14 The Education Cluster Unit based in Geneva serves as its secretariat, providing guidance to country education clusters and managing the deployments of a Rapid Response Team (RRT).

15 There are currently 23 active education clusters, with a further 6 having become dormant over 2006-2015, and less formal working groups operating in a further 24 countries over the same period.

16 Initially as the Education for All Fast Track Initiative (FTI).

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**Box 9: Differences between humanitarian and development aid to education**

Many of the above actors are involved both in both humanitarian response and development partnerships for education. However, despite the fact that support might come from the same place, emergency departments and longer-term development often operate separately. This is partly due to differing mandates and ways of working. The mandate of humanitarian action in education is not necessarily to address all the pre-existing gaps in education coverage or to meet global education goals. In South Sudan, for example, humanitarian response concentrates on countering the impact of conflict and natural disasters (largely floods) on education; this is meant to be complementary to development work focused on increasing access and quality more broadly. However, it is difficult in contexts such as this where the protracted nature of crisis has led to long-term fragility of the education system, to fully delineate between the differing mandates, types of aid, and actors involved.

**Box 10: Education clusters operating across acute and protracted crises**

National education clusters are currently operating in four countries or regions classified as L-3, the highest level of crisis severity. These include CAR, South Sudan, Syria and the region affected by the Ebola crisis (based in Liberia). In Liberia, in response to Ebola, the education cluster placed three RRT members and worked closely with the Ministry of Education, UNICEF, Save the Children and other partners to conduct needs assessments, implement safe school protocols, conduct training for teachers and provide hygiene kits. Efforts coordinated more than 20 agencies to assure Liberia's 1.2 million children return to school. This cluster also supported working groups in Sierra Leone and Guinea.

In Somalia, where there is a protracted crisis, the education cluster has successfully expanded access to protective learning spaces for over 250,000 children, as well as providing learning and recreation supplies. It has also engaged in the training of teachers and community education committees, although it has fallen short of its overall targets. Lack of funding, limited number of education agencies with the necessary technical capacity and a lack of data collection are all issues.

states and active in protracted crises. GPE pools funds from bilateral donors and developing country governments, as well as civil society and private sector actors, making grants to countries to support and improve education, which have totalled US\$4.3bn over 60 countries since 2002. While GPE primarily works with national governments, several INGO partners can now act as managing entities and disperse funds in contexts where government capacity is weak. At the country level GPE works closely with the LEGs, assisting them in developing sector plans and in convening actors.

Finally, the INEE was formed in 2000, a global network to facilitate collaboration; develop standards and guidance; and share information on the sector. In 2004 the INEE produced the Minimum Standards for Education: Preparedness, Response, Recovery (INEE, 2010), setting out a framework under which work in education in emergencies should be carried out. It currently has over 11,000 individual members across over 170 countries with a wide-ranging membership from UN agencies, national and international NGOs, donor organisations, governments and ministries of education, as well as individual researchers, teachers and students.

### 3.3 How are needs assessed and responses planned?

A range of needs assessment and response planning processes take place in relation to emergencies and protracted crises, which, despite being conducted jointly, at times are disconnected and duplicative. The lack of consistency and objectivity in needs assessments also creates problems regarding the prioritisation for funding and programming. Similar difficulties are also found for long term and transition planning mechanisms.

Providing for the education needs of populations in crisis contexts requires, as a first step, an accurate and credible assessment of needs, followed by the development of response plans. Needs assessment for an acute crisis is typically provided initially through joint education needs assessments (JENA), facilitated by the cluster or education working group, which aims to understand the impact of a given crisis; identify locations and populations that are severely affected; assess capacity of the education system; and, on the basis of these, identify education priorities requiring external assistance. Broader needs assessments may also be carried out using Post-Disaster Needs Assessments (PDNAs), which are government led, and Post-Conflict Needs Assessments (PCNAs), which are multi-lateral exercises. Their role is to provide an entry point for negotiating and financing common strategies for recovery and development, incorporating needs assessments, national priorities and costing of needs in a transitional results framework. Greater coherence could be developed between these and other needs assessment processes, including those used to inform education sector plans.

### **Box 11: GPE in fragile states**

While GPE does not have a specific focus on education in crisis, in the mid-2000s it began to consider how to better provide support for fragile countries. A Progressive Framework was adopted in 2008 and, since 2010, GPE has increased its allocation of funds to fragile and conflict-affected countries. This has given it a stronger focus on working to bridge gaps between emergency response and long-term development of education, including providing up to 20% of indicative allocation amounts on an urgent basis to respond to crises and adopting greater flexibility. Currently, over 50% of GPE disbursements are made through partners (e.g. UNICEF and the World Bank) to member states that are classified as fragile or conflict-affected. Since 2013, it has been the fourth largest donor to basic education, retaining a focus on the poorest and most fragile contexts when the international focus shifted more to secondary and middle-income countries. However, it has historically accounted for only a relatively small proportion of total external aid to education allocated to fragile states, making up only 6% over 2010-2012.

### **Box 12: The Syria Regional Refugee and Resilience Plan (3RP)**

3RP was launched in late 2014 and is scheduled to have a two-year time frame (2015-2016). It is a country-driven plan to address refugee and humanitarian needs surrounding the Syrian crisis, whilst also attempting to build resilience. It aims to be regionally coherent, with an integrated multi-sector response in countries across the region, including Syria, Lebanon, Jordan, Turkey and Egypt, and to combine humanitarian responses with a development-oriented approach by bringing together work in the humanitarian and development sphere into a single strategy. It also aims to provide a broad platform for building partnerships, allowing joined up planning, advocacy, fundraising and data sharing across a range of actors.

*Source: Bennett (2015).*

In terms of planning, Strategic Response Plans (SRPs), formerly known as consolidated appeals, are used to coordinate responses to humanitarian crises whenever an inter-agency appeal is in place. They are prepared by humanitarian country teams based on an overview of humanitarian needs (with the exception of refugee responses). They are used for resource mobilisation by agency and NGO directors, managers and cluster coordinators. Cluster plans, including those of the education cluster, operate within the framework of the SRP and consist of detailed objectives, activities and accompanying projects for implementation, including planned outputs, targets and costings. OCHA guidance (OCHA, 2014a) notes that the SRPs should be constructed in such a way as to be coherent with other national frameworks, as well as agreed recovery and transition plans.

Long term education planning by both national governments and Local Education Groups (LEGs) may also deal with emergencies and protracted crises. The former may be particularly key in terms of resilience planning for crises, although as noted in earlier sections prioritisation of crisis planning is often limited. The latter are chaired or co-chaired by the national Ministry of Education and agree common priorities and plans for the education sector across a wide range of education actors, which are then used to identify financing gaps for international actors. These plans provide key information on national education needs and priorities, which can then act as a guide for external funding and intervention, as well as baseline data for planning of crisis interventions (GPE, 2012).

Despite the existence of a range of frameworks for needs assessments and plans, many have issues with absence of data, weak technical and monitoring capacity, and unclear division of labour between actors. The need for simplification and adaptation to context, as well as capacity-building, has been highlighted as key to ensure these tools are being used well.



# 4. Costs and finance

## 4.1 What are global costs and the finance gap?

An estimated US\$8 billion per year is needed to provide educational support to the 65 million children aged 3-15 who are affected by crisis. This is the medium of three estimates of cost produced for this report and is comprised of \$2 billion at pre-primary level, \$4 billion at primary level and a further \$2 billion for lower secondary; averaging as a cost of \$123 per child.<sup>17 18</sup>

As a portion of this, our analysis of the likely contribution of domestic governments suggests there is a global finance gap of \$4.8 billion (within a broader possible range for this gap between \$2.4 and \$7.3 m

billion), or \$74 per child (see Table 3). This represents just under 22% of the annual \$22 billion global funding gap for pre-primary, primary and lower-secondary education.

