WALK THE TALK

REVIEW OF DONORS' HUMANITARIAN POLICIES ON EDUCATION

NRC NORWEGIAN REFUGEE COUNCIL

Save the Children

Disclaimer: The analysis of donor policies and practices in this report represent the best judgment of the review team based on careful analysis of available data and do not necessarily represent the opinions of NRC or Save the Children.

The **Norwegian Refugee Council (NRC)** is an independent, international, humanitarian non-governmental organization which provides assistance, protection and contributes to durable solutions for refugees and internally displaced people worldwide.

Save the Children is the world's leading independent organization for children. We work in around 120 countries. We save children's lives. We fight for their rights. We help them fulfil their potential.

TABLE OF CONTENTS

ACRONYMS

AusAID	Australia Agency for International Development
BMZ	German Federal Ministry for Economic Cooperation and Development
CAP	Consolidated Appeals
CERF	Central Emergency Response Fund
CHF	Common Humanitarian Fund
CIDA	Canadian International Development Agency
DANIDA	Danish International Development Agency
DFATD	Department of Foreign Affairs, Trade and Development
DFID	UK Department for International Development
DRR	Disaster Risk Reduction
EC	European Commission
ECHO	European Commission Humanitarian Aid & Civil Protection
EEPCT	Education in Emergencies and Post-Conflict Transition
EFA	Education for All
ERF	Emergency Response Funds
EU	European Union
FTS	Financial Tracking Service
GEFI	Global Education First Initiative
GPE	Global Partnership for Education
HNO	Humanitarian Needs Overview
HPC	Humanitarian Programme Cycle
HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDP	Internally displaced person
INEE	Inter-Agency Network for Education in Emergencies
INGO	International Non Governmental Organization
JICA	Japanese International Cooperation Agency
LRRD	Linking relief, rehabilitation and development
MDG	Millennium Development Goals

NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official development assistance
OECD-DAC	Organisation for Economic Co-operation and Development—Development Assistance Committee
OFDA	Office of Foreign Disaster Assistance
OTI	Office of Transition Initiatives
PBEA	Peacebuilding, Education and Advocacy Program
PRM	Bureau of Population, Refugees and Migration
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SRP	Strategic Response Plan
Sida	Swedish International Development Cooperation Agency
UK	United Kingdom
UN	United Nations
UNSG	United Nations Secretary-General
UNESCO	UN Educational, Scientific, Cultural Organization
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
UNRWA	UN Relief and Works Agency for Palestine Refugees in the Near East
US	United States
USAID	US Agency for International Development
WHS	World Health Summit
WFP	World Food Program

FOREWORD

'With education I think I will have a future that won't have to involve guns and fighting. This is my dream; that I can look into my future and see that I have options and choices. Without school you have no choices in life, you are just trying to survive.'

– 13-year-old boy, Democratic Republic of Congo.[1]

If you ask children and their parents in an emergency situation what their priorities are in terms of humanitarian assistance, the answer is very often education. There are many reasons why education is a top priority; education provides a sense of normality and structure in an otherwise chaotic situation, it protects children and youth from harm and can help them deal with the effects of crisis situations. Education can also provide lifesaving information and access to other important services. And importantly, it provides hope for the future. Higher levels of education in a country if done right, can potentially lead to more peace and lower chances of conflict, and contributes to stability and economic progress.
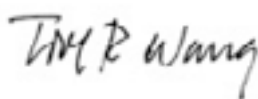
Education is a right, in all circumstances. When we know how important education is in the lives of young people faced with conflict and crisis, it is highly critical that so many of them are deprived of education. Today, children in conflict make up of nearly half of the total number of out of school children.

This report highlights that despite increased recognition of the role of education in humanitarian response, the sector remains woefully underfunded. In 2012 the Global Education First Initiative called for doubling the share of total humanitarian aid earmarked for education, to at least 4% from humanitarian appeals. However, the following year education received only 2% of funds from humanitarian appeals (Save the Children, 2015). Even if donors could reach the target of 4%, this would only reach approximately a quarter of the children out of school in conflict and chronic emergencies.

This report further shows that funding to education as a share of humanitarian aid has decreased the last four years. The review of donor policies demonstrates that few humanitarian donors have sufficiently included education in normative policy documents, which results in education being funded on an ad-hoc basis.

