

Education Cannot Wait

Financing Education in Emergencies Challenges and Opportunities

In the *2013/2014 Education for All Global Monitoring Report*, UNESCO estimated that some 28.5 million children were out of school in conflict and emergency-affected areas (UNESCO, 2014). Worldwide, children represent half of the 42.5 million people who are refugees or displaced (UNHCR, 2012) and, during this decade (2010-2020), it is estimated that on average approximately 175 million children will be affected each year by natural disasters, and are likely to experience some level of disruption to their schooling (Save the Children, 2008). Recent declines in funding for education in emergencies has severely limited 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 (UNESCO Institute for Statistics, 2013).

In 2013, millions of children and their families were directly impacted by a range of issues, including conflict, and emergencies resulting from natural disasters – leaving them without access to educational provision. War in Syria, ethnic and religious conflict in the Central African Republic, and the Philippines' typhoon constitute only some of the crises that displaced families and disrupted lives. Non-governmental organisations (NGOs), governments, and international organisations provided substantial support for these families, relying on funding from international donors to meet urgent needs of those displaced, made homeless, or put at risk by conflict or natural disasters.

In recognition of the serious underfunding of education in emergencies, since 2010 (when the UN General Assembly adopted resolution A/RES/64/290 on the right to education in emergency situations) NGOs, UN agencies and other key organisations have come together under the banner of *Education Cannot Wait* and called for the percentage of humanitarian aid given through appeals for education to be increased to 4%, a doubling of levels at the start of the decade.

However, yet again, donors have failed to reach this target and in 2013 education's share of humanitarian funding through the appeals process stood at just 1.95%¹. Limits in funding led to significant cuts in targeted beneficiaries throughout 2013, with many projects having to eliminate beneficiary targets altogether. In all, UN-led education in emergencies initiatives fell short of their own beneficiary targets by an estimated 62%, and even further short of meeting the needs of all 28.5 million children thought to be out of school because of a range of emergencies and disasters.

This briefing explores the key funding objective of the 4% target, it analyses progress to date and highlights some of the consequences of failing to meet the target.

A Call to Action: Education Cannot Wait²

Education Cannot Wait is an initiative driving progress towards ensuring that the world's 28.5 million children missing out on education due to crises have a chance to access this most basic of human rights. Despite on-going efforts to address humanitarian crises, almost half the world's out-of-school children live in countries currently affected by conflict; less than 2% of humanitarian aid³ is directed towards education initiatives in these and other emergency contexts, despite the demonstrable benefits that education brings to these communities (and the key role that it plays in ensuring long-term peace and stability). A minimum step towards reversing this situation is the target of securing 4% of humanitarian appeals funding for education; this target forms the basis of *Education Cannot Wait's* 'Call to Action', and is viewed as a key advocacy objective in terms of educational financing amongst a range of stakeholders in the humanitarian sector.

However, several key hurdles to meeting this goal remain: education in emergencies projects do not often request adequate funds to meet the 4% target; and even those projects that request adequate funds often do not receive the full funding they need to reach all of their targeted beneficiaries. Despite concerted advocacy, the share of humanitarian aid has not grown in line with education needs, and has declined in recent years.

Speaking at a 2013 *Education Cannot Wait* event, global leaders stressed the need to fund education - especially in emergencies. The Secretary-General's Special Envoy for Global Education, Gordon Brown, also underlined the importance of education to children's futures: "It is education and the delivery of education to children that is the beginning of hope in a situation of conflict. I urge you to make sure that by next year we have done better as an international community".⁴

The Secretary-General's Envoy on Youth, Ahmad Alhendawi, and youth advocate, Chornor Bah, the Chair of the Global Education First Initiative Youth Advocacy Group, stressed the importance of acting quickly – and holding the international community accountable to concrete commitments. "Every time we fall short...behind those numbers there's a name...[T]here's a future that's lost," Mr. Bah said. "I could have been a statistic. That's why it's important. We are all in a very unique position to make change... to change the landscape like we've never done before." Yet with 2013 experiencing "one of the worst periods for forced displacement in decades"⁵ and the need for education in emergencies even more critical, funding levels continue to stagnate.