The range of financing gap estimates of US\$2.4-7.3 billion have been developed using a combination of data from background papers for the Education for All Global

Monitoring Report (EFA GMR) (2015) and Steer (2015).<sup>19</sup> The absolute size of the finance gap for crisis contexts is relatively small compared to the global growth in education spending, but, as can be seen in Figure 6 (page 26), it represents a larger relative gap for these countries. Moreover, as with many of the figures in this report, these are also likely to be underestimates, as they do not factor in the problems governments in these contexts may face in terms of prioritising education and allocating funds effectively.

Although figures for adequately providing education in all crises contexts is high, the cost of not doing so is far higher. Education in crises at times can be life-saving, is certainly life sustaining, and is clearly important as a critical long-term investment as both a private and public good, including for a nation's long term human capital and economic growth.

An alternative method estimates the cost of education the 36.5 million OOSC in crisis-affected countries. The

**Table 3: Low, medium and high estimates of finance gaps for children affected by crisis aged 3-15**

	Estimated cost of supporting education in crisis-affected countries (US\$ billions)	Estimated contribution of domestic spending (US\$ billions)	Education in crises funding gap estimate (US\$ billions)	Education in crises funding gap as a % of annual global funding gap (\$22bn)
Low estimate	4	1.6	2.4	10.8
Medium estimate	8	3.2	4.8	21.6
High estimate	12	4.7	7.3	32.4

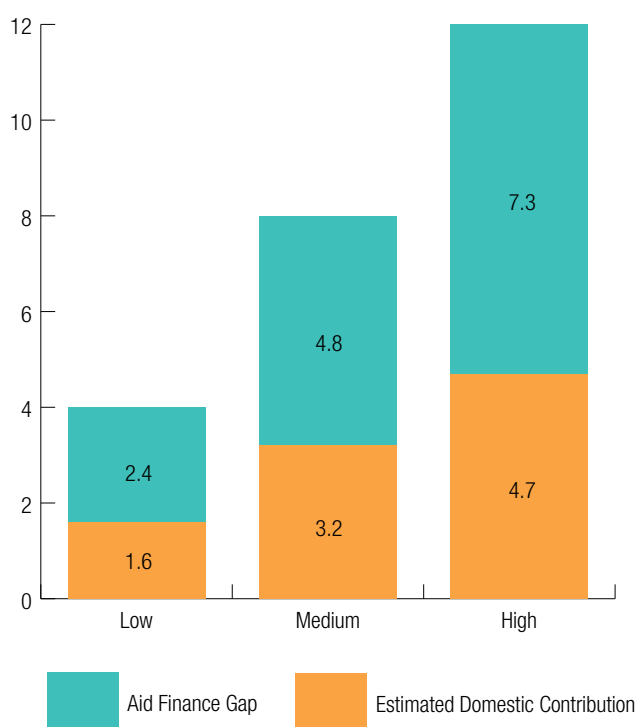
Sources: EFA GMR (2015); Linksbridge (2015); Steer (2015) and authors' calculations.

17 All cost estimates should be taken with a note of caution, as they rely on a simplified model of education response which would vary widely in reality. Cost estimates were calculated based on a provision of a standardised package which included classroom construction/repair, teacher salary/stipend, teacher training and student learning materials, and it is recognised that the response needs would likely extend beyond this. Costs were estimated separately by region (Africa, Asia and Latin America) and calculated at both a high and low level, resulting in a medium level estimate highlighted in this report.

18 These estimates assume that all of those aged 3-4 years would be new entrants to early childhood education (as very few crisis affected countries have extensive pre-primary enrolment), and that all those aged 5-15 years will be enrolled in school and may need supplementary support to avoid or limit disruption (as it is very difficult to say what proportion of children affected are out-of-school longer-term).

19 The EFA GMR makes a series of assumptions regarding the cost trajectories of education provision needed to meet international education goals, as well as increasing domestic capacity for revenue raising and a rising percentage of domestic funds being channelled into education over 2015-2030 (EFA GMR 2015). These estimates use the resulting share of additional annual costs of education provision covered by domestic education spending for low income countries (around 41% additional costs - US\$26bn per year with \$15.4bn coming from domestic spending) with some modifications to reflect our assumption that fragile states will have lower capacity for revenue raising than non-fragile states, with 2010 tax to GDP ratios roughly 1/3 lower in fragile states across LIC and MIC contexts (Steer, 2015). Based on this we took the LIC ratio and then lowered the assumed contribution of domestic revenue to education spending by 1/3. This produced the revised financing gap of roughly 61% for education in crisis spending applied to the three costing scenarios above.

**Figure 6: Estimated domestic contribution and remaining financing gap for additional annual education costs in crisis affected countries (US\$ billion)**



Source: UNHCR Popstats Database [Accessed 22nd April 2015].

cost would be just under \$11 billion per year based on the average cost of educating children in each country (see Table 7 in the annex). This is a low estimate for several reasons. First the cost of educating children in emergencies is higher than the cost in non-emergency contexts (Save the Children, 2010). These might include direct costs of damaged infrastructure, or costs of retraining teachers and replacing learning materials. There are also the indirect costs of interrupted learning and loss of human capital formation.

## 4.2 What level of funding is available from current sources?

Funding for education in crisis contexts comes from four main sources – domestic public spending; humanitarian aid; development aid; and private household expenditure. These and other sources will need to be better tapped to close the finance gap above.

### Box 13: Funding gaps for education in the Syrian crisis and Nepal

Current funding for education in crises has severe failings and challenges that are evident in a number of recent major crises. Four years after the start of the Syrian crisis donors have failed to act on commitments to ensure that there is ‘No Lost Generation’ of refugees. The UN’s inter-agency, regional education response is US\$235m short of the funding it requested for 2014, jeopardising education prospects for up to a quarter of a million children.

The low priority given to education by humanitarian actors is also evident in the case of the Nepal earthquakes. Initially, education in Nepal was not a designated “emergency cluster” and as such the sector did not receive funding from the country level emergency pooled fund. One month after the earthquake, the education portion of the flash appeal of \$24.1 million was funded at only 1.3%.

Sources: DFID (2015); Watkins and Zyck (2014).

The first source, public expenditure on education, is difficult to estimate for education in crisis contexts due to limited data.<sup>20</sup> Overall education spending has risen over the last fifteen years in many developing countries – rising by 1 percentage point or more of national income in 38 countries over 1999-2012 (UNESCO, 2015).<sup>21</sup> However, education as a share of government expenditure has actually fallen in fragile states over 2002-2013, from 14.5% to 13.4% in fragile least developed countries and 16.2% to 15.2% in fragile middle income countries (MIC). This has led to a share that is considerably lower than that observed in non-fragile states, where education spending has grown by this measure over the same period (see Figure 5, page 19) (Steer, 2015).