Conflicts and crises have proven to be key barriers to education, time and time again. Education for all will not be realised unless we act now. Save the Children and the Norwegian Refugee Council strongly urge governments and the humanitarian community to walk the talk by realizing their commitment to education in emergencies. Donors need to put in place policies where they commit to increase funding for education in emergencies drastically and ensure that the funding reaches its destination. The humanitarian community needs to recognize that education is an essential part of a humanitarian response and give it a higher priority. Countries in conflict need to listen to what their children want and uphold their right to education, and make sure children are safe in school. This report provides some concrete recommendations for how this can be done.

The international community failed the promise set forward in the Millennium Development Goals that all children should be in school by 2015, and particularly children living in crisis contexts. Let us not fail them again.

Tove R. Wang, CEO
Save the Children Norway

Jan Egeland, Secretary General
Norwegian Refugee Council

---

1   "Hear it from the Children - why education in emergencies is critical"
Norwegian Refugee Council and Save the Children, 2014

EXECUTIVE SUMMARY

Education is a fundamental right for all children in all situations. Yet in the world today, about 58 million primary school aged children are denied their right to education (UNESCO, 2015). Half of them, 28.5 million, live in conflict and crisis affected areas (UNESCO, 2014).

Despite increased recognition of the important role that education may play for children and young people affected by crisis, education remains the most underfunded of all humanitarian sectors. In 2014 education received less than 2% of all humanitarian funding.

In 2010, the UNGA adopted resolution A65L.58: "The right to education in emergency situations". Five years later, the share of humanitarian aid that goes to education has still not increased and donors' policies are yet to be implemented. It is time that the UN members walk the talk and implement strategies to ensure children their right to education in humanitarian assistance.

This review was commissioned by the Norwegian Refugee Council (NRC) and Save the Children to better understand the landscape of donors' humanitarian policies on education and the role such policies play in influencing education in emergencies practice. The sample of donors analyzed for this review included Australia, Canada, Denmark, European Union (EU)/European Commission (EC), Finland, Germany, Japan, Netherlands, Norway, Sweden, Switzerland, United Kingdom (UK) and United States (US).

KEY FINDINGS

Education in Emergencies remains underfunded: Despite increased recognition of the role of education in emergencies in humanitarian response, many humanitarian decision-makers continue to prioritize sectors that are considered "life-saving" in nature and in line with more traditional humanitarian responses. Since 1999 funding for education in emergencies has increased considerably in absolute terms but it is still subject to erratic fluctuations from year to year. In addition, the funding for education as a share of humanitarian aid has decreased over the last four years (Save the Children, 2015). Education needs in emergencies consistently receive around 38% of the funding requested, and less than 2% of

total humanitarian funding[1]. Between 2006 and 2014, donors contributed over US $1.27 billion to humanitarian consolidated appeals for education. The 13 donors included in this review contributed 69.5% of this education funding.

Reaching the 4% target is not enough: With today's 2% share of humanitarian aid for education, only 12% of the estimated 28.5 million children out of school in 2013 are reached (Save the Children, 2015). So even if 4% of the humanitarian response had gone to education, this would only reach approximately 7 million beneficiaries. This is approximately a quarter of the children out of school in conflict and chronic crisis.[2]

Unclear picture of how Education in Emergencies is funded: The Financial Tracking Service (FTS) data alone does not adequately record the amount of funding education in emergencies receives. More clarification is needed around the amount of additional funding necessary to ensure full donor support.

Donor policies on Education in Emergencies lacking or unclear: Few donors have formal policies focused on their stance on education in emergencies practice and its financing. Education in emergencies is covered briefly in five donors' overarching foreign assistance strategies (Canada, Denmark, Netherlands, Sweden, US), somewhat more specifically in five donors' humanitarian strategies/policies (Australia, Denmark, Finland, Norway, Switzerland), and more specifically in six donors' education sector strategies/policies (Australia, Canada, Germany, Japan, UK, US). Three donors (EU/EC, Norway, UK) also have detailed policy white papers or working documents outlining their principles, goals and areas of focus related to education in emergencies.

