

MORE AND BETTER

Global action to improve funding,
support and collaboration for
education in emergencies



Save the Children

Save the Children works in more than 120 countries.
We save children's lives. We fight for their rights.
We help them fulfil their potential.

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Cover photo: Insitute Abelard, Leogane Haiti was built with Save the Children's support using innovative yet simple techniques that make it more hurricane and earthquake-resistant. It's made up of eight classrooms with an average of 30 children per class. We have also provided teachers in Haiti with training on reducing the impact of disasters on children, meeting the psychosocial and social needs of children affected by the quake and applying positive practices in the classroom.

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Throughout this document an * after a name in a photo caption indicates that the subject's name has been changed to protect their identity.

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INTRODUCTION

BACKGROUND

Every child has the right to an education and that right should not be adversely affected by the fact that children fall victim to humanitarian crises. In fact in every emergency, whether caused by conflict or natural disaster children tell us that what they want most – alongside medicine, food and shelter – is the opportunity to go to school.

But for the vast majority of children caught up in emergencies their education is at best interrupted and at worst never realised.

In 2011, 28.5m out-of-school children lived in countries affected by conflict, half of all out-of-school children – an increase from 42% in 2008.ⁱ

Children in fragile, conflict-affected countries are nearly 3 times more likely to be out of primary school than in other low income countries.ⁱⁱ

Despite the heroic efforts of many actors in the face of often insurmountable odds, the failure to provide educational services to the growing number of children affected by crises needs to be urgently addressed.

A persistent lack of funding for education in emergency contexts is a central challenge to reversing this situation.

THE CALL FOR A NEW FUNDING MECHANISM

In that light, the call by the UN Special Envoy for Educationⁱⁱⁱ for a new dedicated funding mechanism for education in emergencies is welcome.

There is absolutely no doubt that more funding to provide education to the millions of children in emergencies who are currently denied it, is urgently needed.

REALISING THE OPPORTUNITY TO DO MORE AND BETTER


In addition to allowing more unmet needs to be met, new funding and the mechanism which raises it and distributes it has the potential to address other critical barriers to effectively providing quality educational services in emergency contexts.

As international attention now turns to exploring in more detail the potential nature and shape of a new funding mechanism or platform Save the Children has identified a set of principles which we would like to see advanced by any new global action.

We believe that a new global education in emergencies fund or mechanism has a unique and historic opportunity to help deliver:

1. **More and better funding**, ensuring both an increase in funding and effective implementation through adequate, equitable and efficient spending.
2. **More and better support**, beyond increasing the volume and effectiveness of funding a new mechanism should also help to improve educational planning and delivery in advance of, during and after emergencies.
3. **More and better collaboration and commitment**, contributing to the development of new policy, practice and systems which incentivise national and international education, development and humanitarian sectors to work together and allow them to demonstrate leadership of and commitment to the right to education for all children, in all contexts.

Additional background on the call for a new fund for education in emergencies, a brief overview of the funding crisis and the case for education in emergency contexts along with more details on how these principles could be advanced via new global action, are set out in the remainder of this document.

A young boy with dark hair and a black t-shirt with a colorful graphic is sitting on a pile of grey rubble. He is looking directly at the camera with a serious expression. He is holding several white papers or books in his lap. The background is filled with broken concrete and debris.

Rayan* 13 years old, from the Gaza strip looks at some books he found in the rubble of his school which was destroyed during the bombing of Gaza in 2014.

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THE CALL FOR A GLOBAL EDUCATION IN EMERGENCIES FUND

In January this year at the World Economic Forum in Davos, the UN Special Envoy for Education the Right Honourable Gordon Brown, brought global attention to the plight of children affected by humanitarian crises.

In doing so he shone a particular light on the dire consequences of conflicts, natural disasters and epidemics for children's education. He said:

“In an ideal world, whenever children needed help, they would get it. When girls and boys were forced from their homes or classrooms because of war, natural disaster, or other crises, the international community would, within days, formulate a plan to ensure their immediate wellbeing. And such plans would include not only life-saving interventions, but also havens of psychological support and learning that protect opportunity and hope. Such places exist. They are called schools.

Unfortunately, ours is far from an ideal world. When children need help, days turn into weeks and months. Hundreds of desperate children become thousands and eventually millions. Hope gives way to prolonged misery – not for a few months or even a year, but on average for more than a decade. They are shut out of schools, locked out of opportunity, and condemned to live in unbearable conditions – subject to child labor or forced begging, sold into marriage, trafficked, conscripted into gangs, or recruited by extremists.”

The UN Special Envoy went on to identify the significant gaps in the solutions that are currently available to solve the challenge of education in humanitarian crises, including principally the lack of available funding.