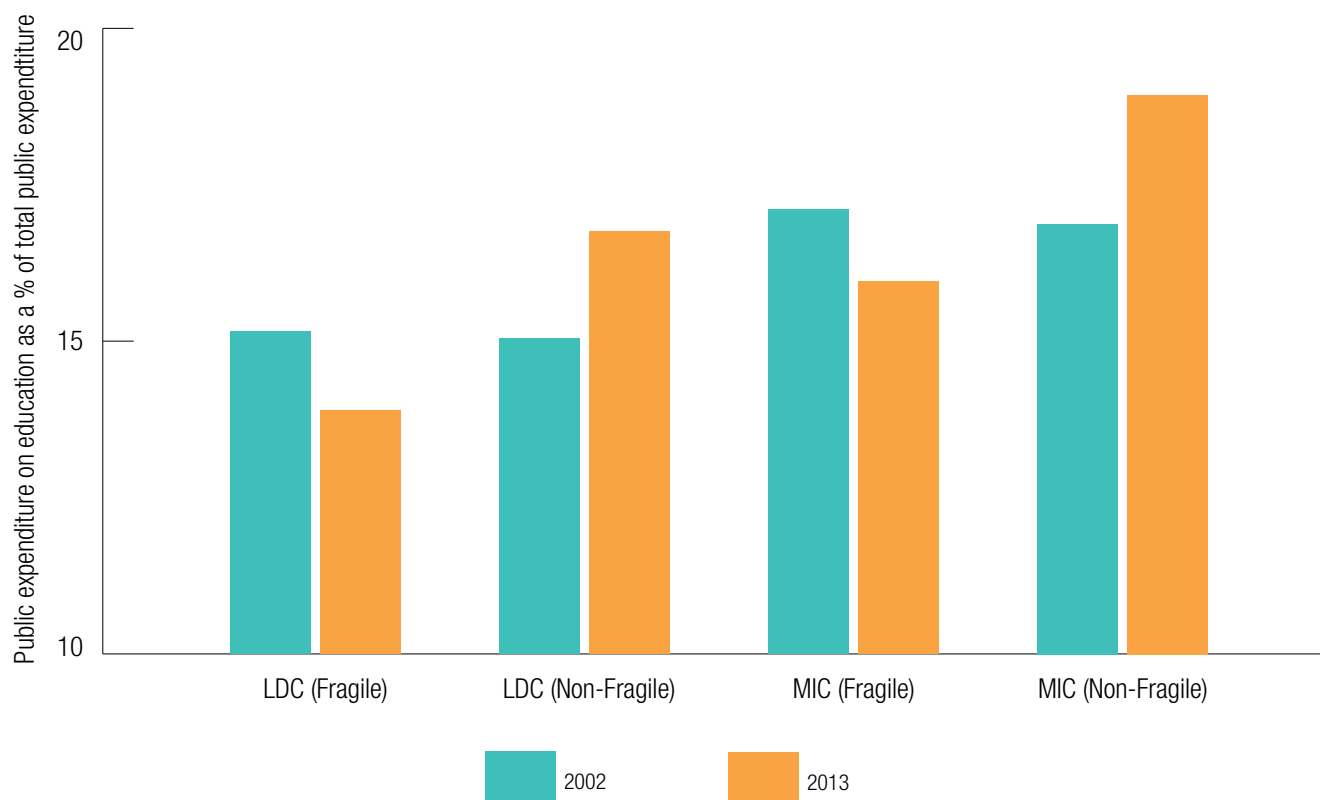
Humanitarian aid is another key source, but the prioritisation of education within this sector is still limited and there is a shortfall in overall humanitarian funding. Appeals are consistently not achieving their targets, with donors typically only able to contribute 50-60% of requirements each year (Bennett, 2015). In the case of education appeals, this has averaged at around 38% (NRC and Save the Children, 2015). Of the US\$12.9bn requested by humanitarian appeals in 2013, only 3.19% was intended for use in the education sector, and the share of education in actual funds received was even lower at 1.95%. This is

20 Nicolai and Hine (2015: 34) note that ‘While domestic expenditure is the single largest source of funding on education across all types of countries, no research was found that clearly analyses this before, during and after emergencies...It may be that certain governments have set aside budgets to support education in emergencies, but this is not documented or explored in any depth in any cases.’

21 Although domestic resources are increasingly important to overall financing, it is not a high priority in many national budgets – remaining largely unchanged over 1999-2012 at around 13.7% of government expenditure.

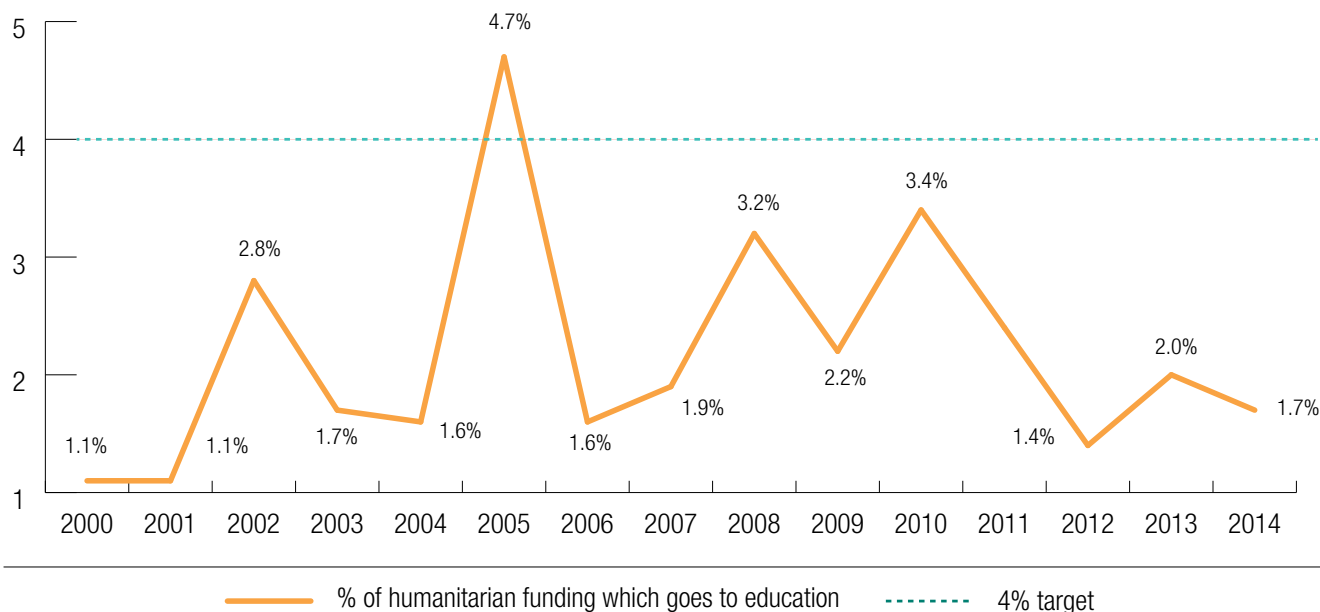


**Figure 7: Changes in public expenditure on education in fragile and non-fragile states (2002-13)**



Source: UNHCR Popstats Database [Accessed 22nd April 2015].

**Figure 8: Percentage of total humanitarian funds allocated to education (2000-2014)**



Source: OCHA Financial Tracking Services [Accessed 24th April 2015].