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Education – a Key Priority

While basic needs such as food, security, and access to clean water tend to take priority for funding in emergencies, education must not be overlooked. Time and time again children and affected communities identify education as a top priority even in times of crisis. As the recent Save the Children/Norwegian Refugee Council report, *Hear it From the Children: Why Education in Emergencies is Critical*, shows us, in line with commitments to humanitarian accountability, we need to listen to what affected populations are telling us they want and prioritise the funding and provision of education in emergencies. Moreover, by providing such educational programmes, the long-term economic and social impact of disasters and conflict can be minimised, giving young people and families the tools to cope with instability, and build better lives for themselves.

¹ As listed on the UN Financial Tracking System Database - 3 June 2014

² http://www.ineesite.org/uploads/files/resources/201209_GPE-UNGA_call-to-action_EN.pdf

³ Total reported humanitarian aid for education listed in the UN FTS Includes Consolidated Appeals, natural disasters response, bilateral aid, and all other reported humanitarian funding

⁴ Statements made at the Education Cannot Wait event, 2013. http://www.unicef.org/education/bege_70484.html

⁵ UNHCR Mid-Year Trends, 2013

The funding gap: a lack of progress towards education's 4% funding goal

When assessing progress made towards the *Education Cannot Wait* funding goal, it is necessary to examine how much funding is allocated to education, why education in emergencies projects do not request adequate funding in the first instance and whether education is sufficiently represented in humanitarian appeals. An analysis⁶ of humanitarian funding for 2013 through CAP and Flash Appeals clearly shows the limited allocation for education within humanitarian funding.

The lack of education funding is demonstrably affecting the ability of children to access education in emergency situations – a factor which causes ongoing issues for societies and individuals long after the immediate impact of crises subside. For example, education has been demonstrated to aid in aversion of armed conflicts (EFA 2011). This means that societies without sufficient access to education are at a greater risk of getting trapped in a vicious circle where education of young people is consistently interrupted by war, which in turn increases the risk of armed conflict in the future. In societies which suffered non-conflict humanitarian crises, a lack of education leads to a number of adverse factors, including poor economic growth, high birth rates, and a perpetuated cycle of poverty. By ensuring that greater funding is dedicated to education in humanitarian crises, the futures of those suffering disasters, as well as their resilience to future shocks, can be greatly improved.

Table 1 highlights that, on average, humanitarian appeals received 65% of the funding required last year; however, the education sector received only 40% of its requirements (as determined by appeals). Education requirements amounted to 3.19% of the total humanitarian funding requests for 2013 yet education received only 1.95% of the funding allocated. In a third of humanitarian appeals, education received next to nothing⁷. While these numbers represent an improvement over last year's funds in both absolute and relative terms, they still fall well short of the funds needed to meet the needs of all CAP target beneficiaries.

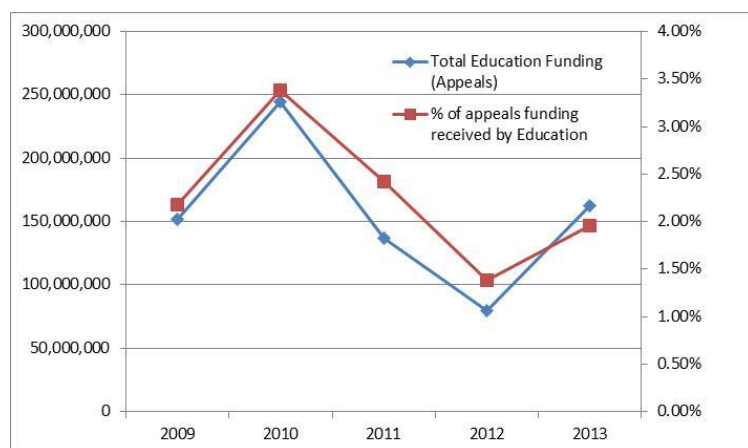
Table 1: Share of education funding compared to overall humanitarian funding, 2013⁸

Humanitarian funding in USD	Requests	Received	% of requirements covered
Total humanitarian funding	12.852 billion	8.331 billion	65%
Education sector funding	409.829 million	162.661 million	40%
Education as a percentage	3.19 %	1.95 %	