“In 2014, education received just 1% of humanitarian funds – leaving millions of children and young people on the streets or idle in camps. And there is no mechanism to pay for the education of refugee children or those affected by disaster.”

Mr Brown consequently called for the establishment of a new fund for education in emergencies.

SAVE THE CHILDREN'S RESPONSE

That call has prompted a renewed conversation, which Save the Children strongly welcomes, among donors, developing and donor countries, UN agencies and non-government organisations about how best to solve the persistent funding gap for education in humanitarian crises.

Work is also underway to explore the possible nature, shape and operational modalities of such a mechanism and/or broader platform, which we look forward to contributing to.

‘Education in Emergencies and Protracted Crises: Toward a Strengthened Response’ published by the Overseas Development Institute^{iv} is currently open for consultation and we understand the results of those consultations will shape a new paper that will be launched at the Oslo Education Summit planned for July 2015. Save the Children will be contributing these principles and other insights to the consultation process.

Given that the exact form any new initiative will take is yet to be agreed, throughout this document we talk about a new fund, funding mechanism or platform.

We have identified a set of principles which we believe any new funding mechanism or other international policy or programmatic action should seek to advance and it is those principles which we are sharing in this report.

Since we began our reflections in response to Mr Brown's call our thinking has developed and we anticipate that it will change further over the course of consultations and discussions regarding the creation of a new education in emergencies funding mechanism. We hope our principles will help advance that discussion and we look forward to hearing from others both in response to this document and about the principles they would like to see a new funding mechanism or related international efforts advance.

EDUCATION IN EMERGENCIES

Education is critical for all children, but it is especially urgent for the tens of millions of children caught up in humanitarian crises, be they man made or natural disasters. However for the vast majority of children affected by emergencies, their right to education is a largely unfulfilled promise.

Children living in conflict and crisis-affected areas make up a quarter of the world's primary school-aged population, yet they represent half of the 58 million children out of school globally.^v This is a staggering figure - yet is likely to be a significant underestimation when we consider that at least 25 million children are living as refugees or are displaced;^{vi} 175 million children's education is likely to be affected by disaster annually;^{vii} and, some 875 million school children are living in high seismic zones while hundreds of millions of children's education is disrupted due to regular floods, landslides, and other extreme weather conditions.^{viii} As we know, it only takes a few crises to send millions of children's learning into free fall as recent examples have shown us – 5 million children were out of school in Ebola-affected countries in this past year,^{ix} nearly 3 million as a result of the four year-long Syria crisis^x and now almost 1 million children are no longer learning as a result of the Nepal earthquake and are unlikely to go back to school anytime soon with almost 24,000 classrooms damaged or destroyed.^{xi}

As the number of conflicts and crises increase globally and are more likely to be protracted and chronic in nature, the number of out of school children will only grow, leading to the distinct likelihood of multiple generations denied their right to education. The impact this will have on crisis-affected countries' development goals, economic prosperity and stability will be significant, and it will have ramifications globally.

What constitutes 'education in emergencies', can vary across type, phase and scale of crisis. The term is often used as a catch-all, but other expressions are used, such as education in humanitarian response or protracted crises. Throughout this document we use the term 'education in emergencies' which we take to include educational service provision to communities affected by natural disasters, conflict and epidemics of both an acute and protracted nature.

A LARGE SCALE EDUCATION EMERGENCY FOR SYRIA

The war in Syria started over 4 years ago and efforts to provide adequate education for the children of Syria have fallen far short. Almost 3 million children still are out-of-school, with the long-term impact to the economy of these children never returning to school reaching 5.4% of GDP. Half of refugees are not receiving education and at least a quarter of schools have been destroyed or damaged. Three million Syrian children out of school, with enrolment has falling from close to 100% to 50% on average, with areas of prolonged conflict such as Aleppo falling to as low as 6%. This is possibly the most severe case of a protracted crisis currently.^{xii}

Bayan* 5, from Daraa in Syria attends a Kindergarten funded by Save the Children in Za'atari camp, Jordan. Save the Children runs three such kindergartens in the camp.
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THE LEAST FUNDED SECTOR OF A POORLY FUNDED SYSTEM

Despite the urgent need to get more children living in emergencies back to school, education is consistently the most underfunded and under-prioritised sector in humanitarian responses.

On average, education receives less than 2% of total humanitarian aid committed through appeals and the education sector routinely receives less than half of the funding it asks for to meet children's education needs.^{xiii} In all, UN-led education in emergencies initiatives fell short of their own beneficiary targets by an estimated 65%, and, even further, short of meeting the needs of all 28.5 million children estimated to be out of school because of a range of emergencies and disasters.^{xiv} Taking 2013 as an example to underline the impact of this funding shortfall, only 3.44 million beneficiaries received education support out of 8.97 million beneficiaries the sector was hoping to reach.^{xv} In global terms, this means only 12% of the estimated 28.5 million children out of school due to conflict and chronic emergencies were reached in 2013.