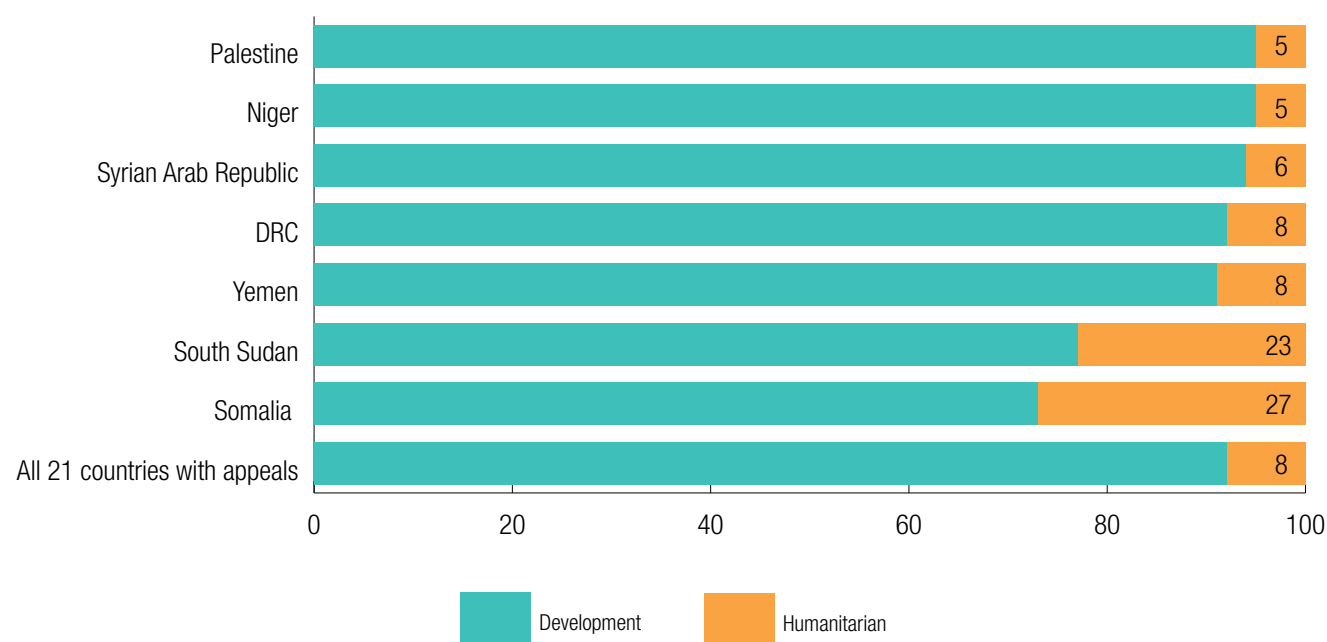
well below the target of 4% earmarked humanitarian funds for education called for by the UN Secretary-General's Education First Initiative in 2012 (UN, 2012). Even had the 4% target been met, humanitarian funding for education would have fallen well short of the \$4.8bn financing gap identified here, raising just \$0.5bn, although this would have been an improvement on the \$0.4bn appealed for and the \$0.25bn that was actually received by education appeals in 2013.

The consultation for this paper highlighted a need to revisit the 4% target for education spending from humanitarian funding. This is argued for two main reasons. Firstly, there is a likely disconnect between the actual number of out of school children in a given country and those that are targeted by UN CAP appeals. This means that humanitarian funds are unlikely to be providing significant support to those out of school. Secondly, the under-funding of crisis responses in many contexts means that even if the 4% target were met it would not be sufficient to reach all affected children. Rethinking this target may therefore require not only a revision on the level, but also of the formula, possibly focusing more on per capita investment required to meet the needs, rather than a simple share of humanitarian funding.

The vast majority of international funding for education in crisis, with the exception of refugee crises, comes from development aid. In 2012, humanitarian funding for education in conflict-affected countries was US\$105m, while development funding in these contexts was US\$1.1bn over the same period. Development aid is delivered in a variety of forms, including programme-based/project-based approaches; pooled funds; and budget support. Project based approaches tend to be favoured as less risky in fragile contexts, but there is an increasing emphasis on pooled funds and MDTF that allow greater coordination and long-term planning.

Development aid is delivered in a variety of forms, including programme-based/project-based approaches; pooled funds; and budget support. Programme-based approaches involve co-ordinated support for a particular national level project e.g. a national development strategy or programme of a specific organisation, while project-based approaches tend to be more narrowly defined and specific. The latter approach is often preferred by donors in fragile contexts as being less risky, particularly where the political and institutional situation is fluid, and where overall state capacity is likely to be weak. They vary as to the extent to which they work through government systems and strengthen them, as opposed to directly

**Figure 9: Share of total development/humanitarian aid to education, 2012 (%)**



Source: UNESCO (2015); OECD-DAC (2014) and OCHA (2014).

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reaching non-state actors. Pooled fund mechanisms allow greater co-ordination across agencies and can encourage a more programmatic approach in crisis contexts, as well as long-term planning for transition periods. Prominent examples including the multi donor trust funds (MDTFs); the UN Peacebuilding Fund (PBF); the UN Trust Fund for Human Security (UNTFHS); the MDG Achievement Fund; and the World Bank State and Peacebuilding Fund (SPF). These pooled mechanisms also appear to favour education spending compared to other mechanisms. Between 2006 and 2009 around 7.5% of development pooled funds for beneficiary countries were allocated to education spending – considerably more than the ratio of humanitarian spending, tallying with the fact that education is often seen as more long term and so a development priority (Nicolai and Hine, 2015).

Budget support mechanisms involve channelling funds directly to the government of the crisis-affected state in question, with varying degrees of ear-marking as to the sectors it can be allocated to. This mechanism has the strongest degree of country ownership over decision-making and can allow governments to continue operating, or rebuild, basic structures and services during the duration of the crisis. However, it is generally viewed as carrying considerable risks in fragile states where legitimacy, capacity and the strength of governance are all likely to be low. In recent years budget support has mainly been implemented via pooled funds, as part of a wider strategy, (e.g. Afghanistan and Timor Leste) or directly to new governments in post-conflict countries (e.g. Rwanda and Sierra Leone). There is little data on how this mechanism is used in the immediate response to the emergence of crisis contexts, but it may play a more important long-term and transition role as noted in

literature particularly on post-conflict settings (see OECD, 2012).

Evidence on household expenditure on education in crisis contexts is limited. UNESCO analysis of household survey data covering 15 African countries in fragile and non-fragile contexts found the average sampled household spent 4.2% of total household expenditure on education, with considerable variation within the sample and the fragile states sub-sample from 0.9% in Chad to 6.1% in Côte d'Ivoire (UNESCO-BREDA, 2012). Remittances to crisis contexts can generate significant flows and so may be a potential – but likely limited – source of additional finance for education. Likewise, there is limited information about private provision of education in crises, as well as foundation and private sector contributions to education in these contexts, with the latter especially having scope for further development.

Existing funding sources are not likely to be sufficient to close the identified funding gap for education in crisis contexts. Humanitarian resources are currently stretched, and this source of finance it is unlikely to be able to cover a substantial proportion of the gap; the full \$4.8bn would have required over a third of total humanitarian resources in 2013 and this level of spending commitment is unrealistic. Other sources such as national budgets, household and remittances contributions can enhance funding, but are not likely to be significant in contexts where resources are stretched due to crises.<sup>22</sup> Overall, the strongest candidate for additional funding appears to be the development sector in terms of its overall scale and resources; however there are real issues of mandate, architecture and capacities needed for response that make increasing these allocations in crises countries difficult.

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22 However, there may be scope for greater domestic financing in MICS and non-fragile states affected by crises.