Table 2: Finance for humanitarian education: Trends over time

There is a strong correlation between total actual education contribution and percentage share of education. Regarding the positive contribution education provides, the role it plays building resilience, and the long-term benefits it supports, one would hope that an analysis of trends over time would show consistent growth in funds for education in emergencies. In reality, the actual and relative growth in funding education in emergencies through the appeals process seems to be largely reactive. It is probable that such reactive funding favours education in emergencies that are acute and recent, which receive large amounts of media and organisational attention, and disadvantages chronic emergencies. As such, 'forgotten cases' and chronic emergency situations are less likely to receive funding than high profile natural disaster-related emergencies or escalating conflict situations. This hypothesis is strengthened by the data set out within Table 3.

Total funding for education (appeals) versus percentage of funding (appeals) received by education



Long-Term Dividends

Studies have shown significant and positive long-term impacts from the provision of education to children in development and humanitarian contexts. For example, greater access for women to education has been proven to improve infant mortality rates, economic growth, and general population health.

- Education reforms increased education attainment among young women by 1.8 years in Kenya, accounting for a 34% decline in the maternal mortality ratio.
- In Burkina Faso, if all women completed primary education, the under-5 mortality rate would fall by 46%; if they completed secondary education, it would fall by 76%.
- By age 1 – when adverse effects of malnutrition on life prospects are likely to be irreversible – in Vietnam, children whose mothers have reached lower secondary education are 67% less likely to be stunted than those whose mothers have no education.
- In Pakistan, working women with good literacy skills earn 95% more than women with weak literacy skills.
- In rural Indonesia, an additional year of schooling reduced the chances of falling back into poverty by 25%. (UNESCO, 2013)

⁶ Analysis was based on figures from the UN Financial tracking system database (FTS) and CAP and Flash Appeal documents

⁷ One third of appeals received either 15% or less of education requirements or omitted education altogether

⁸ This is based on an analysis of UN-led CAP and Flash Appeals undertaken on June 3rd 2014

Donor Trends and Policy

Overall donor funding trends for education in emergencies present a somewhat inconsistent picture. While overall funding appears correlated to major emergencies, individual donor funding trends do not follow as clear a pattern and can be influenced by a range of factors, including changes in political leadership and priorities, overall international assistance funding levels, competition among sectors and national interest in specific emergencies. Only a handful of donors currently have policy frameworks for education in emergencies which direct their funding for this area and link their emergency education interventions to longer-term education support.⁹

Funding Picture at the Country Level

Table 3 shows how education fared within CAPs and Flash Appeals at country level. While 2013 saw an improvement on last year's commitments/donations as a percentage of Appeals totals, the total percentage still held at less than half of the 4% target. Similarly, the percentage of education requirements covered were substantially higher than 2012, but again fell significantly short of targets (only five appeals broke the 50% funded mark), leaving many projects unfunded and children unreached. And causing further concern is that in 3 of the countries listed below the appeals had no education component at all.

Table 3: Share of education funding compared to overall humanitarian funding in 2013, by country¹⁰

Country	% of Appeal requirements covered	Education funding as a % of funding received	% of Education requirements covered
Afghanistan	74%	0.79%	29.1%
Burkina Faso	55%	3.12%	148.3%
CAR	53%	5.90%	35.9%
Chad	58%	0.30%	10.3%
Cuba	40%	8.20%	35.9%
DRC	70%	1.31%	8.6%
Djibouti	36%	0.00%	0.0%
Haiti	47%	0.00%	0.0%
Kenya	56%	0.34%	34.9%
Mali	56%	1.41%	17.4%
Mauritania	83%	0.56%	36.5%
Myanmar (Kachin RP)	53%	2.60%	10.1%
Myanmar (Rakhine RP)	82%	0.92%	52.7%
Niger	81%	0.50%	47.9%
OPT	66%	3.17%	36.6%
Philippines (Mindano)	54%	2.07%	24.8%
Philippines (Bohol)	47%	2.95%	26.3%
Philippines (Haiyan)	56%	6.22%	60.4%
Somalia	51%	4.29%	46.5%
South Sudan	75%	3.32%	100.0%
Sudan	56%	6.45%	41.3%
Syria	67%	3.97%	82.1%
Yemen	55%	0.79%	15.2%
Zimbabwe	52%	0.00%	0.0%

At the beginning of 2013, all education in emergencies projects in **Afghanistan** sought to reach nearly 1 million beneficiaries. By mid-year, however, severe shortfalls in fundraising across the cluster were cited as the primary reason in the downward revision of target beneficiaries from 1 million to just 288 thousand (UN OCHA, 2013b).