Not only is education in crisis chronically underfunded, but the amount of humanitarian aid it receives as a proportion of humanitarian funding is declining. In 2010, 2.3% of humanitarian aid went to education; in 2011 it dropped by almost half to 1.3% and declined again in 2012 to 1%, scraping back to 1.95% in 2013^{xvi} only to drop again to 1.65% in 2014. The paucity and decline in funding for education in emergencies severely limits the ability of local and international organisations to meet the needs of children suffering in humanitarian emergencies and long-term crises, with many educational projects in emergency contexts left neglected, underfunded, or without any financial support.

EDUCATION A VITAL SERVICE IN EMERGENCIES

This funding situation makes no sense when the case for investing in children's continued education during times of crisis is so compelling. Children who are in school during crisis will:

- be better **protected**: Children's psychological wellbeing is impacted by crisis and they are at heightened risk of exploitation and abuse.^{xvii} If they are in school, they are able to receive psychosocial support and regain a sense of stability and security in their lives. They are also less vulnerable to heightened risks of child labour, sexual violence, early marriage and recruitment.^{xviii}
- **access life-saving services**: Children can receive key information on how to stay safe during crisis while they are in school – whether that be how to recognise landmines or be Ebola-free – and access key health services.
- be on track to **lead more prosperous lives**: education drives economic development. Research over the past fifty years has proven this time and again.^{xix} People with higher education levels are usually paid more, and their children usually follow a similar path.^{xx} Furthermore, education that caters to all children rather than just a few leads to faster economic growth. Studies have shown that each additional year of education can bring with it a 10% increase in income and, if all children left school reading, we would see a 12% reduction in world poverty.^{xxi}
- be **healthier**: Children who grow up with higher education levels usually have a more varied, healthier diet and seek appropriate and timely medical care. These behaviours result in lower fertility rates, safer deliveries, fewer illnesses, and greater longevity. Girls with an education are less likely to marry early, usually have fewer children, and help their own children make similar choices.^{xxii}
- be more likely to create and sustain **stable and peaceful** societies: studies show that higher levels of education in a country lead to more peace and lower chances of conflict, and that in some cases where education inequality doubled, so too did the chance of conflict.^{xxiii} They also show that education that is equitable and inclusive helps prevent people from engaging in conflict.

CHILDREN & COMMUNITIES PRIORITISE EDUCATION

It is also important to emphasise that children, parents and communities repeatedly prioritise education in times of crisis. During surveys and assessments they report education either as their number 1 priority or in their top 3 priorities time and time again.^{xxv} The international humanitarian community often talks about being more accountable to affected populations. Prioritising education in humanitarian responses in accordance with the wishes of children, parents and communities would be a key step in fulfilling this mandate.

With the need to invest in education in crisis so acute and the benefits for doing so unquestionable, the time is now to make a change. The call for a new funding mechanism for education in emergencies presents a key opportunity to make this happen and will be a key step forward in reversing the persistent funding gap and under-prioritisation of education in humanitarian crises.

Education in emergencies must be seen as a crucial investment in the futures of children, countries and the world. Ensuring more children are learning, in whatever context they live in, is the catalyst to reversing current global trends and ensuring greater stability, economic prosperity and development.



Agizo 10, attends a primary school for children displaced by conflict, in North Kivu, DR Congo.
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PRINCIPLE I: MORE AND BETTER FUNDING

Given the persistently low level of funding for education in emergencies there is no doubt that more funding is urgently needed to help meet existing and future education need in humanitarian crises. Moreover, we need to ensure effective implementation through adequate, equitable and efficient spending on quality education in emergencies programmes that reach the most deprived children.

A new funding mechanism should be timely, flexible, context-sensitive and predictable. This could help to increase the volume of funding available but also its effectiveness.

A new fund or platform should ensure:

- **New funding is additional**

One of the challenges of the humanitarian system is that the overall resources available for all sectors, not just education, is grossly insufficient. At the same time aid to education in general is in decline.

A key driver of any new funding mechanism must be to secure additional resources to education in emergencies and not to merely move resources from one part of the humanitarian system to education or from existing education programming into the humanitarian sphere.