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**Box 14: MDTFs – the case of Nigeria and Liberia**

The Nigeria Safe Schools Initiative MDTF is one of the most recently established country-level pooled funds for education. It was established by the federal government and the UN in late 2014, with a particular mandate to raise female enrolment rates in Nigeria's North-Eastern region, which are officially in a 'State of Emergency' because of the activities of the militant group, Boko Haram. The MDTF complements an existing national fund, which was established with funding from the federal government, the private sector and the African Development Bank. The MDTF aims to bring in broader support, co-financing and implementation experience. At present, funds can be accessed by approved UN agencies and can also be channelled through these bodies to NGOs, CSOs and national institutions. The focus of financing is the 'Safe School Initiative', which entails a combination of school-based interventions; community interventions to protect schools; and special measures for at-risk populations. The initiative is focused on areas that are in a declared state of emergency, but its mandate allows it to expand operations to other areas in the country.

The Liberia Education Pooled Fund was established in 2008 to enable the government to implement the Liberia Primary Education Recovery Programme – a three-year action programme to transition from short-term emergency interventions to a more comprehensive and long-term approach. UNICEF played the leading role in supporting the government to develop a pooled fund mechanism, with additional support from a range of international donors, multilaterals and non-state organisations.

Overall, the share of aid to education that was channelled through the education pooled fund was relatively small. It contributed \$16.25 million compared with the estimated cost of the Liberia Primary Education Recovery Programme at \$70.6 million over three years, with the shortfall largely funded by donors through other mechanisms. However, effective coordination and donor support harmonisation were significantly enhanced by coordination provided by the education pooled fund disbursement and procurement procedures. Positive steps were also made in terms of agreeing a 10-year education sector plan and creating a coordination unit in the Ministry of Education.

Despite these benefits, the education pooled fund had a number of drawbacks. It was not successful in attracting new donors, unlike equivalent funds for health and infrastructure, and limited national government capacity to fully engage and coordinate was not overcome by attempts at capacity-building. The most active bodies were chaired by UNICEF and had limited engagement with national stakeholders and international NGOs.

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# 5. Ways forward

## 5.1 How can global action be advanced?

**Recommendation 1: A ‘Champions Group’ of high level actors, including representatives of donor countries and crisis-affected states, is formed to advance global action on education in emergencies and protracted crises.**

This paper has identified three primary issues that restrict the quality of education provision in emergencies and protracted crises: limited implementation of existing agreements; architectural issues involving humanitarian and development aid systems; and significant education funding shortfalls across the spectrum of crises. With such complex and on-going challenges, high-level sustained leadership will need to drive the charge to address these.

To reinvigorate efforts to address the education needs of the 65 million children affected by crises, this paper calls for the establishment of the Oslo Consolidated Principles for Education in Emergencies and Protracted Crises, bringing together a number of frameworks that specify existing obligations and approaches.

In addition, there is a call for technical scoping and subsequent launch of a Common Platform for Education in Emergencies and Protracted Crises, guided by the consolidated principles, which would support collective action on architectural issues and develop funding mechanism(s) across global, regional and country levels. This platform could be shaped in a number of ways, including a combination of options provided in this paper. On the more intensive end, it might involve the creation of a new institution, both providing technical assistance on architectural issues and housing a global fund. Alternatively, this could be part of an existing initiative, including a window of an existing fund. A less demanding option might be a formalised initiative bringing government, humanitarian and development actors together for country level coordination, developing an agreed medium to long-term plan and crowding in existing funding.

Further defining and taking these proposals forward requires high-level commitment and advocacy, as well as funding. To strengthen global commitment, develop a detailed plan, and work to raise the necessary resources, a group of high level political actors and institutional

leaders should serve as champions for this issue, working together initially for a minimum of one year to lead this process and advocate with heads of state, heads of existing institutions, and potential donors.

## 5.2 Can commitment and accountability be strengthened?

**Recommendation 2: Consolidated Principles for Education in Emergencies and Protracted Crises, reaffirming agreed commitments, are established and implemented.**

The challenge of implementing international frameworks is pervasive. Reviews of existing commitments point out that official endorsements can help defend principled positions in the face of pressure from influential actors, there is often a trade off in terms of the energy required to expand signatories and agreement versus a focus on working toward good practice (Harmer and Ray, 2009; Abdel-Malek and Koenders, 2011; Scott, 2014). That said, there is a clear sense, both in literature and through consultation, that commitments and better accountability frameworks make a difference.

Those involved in consultation for this paper overwhelmingly felt that, yes, a set of common principles should be agreed to at a high political level. Not only could such principles form a common global language for dialogue and action across both humanitarian and development actors, but they could also act as guidelines and provide conditionality for follow-on support to governments and other education actors from bi- and multilateral donors and, equally, for bi- and multilateral donors to hold states and other education actors accountable.

While the right to education, including for those affected by emergencies and protracted crises, is clearly laid out in various UN declarations and conventions, it is all too often not ensured in emergency and protracted crisis situations. Numerous resolutions, principles and standards further specify certain obligations and approaches to this challenge, yet despite broad commitment, are not followed through in practice. The lack of implementation by government, humanitarian, and development actors limits coordination of the overall

response and flows of both human and financial resources. Concerted action for quality education provision in crisis contexts requires greater awareness and understanding of these commitments, as well as means to better hold key actors to account.

States are therefore called upon to reaffirm and implement globally agreed principles for education in emergencies and protracted crises, consolidated here and as a subsidiary to humanitarian principles and other existing resolutions, standards and guidelines, to provide a unified policy framework for action and accountability to be used across government, humanitarian and development actors. It is urged that commitments to education in emergencies and protracted crises, in line with these Consolidated Principles, be incorporated where possible into national policy and education sector plans, as well as humanitarian and development policies.

Accountability surrounding these Consolidated Principles is important. A monitoring and evaluation framework, as part of or aligned with broader efforts such as that developed for the SDGs, should track and report on progress from the start, including an indication as to what kind of progress is expected over the coming years and leading up to the completion of the Sustainable Development Goals in 2030. Any monitoring mechanism should actively involve civil society and researchers.

A proposed draft of the Consolidated Principles can be found in Annex 6.1.

### 5.3 What would make architecture more coordinated and efficient?

**Recommendation 3: A Common Platform for Education in Emergencies and Protracted Crises is further scoped and set up to address humanitarian and development architectural issues and ensure more seamless transition of support during and after crises.**

There are a number of issues of architecture that block gains in the provision of quality education in crises. Actual implementation of education in crisis contexts can be constrained by capacity, which may involve lack of capable partners for delivery exacerbated by short-term funding arrangements. Lack of coherence across assessments and planning processes within and across the humanitarian vs. development realms is often an issue, as well as limited use of validated tools and methodologies, leading to inefficiencies in costing and budgeting for education plans. In addition, gaps in data collection and information management systems also constrain efforts to analyse evolving needs and track progress in provision of education in crisis contexts.

As part of the consultations for this paper, there was broad consensus that significant gains could be made through addressing architectural issues, aside from whether new funding was secured. In fact, a small group

of respondents felt that reforming the current architecture is more important than creating any new structure, due to the high transaction costs of setting up a new platform/fund and the risk of dis-incentivizing humanitarian donors to continue funding education. A common platform for education in crisis could create a structure to address some of these issues, regardless of whether a separate fund was part of this.