---

1   Source for this and all funding-related statistics in the Key Findings and Recommendations is http://fts.unocha.org/.
    See Section 2.2 for explanation of data limitations. .

2   On average, education receives less than 2% of total humanitarian aid committed through appeals. In 2013 that meant that only 12% of children in emergencies received education. So, even if the investment had double to 4%, still only 24% of children in emergencies would have been reached.

Conflict and fragility prioritized: The content of donor policy documents varies but the most common themes highlighted by donors that relate to education in emergencies included fragile and conflict-affected states, peacebuilding and stability, protection, and recovery and reconstruction. Seven of the 13 donors' strategies/policies cover education in all types of emergencies with the remainder primarily focused on situations of conflict and fragility. Internally displaced persons and refugees are increasingly important target populations for donors included in this review.

Decisions on support to Education in Emergencies not institutionalized: Due to the generally high-level nature of donors' policy statements on education in emergencies, decisions on the relative allocation of funding for education vs. other sectors are mainly guided by country-level actors. National government priorities and capacities, needs assessment data, political relationships, implementing partner capacities and other donors' coverage of education needs have most influence over individual decisions on donor support. Individual beliefs within donor agencies, implementing agencies and humanitarian country leadership also have significant influence over the priority given to Education in emergencies.

Need for improved coordination and delivery: Donor coordination in a humanitarian crisis remains a challenge. Context-specific factors, such as difficult operating environments and limited data availability, can be compounded by individual donors' policies, strategic approaches and chosen funding modalities where these are not flexible enough to respond to evolving needs. Current fragile and conflict situations test donor collaboration, especially in refugee situations where the cluster system is not formally activated and where cross-jurisdictional issues complicate delivery and coordination.

The humanitarian–development divide must be bridged: Donors are increasingly concerned about linkages between education in emergencies and education in development settings, and increasingly emphasize the importance of flexibility in scale, location and approach tied to contextual needs. The inclusion of contingency plans and/or funds in development education projects allow for reallocation of funding in the event of an emergency.

Increased donor focus on quality and content: Donors have strengthened their emphasis on education quality outcomes, as well as standards for quality and accountability through monitoring and evaluation requirements and requiring funding recipients to adhere to the Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards for Education. Elements of good donor practices are seen in the integration of thematic areas such as conflict sensitive programming guidance and the inclusion of resilience and sustainability objectives linked to Disaster Risk Reduction (DRR).

Five year old Shivam writes on a slate in an open classroom under a metro bridge in New Delhi, India. Rajesh Kumar Sharma and Laxmi Chandra teach students, ranging from 4 years to 15 years at their mkeshift classroom.

Photo: Save the Children/Prashanth Vishwanathan, March 15, 2013

RECOMMENDATIONS

We call on donors and policy-makers to:

Increase the level of humanitarian funding for education: At a minimum, donors should commit 4% of their humanitarian aid to education but to fully reach objectives, a significant increase in funding to education in emergencies is also necessary. We therefore welcome the call by the UN Special Envoy for Education for a new dedicated funding mechanism for education in emergencies, and urge all donors to contribute with additional funding and support for any new mechanism or platform established.

Improve allocation of aid to Education in Emergencies and bridge the gap between emergencies and development: Any new mechanism should help improve educational planning and delivery in advance of, during and after

emergencies. Donors should allocate funding for education in conflict and crisis-affected situations in their own pledges and disbursements, and ensure their humanitarian and development policies are integrated in order to minimise the divide between humanitarian and development funding for education.

Capture more comprehensive data on funding for Education in Emergencies: The Financial Tracking Service (FTS) data alone does not adequately record the amount of funding allocated to education in emergencies. Donors should consider individual and collective ways to better record and track their investments in education in emergencies beyond what is captured in the FTS to address potential under-reporting and over-reporting of total contributions. A more systematic approach to capturing comprehensive data on funding for education in emergencies would allow for a better understanding of total resources compared to needs and identification of gaps. This would also provide greater transparency and data to assess potential gaps that could be filled by donors.