In addition, a new funding mechanism must promote the protection of national education budgets and spending to ensure internationally-committed funding does not replace or lead to a decrease in national education budget allocations. Maintaining and strengthening political will for quality education service delivery is a critical consideration for a new funding mechanism

- **Funding is timely, predictable and flexible**

Education in emergencies funding needs to be available quickly to ensure education services can be provided to all children from the early stages of the emergency, thereby ensuring that the disruption to children's learning is minimized. As a result, any new funding mechanism must be able to act with speed to ensure funding reaches beneficiaries in a timely manner.

Due to the protracted nature of most crises the funding administered by any new mechanism must be conflict sensitive and flexible so it can be reallocated as situations evolve (or regress) and education needs and responses change.

Another challenge for humanitarian funding in general, but which is acutely felt in education is that funding needs to be predictable so education interventions can be planned with a longer-term view which considers how an emergency education response can be linked to development interventions already underway. This is especially important for protracted crises involving population displacement.

- **Funding is based on need**

It is important to recognise that even if the total funding ask for education in emergencies is met, it would only scratch the surface of the problem and come nowhere close to meeting the true scale of education need in humanitarian crises. Taking 2013 as an example, if education in emergencies had been fully funded through humanitarian appeals, less than a third of the estimated 28.5 million children out of school due to conflict and chronic emergencies would have been reached (and in reality, only 12% received education services).

In order to truly address the education crisis in humanitarian situations, it is essential that the true scale of education need in a given context is accurately assessed and there is an accurate estimation of the funding required to tackle it and that the funding provided is aimed at meeting those needs.

- **Funding supports quality education outcomes**

To bring about real impact for children living in humanitarian crises, donors must not only fund children's access to education during emergencies but also work to ensure they are receiving a quality education that delivers learning.

To this end, any new platform or mechanism for education in emergencies funding must ensure that the lion's share goes towards financing quality education delivery and not only providing education hardware, such as classrooms, school equipment and materials. Funding must be provided that ensures

teachers are well trained, supported and paid to do their jobs, that children's learning materials meet their needs and capacities, that they are being taught a curriculum that matches their abilities and also provides for those who need to catch up or require special attention, and that there are credible pathways in place to ensure their education, past and future, is recognised and certified.

- **Funding is used to incentivise contributions from other sources**

However successful a new funding mechanism is in securing contributions for education in emergencies the funding available is unlikely to be sufficient to meet all existing and future needs.

One of the challenges for new funding is how it can incentivise policy and practical change within existing systems and from among existing funding sources that result in an increase in the volume and diversity of funding for Education in emergencies.

Exactly how this is done will need to be considered carefully during the design phase of any new mechanism but consideration should be given to utilising matched funding, creating both pooled and crisis specific funding streams, identifying potential synergies with existing humanitarian and development funding streams and national budget allocations to education at the same time as exploring ways to facilitate corporate and private investment in education in emergencies.



Zainab (right) colours her friends drawing at Save the Children's temporary learning space in Peshawar, Khyber Pakhtunkhwa, Pakistan. Zainab's entire family was recently displaced from Khyber Agency and is now living with relatives.
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PRINCIPLE 2: MORE AND BETTER SUPPORT

Funding alone will not address the multiple challenges of resourcing and supporting effective educational service delivery in emergencies.

A new funding mechanism must also support the systems and providers of educational services in emergencies.

There are a wide range of needs for more and better support but as a matter of priority a new fund or platform should:

- **Strengthen the capacity of existing systems, structures and organisations**

Along with national governments where they are functioning, a range of systems, structures and organisations have responsibility for and perform functions aimed at providing educational services to communities affected by crisis. Any new funding mechanism or platform should seek to support both national governments and the existing systems, structures and organisations that work to prevent, reduce the risks associated with, respond to and support recovery following an emergency.

National governments and systems

National Governments are the primary duty bearers of education provision. National and sub-national education providers are the most consistent actors involved in responding to education challenges, before, during and after a crisis. Ensuring education authorities are equipped and skilled to take critical decisions regarding planning and response needs to be a fundamental part of education in emergencies. In addition, while education authorities shape national education plans and implementation, the funding associated with these plans is approved and disbursed by national financial authorities. Ensuring close linkages between education and financing actors, as well as increased understanding of funding disbursement realities and challenges in emergencies, is critical if the education sector is to design an education in emergencies funding mechanism which supports and strengthens national education funding – both in terms of the amount provided and the mechanism by which these additional funds will be disbursed.