#### Issue 1: Capacity and the number of capable partners

Efforts are needed both to strengthen ownership of and capacity for education in emergencies issues amongst national governments, as well as amongst humanitarian and development actors. Actions could involve:

- Working together on contingency plans and strategies and integrating education in emergencies issues into preparedness, planning, sector analysis, budgets;
- Support existing in-country education systems and staff to re-programme in response to crises, bringing these implementers to the table to be ready to respond and share information;
- Diversify education in emergencies responders through building national capacity and funding local organizations through a possible rapid response seed fund;
- Set up multi-year funding for the Global Education Cluster and an expanded Rapid Response Team (Coordinators, Information Managers, and Needs Assessment specialists as the core);
- Better focus funding on teacher training and ongoing professional development to strengthen education outcomes and build long-term in-country capacity.

#### Issue 2: Coherence across assessment and planning

There is need for more clearly agreed mechanisms, tools and approaches to align education assessments, plans and budgets across the full spectrum of short, medium and longer-term needs and vulnerabilities. Any bridging of humanitarian and development action for education will entail greater coherence across assessment and educational planning. A stronger emphasis on needs assessment would include initial multi-sector rapid assessments (MIRA), Humanitarian Needs Overview (HNO), and comprehensive sectoral assessments in protracted crises, to ensure evidenced-based interventions and prioritization. Further, there is need for agreed mechanisms, tools and capacities to align education plans and budgets across humanitarian response, recovery/transition and development. Doing this systematically could contribute to better synergies, complementarities and sequencing. Actions could include:

- Deployable needs assessment analysts to work across emergency and protracted crises, either via the global



Education Cluster Rapid Response Team (RRT), or part of other efforts;

- Strengthen awareness of existing needs assessment tools, such as JENA, PDNA and PCNA, and capacity-building in order to use them, especially for Ministries of Education;
- Brokering agreement of key stakeholders to undertake joint assessments and planning with support including funds for merging assessments and mapping of plans and budgets;
- Advance recovery and transition planning and costing to build in risk reduction and conflict mitigation measures as well as account for inclusion, such as specific disability needs;
- Invest in collecting basic cost metrics around key cost centres (infrastructure, teachers' salaries, and teacher professional development).

### Issue 3: Adequate data collection, systems and use

In addition, better data on current country conditions would allow stakeholders to better plan, respond and collaborate when crises occur, and the vulnerabilities and potential disruptions to education they continue to face, among other things. Linked with analysis, better data is also an important element for broader evidence building and lessons learning around education and crises. For instance, lack of data has led to widely used headline figures on children out of school in conflict countries, despite the fact that these figures are several years old and may coincide poorly with the timing of a crisis, measuring enrolment not whether students (and teachers) are attending or whether adequate learning is taking place. Specific suggestions include:

- Create links that systematize information-sharing between donors', NGOs, UN agencies and other stakeholders' humanitarian and development divisions;
- Build on humanitarian system investment in data systems, including information management systems for monitoring response with increasing focus on outcomes;
- Provide technical support to upgrade country systems and capacities, including EMIS.
- Develop a common method for costing quality education in education and protracted crises;
- Better ensure data can be used to communicate impact results to parents and children.

Bringing greater attention, coherence and efficiency to these architectural issues should form part of the aims of a Common Platform for Education in Emergencies and Protracted Crises and further be taken forward through collaboration between different stakeholders at global, regional or even country level. To achieve this, further appraisal on the shape this should take is needed.

## 5.4 What can be done about funding shortfalls?

**Recommendation 4: Urgent attention is given to addressing the finance gap for education in crises, starting with an assessment of options followed by creation of a dedicated fund or new modalities.**

The finance gap for education in emergencies and protracted crises, estimated at US\$4.8 billion, is of a significant order of magnitude. Still, it is feasible to begin to make a dent in this, particularly when one considers the gap equates to only \$74 per child. In June 2014, GPE received commitments from partners totalling \$28.5 billion for 2015-18, with donors pledging \$2.1 billion (GPE, 2015). In December 2013, the Global Fund to Fight AIDS, Tuberculosis and Malaria had pledges totalling \$12bn to cover 2014-16 (The Global Fund, 2015) and at the GAVI pledging conference in January 2015, over \$7.5 billion was pledged on top of \$2bn in resources already committed for 2016-2020 (GAVI, 2015). Globally, education ODA as a whole reached \$12.6bn in 2012 (EFA GMR, 2015a), and would need to rise by just 38% if international donors alone were going to fill this gap for emergencies and protracted crises. However, domestic education budgets are also expected to grow in coming years, and it is reasonable to expect that this burden be shared across actors.

Those participating in the consultation unanimously agreed that more and better funding is needed. The vast majority supported the creation of a platform/fund for education in crises, which would afford opportunity not only to funding, but also to research, dialogue and better coordination. Those in support of a fund had broad agreement that it should contribute immediate financing to a first-phase response to a crisis, whether disaster or conflict-related, alongside supporting humanitarian responses to incorporate transition and early recovery measures from the outset to bridge the humanitarian and development divide. While the majority of consultation participants also called for the new platform/ fund to support underfunded, protracted crises, which can require significant financial support and technical expertise, concern about funding protracted conflict was also voiced by several other respondents, due to complex and context-specific failures in these settings.

Addressing this global finance gap should be one of the central aims of a Common Platform for Education in Emergencies and Protracted Crises. In addition to the call for a global fund for education in emergencies, broader research on how international public finance can be used to eradicate poverty also calls for such a fund (Greenhill, et al., 2015). There was broad agreement in the consultation on a number of key criteria in terms of how to approach funding, including that any new instrument or approach should:

Bridge the divide between the humanitarian and development architectures, avoiding parallel systems and

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crowding in development finance as well as less traditional sources of funding, for example from foundations, the private sector and emerging donors;

- Be both timely, capable of rapidly assessing needs and disbursing funding without bureaucratic delay, as well as being multi-year, catalysing greater predictability of finance;
- Support quality educational outcomes going beyond infrastructure support to focus on areas such as teacher training, psychosocial support, protection needs and data needs;
- Be based on need, focused on those countries or regions where education provision is beyond the immediate capabilities of national governments.
- Expand technical, operational, and financial capacity to deliver educational results;

Other proposed criteria have been more contentious (see Box 14 for full list). Significant tension comes, despite

clear need for additional funds, on whether a funding mechanism should aim to raise new funding – seen by some as unrealistic – or focus on more efficient use of existing monies. Another issue is whether it should indeed be open across categories of countries and types of emergencies, or be more focused. Finally, there is no clear sense on whether the scope of any fund should address needs of a certain age group, i.e. primary aged, or include the full range of learners from early childhood through tertiary education.

There are several options that have emerged in how a funding instrument or approach might be focused, and a multitude of combinations possible of some of the more specific elements. To clarify the way forward, a full technical assessment of these and other options should be conducted.

#### **Box 15: Long list of suggested criteria for development of a platform/fund**

- Leverage additional funds to support quality education for children, youth and communities affected by crisis, not draining the limited resources for existing education programmes;
- Expand technical, operational and financial capacity to deliver educational results;
- Be based on need, focused on those countries or regions where education provision is beyond the immediate capability of the national government;
- Be timely, capable of rapidly assessing needs and disbursing funding without bureaucratic delay;
- Be open across categories of countries and types of emergencies, accessible for the acute phase through to transition as well as preparedness activities in order to build resilience;
- Be multi-year, catalysing greater predictability of finance, while at the same time being flexible enough to address crises in low- as well as middle-income countries, taking into account the higher costs of operating in the latter;
- Be capable of addressing regional crises and the education needs of refugees and the internally displaced;
- Support quality educational outcomes, going beyond infrastructure support to focus on areas such as teacher training, psychosocial support and protection needs;
- Target the full range of learners, from pre-primary through to tertiary education, and have an explicit focus on quality education for the most marginalised;
- Invest around a shared policy framework, led, where possible, by national governments, based on strategic multi-year plans that guide investment in education in protracted crises, drawing on humanitarian and development expertise and finance;
- Bridge the divide between the humanitarian and development architectures and funding, avoiding parallel systems and crowding in development funding as well as less traditional sources of financing, for example from foundations, the private sector and emerging donors;
- Strengthen the capacity of existing systems, structures and organisations, including national governments (ministries of education), the Education Cluster, UNHCR and local partners;
- Work through a range of implementing partners – including governments, multilateral agencies, INGOs and, where possible, community-based organisations;
- Promote more systematic use of innovative approaches including the use of information and communication technology/digital tools to allocate resources as efficiently as possible in emergencies and fragile contexts;
- Enhance data collection, linking with EMISs and supporting research, impact evaluations and providing analysis on what works at scale and what it costs.