Enhance donor policy frameworks to ensure predictable, consistent and transparent support for quality Education in Emergencies: Donor policy documents should indicate the relative prioritization of education in emergencies, either by including education in humanitarian policies or by strengthening education policies related to response in crisis or conflict. Policies should cover the three phases of preparing for, responding to and recovering from emergencies. Dedicated policies should include clear theories of change or intervention logic explicitly linked to actionable strategies, namely country and global planning and budgeting systems. This helps to operationalize quality education in emergencies goals in a systematic way. Policies and strategies should be complemented with practical tools and guidance for ensuring consistent application by field staff and capacity development efforts to increase understanding. Funding targets should be multi-annual, and policies should address how donors' respective development and emergency agencies will coordinate to support a continuum of quality education services for all children and youth in emergency and non-emergency situations.

Support the development of a body of evidence for Education in Emergencies: Donors should incorporate monitoring and evaluation requirements into their strategies, policies, plans and program design to develop a body of evidence on the efficacy of various education in emergencies approaches. Donors should provide additional funding to enable relevant actors to build this evidence base. Key UN agencies, INGOs, INEE and other education in emergencies actors could (provided that there is funding for this) agree on common theories of change, indicators and evaluation designs, to allow for future meta-analysis across country contexts and emergency types.

Invest in increasing quality and coherence in Education in Emergencies such as through collaborative international networks and initiatives: Continued investments by donors in collaborative international networks, coordinating mechanisms and joint initiatives will increase coherence for the sector. At the international level the collective education in emergencies' community of donors, implementing agencies, networks and groups should continue to invest in dissemination and periodic revision of the INEE Minimum Standards.

Contribute to make sure that children are safe in school: Endorse and implement the Safe Schools declaration including the GCPEA *Guidelines to protect education from military use during armed conflict* (2014).

"The militia don't come here — they can't make you carry bags for them while you are in school"

– BOY, IN MASISI, DRC

Make sure that funding intended for education reaches its final destination: Donors should ensure that the recipients of humanitarian aid prioritize education in all phases, and apply the INEE minimum standards for education, in programming, reporting and evaluation.

We call on humanitarian actors to:

Improve accountability to affected communities: Children, parents and communities consistently report education as a priority in times of crisis. Resources and priorities must be aligned with the needs children and parents identify. Their voices must be heard, and they need to have the opportunity to influence relevant decisions. Key humanitarian decision makers should ensure that education is included in humanitarian assessments from the very beginning. Education must be included in all stages of the Humanitarian Programme Cycle (HPC) processes, and affected communities must have the power to hold decision makers to account

Research and document the total needs for Education in Emergencies: Research should be undertaken to estimate the total amounts of funding for education in emergencies outside of FTS captured data to ensure a more complete understanding of sector coverage gaps and improve the credibility of funding advocacy. More clarification is needed around the amount of additional necessary funding to ensure full donor support. This would provide greater transparency and data to assess potential gaps that could be filled by donors. Additional research could assist humanitarian actors understand the efficiency and effectiveness of funding through different mechanisms including national governments, UN agencies and implementing partners.

Investment in monitoring and evaluation to develop substantive evidence for improved decision-making in support of quality Education in Emergencies: More and better evidence would help improve decision-making in support of quality education in emergencies. There is substantiated evidence that shows the importance of education in emergencies, but this evidence is often poorly communicated. This creates a perception that evidence is lacking. This perception is a critical barrier to effectively position education among other sectors during emergencies. Networks and coordination bodies such as INEE and the Education Cluster are advised to (i) expand their collaboration towards establishing a common online portal to serve as a repository of evaluations and good practice case studies and (ii) incorporate presentations on good practice in periodic meetings. Potential collaboration with broader humanitarian knowledge networks such as the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) could be explored for synergies and to encourage cross-sector information sharing. Actors are encouraged to actively communicate the evidence of effects of education in emergencies.

Make sure education is prioritised on the ground. Ensure that training programs for country-level staff include the importance of education in all phases of humanitarian response. Although influenced by donors, multilateral funding decisions are usually driven by country-level staff. It is therefore of importance that staff members are aware of the importance of funding education in all phases of an emergency. Ensuring education receives enough funding in emergencies could also be achieved if there was an agreed formula on how to allocate money from key humanitarian funding mechanisms, such as the Central Emergency Response Fund (CERF), to all sectors. The allocation formula should be different depending on the type of crisis. This would allow crucial education activities to be funded from the very start of an emergency.