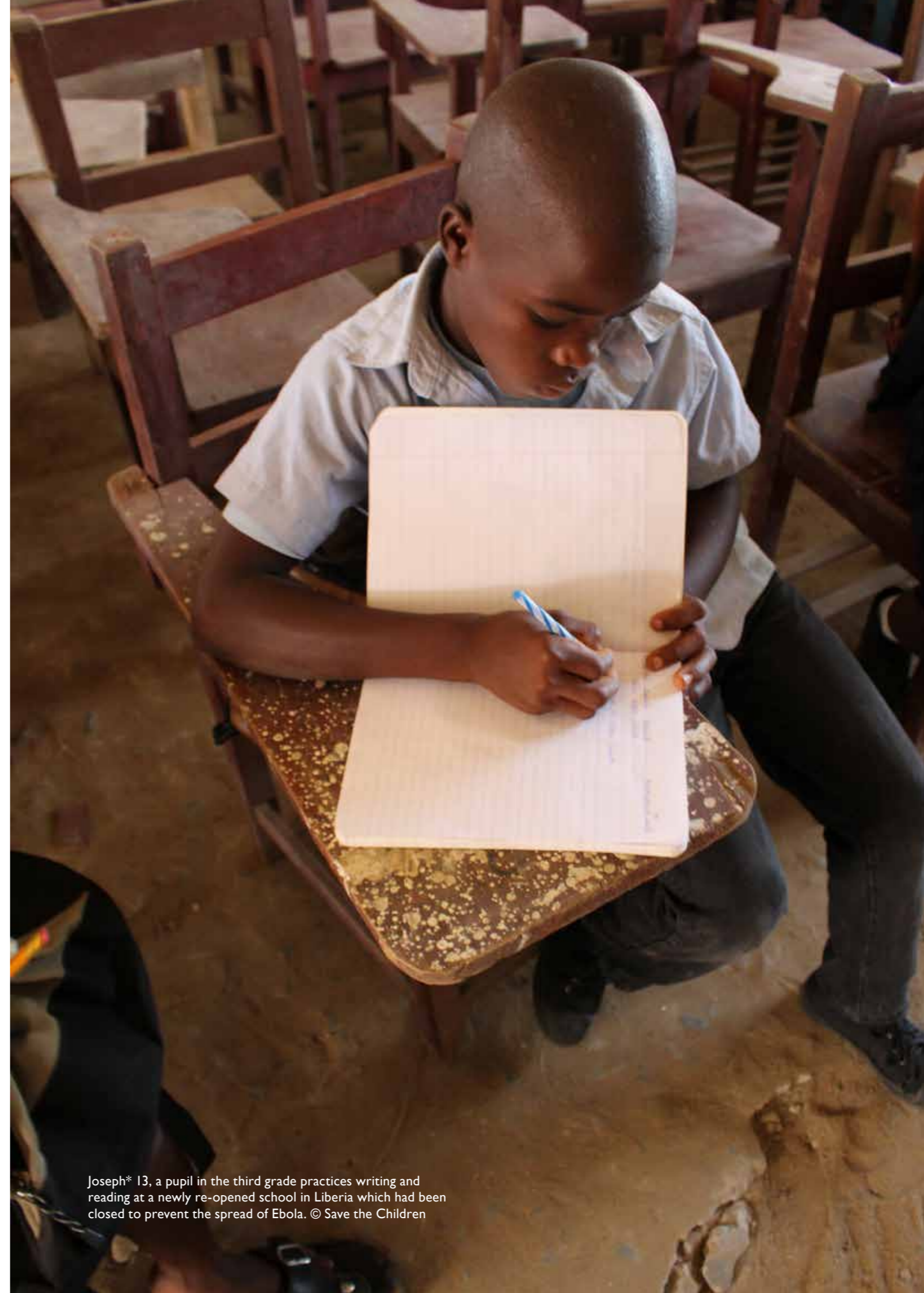
Context-specific complexities determine the level of national capacity building and systems-strengthening that is feasible in a response. For example, in specific crises situations, education authorities are sometimes inactive or not present. The neutrality of the Education Cluster and the need to provide crises-affected children with an education sometimes overrides considerations of systems strengthening. However, often the scale and sustainability of educational gains from emergency provision will depend on the ability of international education actors to build capacities and promote national political will and ownership.

Local Education Groups at national level coordinate sector actors and develop and monitor education plans long before and after the arrival of humanitarian agencies and funding. Since the leadership and functioning of this forum relies on national education authorities, promoting its strengthening and ensuring humanitarian actors are closely linked with this group is a critical part of bridging humanitarian and development interventions. Any new funding mechanism should promote linkages between long-term sector groups and country-level Education Clusters.

The Education Cluster

The IASC established the cluster approach to coordinate the delivery humanitarian assistance and agreed that this approach would be applied to the provision of education assistance in complex emergencies and humanitarian crises. The Education Cluster is the only global Cluster that is co-lead by a UN agency, UNICEF and an International Non-Government Organisation, Save the Children.