In the **CAR**, only five of 22 projects received any funding at all, and of those five, only three received full funding. Among those projects left unfunded, one seeking to provide education in emergencies to over 62,000 children affected by the country's conflict was left completely unfunded (UN OCHA, 2013a).

In the **DRC**, a new influx of refugees, as well as resumption of conflict in Nord-Kivu, has led to further internal displacements and destruction of the school infrastructure. This has severely impacted the outreach and resulted in only about 17% of beneficiaries being reached.

In **Mali**, Only 10% of the targeted children have received their learning materials; and only about a half of the displaced children have access to education.

In **Somalia**, severe limitations of funding have hampered efforts of the education cluster in the country to reach beyond significant urban centres to more rural communities – the areas most affected by extremism, and, arguably, in need of improved educational provision and the economic opportunities it brings (UN OCHA, 2013b).

On-going conflict in **Mindano (Philippines)** has interrupted and obstructed the education of many children on the island. Of the desperately needed emergency educational projects for these children, only one achieved more than 30% funding, with 50% of projects failing to receive any funding at all.

Over 1 million beneficiaries were targeted in **Sudan**, many of them refugees from conflict. Many projects were left completely unfunded, including one dedicated to the provision of 'life-saving education' to refugees from the Darfur conflict. Many other projects intending to help millions of children were unable to reach out to target beneficiaries as a result.

⁹ Norwegian Refugee Council and Save the Children (forthcoming), Review of Donors' Humanitarian Policies on Education

¹⁰ This analysis is based on the figures available through humanitarian funding tracked in the FTS system (with support from the EFA GMR report team) on June 2nd 2014. It is acknowledged that other humanitarian funding is provided (to all sectors) that may not be reported in FTS, and therefore this information may not provide the full picture.

The beneficiary gap: how the lack of education funding is failing children

In 2013, humanitarian actors aimed to reach 8.97 million¹¹ beneficiaries - the vast majority children – in desperate need of education support. It should be noted that these figures comprise the most recent CAP revision, in which some organisations have reduced the number of target beneficiaries as a result of shortfalls in funding. As such, the real figure is likely to be considerably higher. Approximately only 3.44 million¹² of those targeted received that support, while nearly double that number, around 5.4 million, did not. Table 4 shows a country by country breakdown.

Table 4: Projected numbers of education beneficiaries reached/not reached, 2013¹³

Country	Target Beneficiaries ¹⁰	% Ed. Funding Received	Reached (est.) ¹¹	Not Reached (est.) ¹¹
Afghanistan	288,231	29.1%	83,889	204,342
Burkina Faso	23,149	148.3%	23,149	-
CAR	1,105,548	35.9%	396,892	708,656
Chad	400,000	10.3%	41,375	358,625
Cuba	150,000	35.9%	53,823	96,177
DRC	803,150	8.6%	69,038	734,112
Kenya	340,752	34.9%	118,883	221,869
Mali	816,084	17.4%	142,360	673,724
Mauritania	62,783	36.5%	22,908	39,875
Myanmar ¹⁴	31,000	47.2%	9,947	21,053
Niger	127,064	47.9%	60,911	66,153
OPT	482,345	36.6%	176,763	305,582
Philippines ¹⁵	672,192	38.5%	270,529	432,663
Somalia	618,200	46.5%	287,423	330,777
South Sudan	178,000	100.0%	178,000	-
Sudan	1,021,698	41.3%	421,784	599,914
Syria	1,200,000	82.1%	984,910	215,090
Yemen	622,300	15.2%	94,836	527,464
Total	8,973,496		3,437,420	5,536,076