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### **Option 1: Rapid Education Response Fund**

This type of global fund would address immediate learning needs in the first 12 months following a crisis, supporting a range of short and medium term needs and addressing underlying vulnerability. Eligibility would link to inter-agency appeals, with activity around Strategic Response Plans (SRPs). It would complement humanitarian aid during efforts to develop country specific funding arrangements. Its aim could be to ensure that education support reaches a set percent of humanitarian requests, such as 80% of requests across all crises.

### **Option 2: Global Education Fund for Protracted Crises + Crisis specific funds**

This approach could include both a global fund, as well as specific regional or country level join funds, aiming to provide more predictable funding for education over a period of something like 3-5 years. Countries would become eligible when it becomes clear that the crisis will not resolve itself quickly. Significant refugee or internal displacement may be a factor, and the focus of activity might be on developing long-term durable solutions within the regional education systems accessible to those populations.

### **Option 3: Fund for Education in Fragile and Crisis-Affected States**

This fund would focus on providing longer-term assistance to focus on children who are out of school in conflict-affected fragile states, and would likely need to provide support for a minimum of 5 years in each context. Given aid effectiveness commitments, notably the New Deal on Fragile States, emphasis would be on providing financing directly to governments and interventions on crisis sensitive and resilient education systems.

### **Option 4: Initiative to Strengthen Response to Education in Crises**

This approach would focus on capacity to address coordination and other gaps through existing mechanisms, providing technical support and additional funding. This option would be limited to capacity building to promote a more effective education response in crises, including to strengthen preparedness.

Beyond the purpose and shape of any fund, a number of operational questions also need to be explored in any appraisal of options. These include:

#### **a) Who should be involved in governance?**

Governance should be light where possible, and enable quick decision-making. Globally, it would include national governments, multilateral institutions, bilateral donors, and INGOs, with balance across humanitarian and development spheres. At a regional/country level, governance would be comprised of national ministries and members of UN Country Teams, the education cluster, and LEGs.

#### **b) Where would a fund be hosted?**

Due to its focus on funding and partnership, GPE appears as the most likely option for host, either through a new window in its existing structure or to house any new secretariat. UNICEF is also a possibility, particularly at the country level where it has widespread presence. OCHA has been mentioned, but there may be constraints on it hosting a sector-specific fund.

#### **c) How to determine level of ambition?**

There has so far been a sense that ambition, at least in terms of funding, should involve some level of compromise between the financing gap and the scope for additional funding. This could further be determined as focus of a fund develops and as a part of the technical appraisal of options, it would need to be refined as costing models are further developed.

This paper has shown that it is essential to better address the needs of those affected by emergencies and protracted crises as plans develop to work toward the new education related Sustainable Development Goal and associated framework. There are a large number of challenges, involving different issues depending on type, phase and scale of a crisis, as well as impacts ranging from children out of school long-term, shorter-term but extended disruption, poor quality of teaching-learning, harm to the teaching force, and damage to school infrastructure. Moreover, there are significant gaps in funding available and economic impacts of failing to support education in crisis contexts. With renewed high level political leadership, however, progress is possible in both the way that education response is delivered and in funding available.

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## 6. Annex

**Table 4: OOSC in crisis affected countries and costs of educating those children (millions)**

	Primary		Lower-secondary		Total	
	OOSC total (millions)	Cost per year (\$)	OOSC total (millions)	Cost per year (\$)	OOSC total (millions)	Cost per year
Afghanistan	2.45	346.21	1.28	57.37	3.73	404
Cameroon	0.29	83.21	0.44	120.57	0.74	204
CAR	0.19	14.49	0.23	22.60	0.42	37
Chad	0.47	109.62	0.61		1.08	297
Colombia	0.39	116.55	0.30	101.83	0.69	218
DRC	0.39	116.81	0.10	33.99	0.49	151
Djibouti	0.03	11.44	0.04	18.05	0.08	29
Egypt	0.26	156.73	0.06	64.88	0.32	222
Eritrea	0.65	197.63	-	-	0.65	198
Ethiopia	0.17	25.90	0.14	20.66	0.30	47
Guinea	0.43	43.00	0.52	57.83	0.95	101
Haiti	0.20	39.04	0.05	10.11	0.25	49
Iraq	0.37	111.08	0.58	195.68	0.95	307
Jordan	0.02	7.42	0.03	10.59	0.06	18
Kenya	1.06	302.28	0.02	6.51	1.08	309
Korea, Dem. Rep.	0.01	3.92	0.01	1.95	0.02	6
Lebanon	0.02	5.04	0.05	16.93	0.07	22
Liberia	0.44	62.09	0.07	12.91	0.51	75
Malawi	0.06	6.38	0.34	46.59	0.41	53
Mali	0.77	161.35	0.47	141.12	1.25	302
Myanmar	0.43	50.55	1.07	111.31	1.49	162
Nepal	0.05	7.64	0.16	26.86	0.20	35
Niger	1.05	200.68	1.13	171.04	2.18	372
Nigeria	3.41	1,588.60	1.27	797.03	4.68	2,386
Philippines	1.47	721.07	0.35	183.33	1.82	904
Sierra Leone	0.24	62.76	0.12	38.04	0.36	101
Somalia	1.25	91.01	0.29	58.34	1.54	149
South Sudan	0.99	291.33	0.37	194.70	1.36	486
Sudan	2.22	715.62	0.76	298.14	2.98	1,014
Syria	0.72	536.54	1.11	601.41	1.83	1,138
Turkey	0.31	93.05	0.04	12.90	0.35	106
Uganda	0.66	107.95	1.72	192.41	2.38	300
Ukraine	0.03	42.13	0.04	44.79	0.07	87
West Bank and Gaza	0.03	15.45	0.10	23.52	0.13	39
Yemen	0.44	145.00	0.67	331.35	1.11	476
<b>TOTALS</b>	<b>21.99</b>	<b>6,589.58</b>	<b>14.53</b>	<b>4,212.66</b>	<b>36.52</b>	<b>10,802</b>

Sources: UIS, DHS, UNESCO [Accessed 5th June 2015] and author's own calculations.

**Table 5: Impact of crises on child population**

Estimated children directly affected by crisis age group	Total directly affected by crisis	Total of concern to UNHCR & UNRWA
0-18 years (all children)	90,642,610	19,552,942
3-4 years (ECD)	9,970,687	2,172,549
5-12 years (primary)	39,882,748	8,690,197
13-15 years (lower secondary)	15,409,244	3,258,824
16-18 years (upper secondary)	15,409,244	3,258,824

Source: *Linksbridge (2015)*.