The cluster approach establishes a clear system of leadership and accountability for the key sectors of humanitarian response thereby strengthening sectoral coordination of humanitarian partners under the leadership of the Humanitarian Coordinator and in support of the government. The role of the Education Cluster is to facilitate a process aimed at ensuring a well-coordinated and effective education response.



Joseph* 13, a pupil in the third grade practices writing and reading at a newly re-opened school in Liberia which had been closed to prevent the spread of Ebola. © Save the Children

The principal role of the global Education Cluster is to prepare and then deploy resources in support of national education coordination mechanisms, when called upon by the Humanitarian Country Team as part of an overall international emergency response.

However the Education Cluster is insufficiently resourced and supported for this task.

More resources would enable the Education Cluster to play a larger role in improving readiness, support for activated clusters and support for the timely transition of coordination mechanisms to relevant national authorities.

With additional funding and capacity, the Education Cluster would:

- Be better able to build capacity within existing mechanisms and government authorities
- Strengthen the analysis and understanding of the educational requirements in a given humanitarian crises and the impact of the education response
- Ensure the provision of qualified and experienced staff to lead Cluster planning and coordination in the event of a large-scale humanitarian crisis

UNHCR

Under its mandate for international protection of refugees and forcibly displaced persons, UNHCR, in collaboration with national education authorities and other partners, coordinates and provides education services for millions of refugee children worldwide. Refugee education programming remains severely underfunded, with around half of refugee children out of primary school, and only one in four accessing secondary school. To meet the high demand for education amongst displaced communities, additional funding channelled through national education sector plans, UNHCR and partner agencies is urgently required.

• Increase investments aimed at risk reduction, conflict-sensitivity and strengthening preparedness

The impact of crisis on children's education could be greatly reduced if national education systems in crisis-prone countries are better prepared to provide education which is conflict-sensitive and risk-aware, before, during and after an emergency arises. If conflict and disaster risk reduction measures are mainstreamed into national education policies, plans, and programmes, education systems will bounce back quicker, be better equipped to address cause and effects of crisis and children will be able to get back to school sooner. Otherwise, as we see time and time again, unprepared education systems are overwhelmed in times of crisis, children's return to learning is significantly delayed, often unnecessarily and the type of education children receive is not given adequate attention.

Education in emergencies funding is not traditionally targeted at this front end, systems strengthening-type support but instead acts like the ambulance at the bottom of the cliff, providing support after the fact, when a situation is overwhelming, if not, beyond help. In these situations, education in emergencies funding acts like a band aid; whereas if more preventative funding was provided to build greater education in emergencies preparedness in national education systems, considerable advances could be made in addressing the overall impact that crises have on education and that education can have on crises.

Investing in better preparedness also makes financial sense. Working with national education systems to make sure schools are disaster-proof in the first place is much cheaper than rebuilding damaged schools after disaster strikes. Similarly, preventing schools from being occupied or attacked is cheaper and easier than rebuilding schools and community trust. And the greater investment there is in ensuring schools can withstand disaster and education can promote peace, the more money there will be to spend on providing quality education services when emergencies come.

• Enhance monitoring, research and impact evaluation of education in emergency interventions

The lack of priority given to education humanitarian responses is linked to a lack of understanding of its impact and value-add in humanitarian responses.

This is partly attributable to the fact that very few education in emergencies interventions and existing M&E practices focus on measuring the impacts important to donors, meaning we do not have a solid evidence base for what constitutes effective investments in education in emergencies. Education in emergencies funding is often short-term and does not therefore allow for time to monitor, evaluate, reflect on what worked well, what we can do better, innovate accordingly and ultimately collect evidence to inform better programming going forward.

However, with a solid evidence base, education in emergencies actors can begin to demonstrate more effectively the long-term dividends offered by education in emergencies provision, and establish in the minds of donors and colleagues from other sectors the idea that education during an emergency is a lifesaving and essential intervention, worthy of significant financing.

Targeted and reached beneficiaries should also be included in new data reporting standards which would identify projects, methods, and organisations that are particularly successful at delivering with impact, and for dissemination of those methods and practices across the other aid actors for the overall improvement of education in emergencies delivery.

• Undertake better tracking and reporting of education in emergencies funding and spend

While there is a wide ranging consensus that the education in emergencies funding gap is substantial inadequate information about the extent of unmet need, a sense of likely future need and the amounts of funding for education in emergencies hampers our ability to develop a comprehensive picture.

The UN's financial tracking service only records reported funding of humanitarian appeals. It does not capture all aid to education in emergencies (such as private and bilateral funding) and so it is very difficult to ascertain the true extent of funding shortfalls to education in emergencies.

In order to gauge the true gap in education in emergencies funding and whether any new funding mechanism is helping to close that gap should one be established, it is essential that education need is accurately assessed and quantified in a given context and that the money donors commit to the delivery of education in emergencies is tracked.