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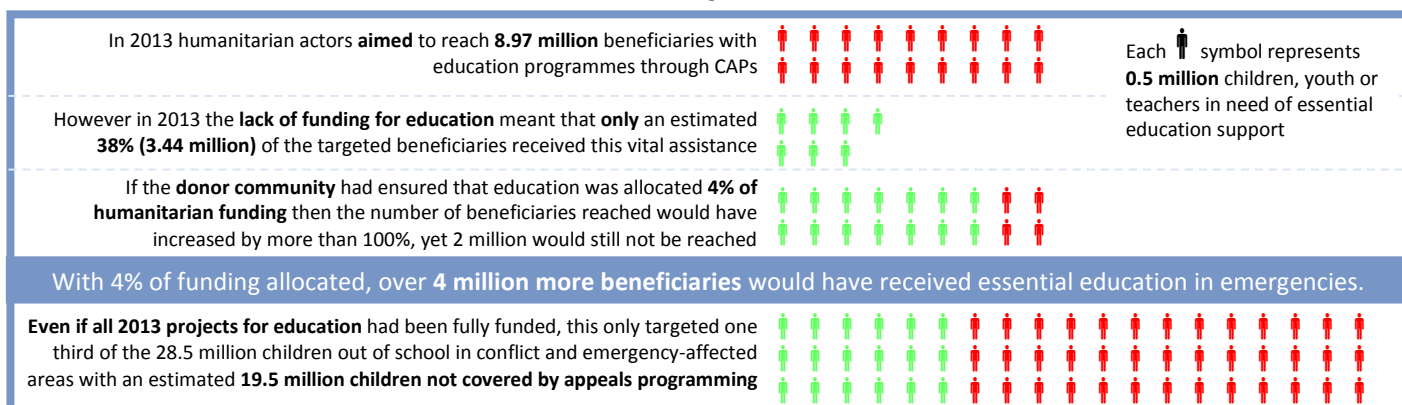
Syria:

UNICEF estimates that, both inside and outside Syria, there are almost 3 million children out of school. From 2012 to 2013 there has been a tenfold increase in the number of child refugees in host countries and education funding requests have almost doubled as needs on the ground continue to change as the crisis prolongs, the pressure on the region increases and the need for a longer-term education response deepens. While the 'No Lost Generation' strategy seeks to address the growing education and protection needs of Syrian children, its funding target of \$1 billion remains significantly underfunded.

- Education in the 2014 SHARP is currently funded at only 8% (as opposed to 22% across all sectors).¹⁶
- Enrolment rates in formal education among school-aged children across the region remain extremely low, with some 44 per cent enrolled in school across the five refugee hosting countries.¹⁷

What difference allocating 4% of humanitarian funding to education would make

In 2013 the education sector (through the appeals process) received **1.95%** of total humanitarian funding which enabled an estimated **3.44 million beneficiaries** of a targeted 8.97 million to receive education support through UN-led appeals programmes, meaning that nearly double the number of reached beneficiaries, **over 5.54 million, did not receive support**. If education in emergencies funding was **increased** as a percentage of total humanitarian funding to **4%**, it would mean approximately **7 million beneficiaries** could be supported by education in emergencies programmes through appeals. As there is a wide range of funding not accounted for within the appeals figures, and delivery organisations have in some cases reduced their beneficiary targets considerably, the actual number is likely to be considerably higher. It is worth noting, however, that even if 4% of humanitarian funding were allocated to the education cluster, the funding would still fall considerably short of meeting the needs of all 28.5 million children out of school due to crises and humanitarian emergencies.



¹¹ Calculated by counting the total identified beneficiaries by project for the education sector in each of the 2013 CAP and Flash Appeals

¹² Calculated by using percentage beneficiaries reached as a direct correlation of percentage funding in each appeal

¹³ Figures calculated included some appeals that originated in 2012 (Myanmar) and are listed there in FTS. Others occurred close to the end of 2013 and so feature in the 2014 appeal data (Philippines Haiyan and Bohol) however as a significant part of the response planning and appeal funding was in 2013 they have been included in this table.

¹⁴ Myanmar funding was a consolidation of Rakhine and Kachin appeals and response plans

¹⁵ Philippines funding was a consolidation of Mindano, Bohol Earthquake and Typhoon Haiyan appeals and response plans

¹⁶ UN FTS 12 May 2014

¹⁷ UNHCR Regional update on the RRP – 6 February 2014

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