**Table 6: Estimating costs of educating children**

Context		Classroom construction (42 sq m shelter)		Teacher stipend (1 teacher)		Teacher in-service training (.5 year of training)		Equipment (cost per student of 1 school-in-a-box)		Total costs	
		Low	High	Low	High	Low	High	Low	High	Low	High
Crisis situation	Region										
Support formal school	Africa	\$1,420	\$1,420	\$405	\$1,225	\$60	\$2,000	\$4.0	\$4.0	\$2,045	\$4,805
Support formal school	Asia	\$1,420	\$1,420	\$234	\$2,600	\$60	\$2,000	\$4.0	\$4.0	\$1,874	\$6,180
Support formal school	Latin America	\$1,420	\$1,420	\$672	\$893	\$60	\$2,000	\$4.0	\$4.0	\$2,312	\$4,473

Source: *Linksbridge (2015)*.

Notes:

1. Assumptions about teacher to student ratio:

- Pre-Primary – Assumed 1 teacher and 1 classroom per 27 students
- Primary – Assumed 1 teacher and 1 classroom per 27 students
- Lower Secondary – Assumed 1 teacher and 1 classroom per 27 students

Source: EFA-GMR, “Pricing the right to education: The cost of reaching new targets by 2030”, March 2014. (<http://unesdoc.unesco.org/images/0023/002321/232197E.pdf>)

2. Assumed that 1 student could be served by 1 unit of equipment

3. Classroom shelter and equipment costs data from UNICEF Supply Catalogue

4. Teacher Stipend and training costs from:

- DFID Memorandum to UK Parliament, “Delivering Aid Through Direct Transfers to Beneficiaries”, 24 November 2011 (DFID, 2011)
- Theunynck, Serge, “School Construction in Developing Countries, What do we know?”, 8 April 2002 (Theunynck, 2002)

5. Assumed teacher salary to be 50% lower in a “support formal school” setting than in normal settings, assuming that this would be a temporary service and likely similar to a stipend.

6. Assumed that teacher training in a “support formal school” setting was 50% lower based on assumption that training time is less than in a full training setting.

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## 6.1 Oslo consolidated principles for education in emergencies and protracted crises

### Preamble

With deep concern that emergencies and protracted crises deny, disrupt and limit education opportunities for millions of children and youth worldwide, and building on existing collective efforts, we affirm that conflict, natural disasters and other crises will not pose a threat to ensuring that all children and young people in crisis situations are afforded with education opportunities in line with the vision and goals set out in the Incheon Declaration (2015), as well as the new Sustainable Development Goal on education.

Mindful that the right to education, including for those affected by emergencies and protracted crises, is clearly laid out in various UN declarations and conventions, it is recognised that crises all too often deny this right and pose a serious challenge to the fulfilment of international education goals. Quality education provision in crisis contexts requires greater implementation of these obligations. These Consolidated Principles for Education in Emergencies and Protracted Crises underscore an urgency for greater joint action, uniting existing promises into one framework.

### Right to education

Reaffirming the right to education, the consolidated principles recall the Universal Declaration of Human Rights, Article 26; the International Covenant on Economic, Social and Cultural Rights, articles 13 and 14; the 1951 Convention relating to the Status of Refugees, article 22; the Convention on the Elimination of All Forms of Discrimination against Women, article 10; the Convention on the Elimination of All Forms of Racial Discrimination, articles 5e and 7; the Convention on the Rights of Persons with Disabilities, article 24; the UN Convention of the Rights of the Child, article 28 and 29.

### Existing commitments

Built on humanitarian principles of humanity, neutrality, impartiality and independence as laid out in UN General Assembly (UNGA) resolution 46/182 (1991) and subsequent resolutions, the consolidated principles are further based on UNGA resolution ‘The right to education in emergency situations’ (2010); UN Security Council resolution 1998 on monitoring and reporting attacks on schools and hospitals (2011); the Core Humanitarian Standard on Quality and Accountability (2015); the Sendai Framework for Disaster Risk Reduction (2015); OECD DAC Principles for Good International Engagement in Fragile States (2007) and New Deal for Fragile States (2011); the Paris Declaration on Aid Effectiveness (2005) and the Accra Agenda for Action (2008); and the Principles and Good Practice of Humanitarian Donorship (2003). They draw particularly

on INEE’s Minimum Standards for Education: Preparedness, Response, Recovery (2010) which are officially recognized as the education companion guide to the Sphere Humanitarian Charter and Minimum Standards in Humanitarian Response (2011), as well as the INEE Guiding Principles on Conflict Sensitivity (2013).

Taking note that, in operationalizing these principles, it is necessary to meet the specific context of each situation. Conflicts, natural disasters and other crises are dynamic, with needs and capacities differing markedly, as does the political economy of the education sector.

### Consolidated principles

Across these sets of declarations, conventions, resolutions, principles and standards there are significant areas of consensus. Through these consolidated principles it is affirmed that:

#### 1. Importance across humanitarian and development contexts

Quality education is essential to fulfilling the right to life with dignity, as laid out in the Humanitarian Charter, and education is recognised as a key part of ensuring sustainable development; this requires reaching all children and youth everywhere including at the earliest possible stage in emergencies and protracted crises.

#### 2. National responsibility and mutual accountability

It is the responsibility of national governments that all girls and boys in emergencies and protracted crises complete a full course of free, compulsory primary education and are afforded equal education opportunities at all levels; international assistance and co-operation is needed to support states, particularly in refugee contexts, to ensure this right is fulfilled.

#### 3. Education quality and relevance

Free and compulsory primary education of good quality be made available, accessible and affordable to those affected by crises, with teaching and learning not only on foundational subjects like reading and mathematics, but also life skills and psychosocial support, with teachers as particularly important to delivery; further, quality early years provision helps mitigate against long term effects of crises on children’s development.

#### 4. Equitable provision of education

Education reaches all groups, especially those hardest to reach who may be further marginalized by crisis: this includes internally displaced and refugee children and youth, girls and their gender-specific needs, children and youth with disabilities, those from disadvantaged ethnic or social groups, and those living in extreme poverty.

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### **5. Protection of education**

All appropriate measures are taken to fulfill obligations under international law to protect education from attack and ensure schools are safe and secure learning environments; education must also be provided in such a way that it does not exacerbate conflict.

### **6. Disaster preparedness and resilience**

Disaster risk reduction, safety and contingency considerations are factored into education sector plans and curriculum, as well as all phases of planning, design, construction and reconstruction of educational facilities in keeping with efforts to ‘build back better’.

### **7. Coordination and community participation**

Inclusive education coordination groups and structures undertake joint assessment, planning and budgeting in crises, with affected communities actively participating to the extent possible so that response is adapted to local context and need.

### **8. Alignment with country plans and systems**

Humanitarian and development assistance supporting education in crises aligns with existing country education plans and systems, where needed providing durable solutions for displaced and refugee children, and as appropriate strengthening and supplementing capacity for nationally led response.

### **9. Timely, predictable, and multi-year funding**

Funding for education in crises is timely in order to avoid disruption, predictable to ensure greater consistency of response, and multi-year to build system resilience, complementing domestic education budgets and creating incentives for partnerships to leverage further resources and support innovation.

### **10. Data, statistical systems and research**

Adequate, sex-disaggregated data is collected to assess needs and to monitor and evaluate education responses in crises, building on and enhancing national statistical systems in a way that emphasises baseline metrics, measurable learning outcomes, and regular reporting; this is complemented by research to strengthen analysis and learning.





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