Any new funding mechanism or platform must support the generation of better financial information for the purposes of planning, delivery, evaluation and advocacy.

PRINCIPLE 3: MORE AND BETTER COLLABORATION AND COMMITMENT

Any new funding mechanism or platform must help improve collaboration among and between national education systems, humanitarian and development funders and actors.

The focus of a new mechanism and its governance structures can also be used to convene governments, donor and UN agencies and INGOs at the highest possible level to secure greater political interest in and commitment to addressing the multiple challenges that education in emergency contexts face.

A new fund or platform should:

- **Harness the collective power of all education in emergencies funding**

When education in emergency situations does get funding, it is in a variety of ways and through a variety of mechanisms. This multitude of funding modalities, when taken as a whole, has failed to meet the education needs of children living in crisis; nor has it led to greater effectiveness in providing education to children living across the spectrum of humanitarian or crisis scenarios. Rather, these multiple funding pots, with their own ways of working and rules of engagement, contribute to fragmentation rather than a more coherent environment for approach to education in emergencies funding.

In order to get the most impact from the education in emergencies funding available, it is essential that any new funding mechanism or approach to education in emergencies is focused on ensuring the different education in emergencies funding modalities work together wherever possible to ensure investments are mobilised and streamlined to ensure greater harmonization and improved effectiveness of existing funding.

- **Create more alignment with wider education aid, architecture, policy and practice**

We will also get no closer to the goal of ensuring more children in crisis can access quality education unless we break down the arbitrary barriers that exist between funding for education in humanitarian versus development contexts.

As a first step, we need to recognise that, in the main, crises cannot be categorised into standalone, distinct phases of 'humanitarian' and 'development'. Rather the starting point for most emergencies must be that they are most likely to be protracted and it will be necessary to plan - and fund - for this scenario from the outset. This means that when an emergency hits, the first order of business is to assess how funding will be secured that meets both immediate emergency education needs as well as longer-term needs.

This must involve consideration of how education development funding can be repurposed and reallocated responsibly and quickly so that the education in emergencies effort is frontloaded and its transition into early recovery and likely protraction is well supported. Recognising that the funding of education in emergency contexts must be as fluid as the situation it is responding to is essential to ensuring that long-term education planning can take place and that children can continuously access a quality education as the situations they are living in improve, stagnate or regress.

Flexible development education funding is just as important to countries prone to crises, including natural disasters, so that they can be better prepared to provide for education in times of crisis and are able to re allocate resources and adapt education delivery to meet changing needs and prevent future crises where possible.

The architecture which delivers long-term funding and co-ordination should be linked and, where it makes sense, pooled to encourage joint planning and delivery. For example, links between the cluster and local education groups at the national level should be strengthened; Education components of Crisis Response Plans (CRPs) could be better linked to national education plans and closer links are needed between education in emergencies funding distribution and national budget distribution (with regards to teacher payments, for example).

- **Address the wider structural and political barriers to effective education in emergencies provision**

Lack of funding is not the only reason why children fail to access an education in times of crisis. An effective education in emergencies response can be equally hampered by government and donor policies and practices or lack of capacity and preparedness. As we often see in refugee situations, host governments may fail to provide for the education of refugee children in the belief that educational service provision in host countries incentivises refugees to stay. Similarly, donors might fund responses nationally, rather than regionally, thereby overlooking regional-level issues affecting children's choices and opportunities, such as certification, curriculum equivalency and language of instruction.

In other cases, host governments fail to make policy changes relating to access, curriculum and certification, which would enable refugee children to continue to learn and attain recognition of their learning. More often than not these barriers are political in nature and over which humanitarian organisations can exert very little influence. The champions of any new platform or approach to Education in emergencies must be prepared to address these hard questions, broker change with national governments and apply pressure when it's needed.

- **Ensure integrated emergencies programming remains a priority**

As we work towards finding better ways to deliver education in emergency contexts and more and better funding to do so, we do not want to do so in isolation or at the cost of the wider humanitarian effort. While education in emergencies is the most underfunded and under-prioritised sector in humanitarian contexts other key sectors are overstretched and under-resourced as well.

While children's continued education should be a priority, their overall wellbeing is inextricably linked to being able to access a full spectrum of services in times of crisis. There are many opportunities for greater collaboration between education, child protection and health focussed actors which will improve the lives of children in crisis situations. Any new mechanism or approach to education in emergencies should make it a priority to explore how to maximise the collective humanitarian effort for the greatest benefit of children.

- **Create a forum for high level political commitment to education in emergencies**

The creation of a new global funding mechanism poses an exciting opportunity to shape a governance structure for the fund that can help and convene high level political interest in education in emergencies.

Structured correctly the governing body of a new fund or platform could help to increase the profile of education in emergencies, work at the highest level with other education and humanitarian funders and in doing so break down some of the silos which have contributed to insufficient funding and poor policy and practice for education in emergency contexts.

The governance body of a new fund or platform should be inclusive and involve representation from all relevant stakeholders including national governments, donor and UN agencies, the private sector, education sector specialists and INGO's involved in education and emergency responses.

SUMMARY OF RECOMMENDATIONS

As international attention turns to exploring a new funding mechanism or platform for education in emergencies, Save the Children urges decision-makers to advance the following principles as they shape any new global action:

PRINCIPLE 1: MORE AND BETTER FUNDING

A new fund or platform should ensure:

- New funding is additional
- Funding is timely, predictable and flexible
- Funding is based on need
- Funding supports quality education outcomes
- Funding is used to incentivise contributions from other sources

PRINCIPLE 2: MORE AND BETTER SUPPORT

A new fund or platform should:

- Strengthen the capacity of existing systems, structures and organisations, including national government, the Education Cluster and UNHCR
- Increase investments aimed at risk reduction, conflict sensitivity and strengthening preparedness
- Enhance monitoring, research and impact evaluation of education in emergency interventions
- Undertake better tracking and monitoring and funding and spend

PRINCIPLE 3: MORE AND BETTER COLLABORATION AND COMMITMENT

A new fund or platform should:

- Harness the collective power of all education in emergencies funding
- Create more alignment with wider education aid, architecture, policy and practice
- Address the wider structural and political barriers to effective education in emergencies provision
- Ensure integrated emergencies programming remains a priority
- Create a forum for high level political commitment to education in emergencies

ENDNOTES

- i EFA GMR (2013) “Children Battling to go to School.”
- ii World Development Report (2011)
- iii See: <http://educationenvoy.org/press-release-gordon-brown-calls-for-emergency-education-fund/>
- iv See: <http://www.odi.org/>
- v UNESCO, 2015. Education for All 2000-2015: Achievements and Challenges.
- vi See <http://www.unhcr.org/5399a14f9.html>
- vii UN Office for Disaster Risk Reduction, 2012. Assessing School Safety from Disasters: a Global Baseline Report.
- viii Plan International, 2014. Making the Economic Case for Safe Schools.
- ix See http://www.unicef.org/media/media_81290.html
- x Save the Children, 2014. Futures Under Threat.
- xi See http://www.unicef.org/media/media_81802.html.
- xii Save the Children, 2015, The Cost of War: Calculating the impact of the collapse of Syria’s education system on Syria’s future.
- xiii Global Education Cluster, 2014. Education Cannot Wait: Financing Education in Emergencies – Challenges and Opportunities.

xiv Ibid.

xv Ibid.

xvi Ibid. The 2014 figure of 1.65% was calculated using the same methodology as source in endnote 7.

xvii UNESCO, 2011. The Hidden Crisis: Armed Conflict and Education.

xviii UNESCO, 2013. Sustainable Development Begins with Education: How Education Can Contribute to Proposed Post-2015 goals.

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MORE AND BETTER

Global action to improve funding, support and collaboration for education in emergencies

Every child has the right to an education and that right should not be adversely affected by the fact that children fall victim to humanitarian crises.

But for the vast majority of children caught up in emergencies their education is at best interrupted and at worst never realised. A persistent lack of funding for education in emergency contexts is a central challenge to reversing this situation.

In that light, Save the Children welcomes the call by the UN Special Envoy for Education for a new dedicated funding mechanism for education in emergencies. There is absolutely no doubt that more funding to provide education to the millions of children in emergencies who are currently denied it, is urgently needed.

But the international response to the Special Envoy's call provides us with an un-paralleled opportunity to address other critical barriers to effectively providing educational services in emergency contexts.

As international attention now turns to exploring in more detail the potential nature and shape of a new global mechanism designed to increase funding to education in emergencies Save the Children has identified a set of principles which we would like to see advanced by the creation of any new mechanism.

We believe a new mechanism could help to deliver:

1. **More and better funding**, ensuring that funding both grows but also helps to ensure that it can be used better.
2. **More and better support**, beyond increasing the volume and effectiveness of funding a new mechanism should also help to improve educational planning and delivery in advance of, during and after emergencies.
3. **More and better collaboration and commitment**, contributing to the development of new policy, practice and systems which incentivise the international education, development and humanitarian sectors to work together and allow them to demonstrate leadership of and commitment to education in all contexts.

This document sets out how these principles could be advanced via new global action to address the crisis of education in emergency contexts around the world today.