Contribute to advocacy efforts on Education in Emergencies linked to the post-2015 agenda: Humanitatian actors should build upon past collaborative efforts in developing a clear vision for a quality focused post-2015 education agenda, as the Millennium Development Goals (MDGs) and Education for All (EFA) priorities are updated. It is important that humanitarian actors contribute to advocacy efforts on education in emergencies linked to the current Sustainable Development Goals (SDG) processes and World Humanitarian Summit (WHS) 2016. This can be done through documenting and sharing experiences and vision through collaborative international networks and initiatives.

Children take part in drawing activities in one of Save The Children's Child Friendly Spaces in Za'atari Refugee Camp, Jordan.

Photo: Save the Children/Jonathan Hyams

We call on countries in crisis or conflicts to:

Improve accountability to communities affected by conflict: Children and their parents mention education among their highest priorities, when asked about their needs in a crisis or conflict situation. Governments should ensure that the right to education is upheld also in an emergency situation, by including education in emergency preparedness and response plans, budgets and responses, and making sure that education sector plans include elements of emergency response.

Ensure all humanitarian actors access: Governments of countries in conflict and crisis should provide access for NGOs to reach children and youth in hardest to reach areas. The national authorities are responsible for education also during emergencies. Civil Societies' role is to assist and support the government in fulfilling this role.

Ensure that school is peacebuilding: Provide free education for all children and youth that is close to home, adopt conflict-sensitive curricula, ensure that education does not help trigger conflict and include quality education as part of peace processes.

Make sure children are safe in school: Recognize schools as zones of peace by endorsing and implementing the Safe Schools declaration including the GCPEA *Guidelines to protect education from military use during armed conflict* (2014), and ensure that parties to conflicts act in accordance with the Guidelines.

"I want to become a teacher", photo shot in Carnot, Central African Republic.

Photo: NRC/ Vincent Tremeau, November 2014.

INTRODUCTION

1.1 WHY EDUCATION IS CRUCIAL FOR CHILDREN AFFECTED BY CRISIS AND CONFLICT

"You must continue education, because the displacements continue"
– Mother, DRC[1].

The figures illustrate the needs: In the world today, about 58 million primary school aged children are denied their right to education (UNESCO, 2015). Half of them, 28.5 million, live in conflict and crisis affected areas (UNESCO, 2014). Counting those that do not have access to lower secondary school, this figure increases to 50 million children.

At least 25 million children live as refugees or are displaced (UNHCR, 2013). Disasters are likely to affect the education of 175 million children every year (UN Office for Disaster Risk Reduction, 2012). Some 875 million school children are living in high seismic zones like Nepal, and every year hundreds of millions of children's education is disrupted due to regular floods, landslides, and other extreme weather conditions (Plan International, 2014).

As recent examples have shown, it only takes a few crises to send millions of children's learning into freefall: In Ebola affected countries 5 million children were deprived of school last year (UNICEF, 2014), the four year-long Syria crisis has sent 3 million children out of school, and almost 1 million children are no longer learning as a result of the Nepal earthquake. They are unlikely to go back to school anytime soon with almost 24,000 classrooms damaged or destroyed (OCHA, 11. May 2015).

While the number of out of school children has fallen by almost half since the turn of the millennium, the number of children in emergencies that do not have access to education is increasing both in total and relative numbers. Out of the 60 million children out of school in 2008 25,2 million were affected by conflict, and 28,5 million children lived in conflict out of the 58 million out of school in 2013. (UNESCO, 2014). Estimated suggest that 175 million children are likely to be affected by natural disasters annually (UNESCO, 2015). So, the exclusion of children in conflict and crisis areas from access to education is likely to continue, unless something is drastically changed.

One particularly damaging, but often ignored effect of conflict on education is the proliferation of attacks on education. According to the 2014 *Education Under Attack* report by GCPEA, there were over 9500 attacks on education in 70 countries around the world between 2009-2013. Attacks on education cause irreparable damage to children's education – both in terms of children's access to school and their learning outcomes – and to teachers' lives. In addition, they cause massive damage to education systems. These attacks are grave violations of children's right to life and education and are in direct contravention of international humanitarian law. Fortunately, recent steps have been taken to prevent schools from attack

---

1   "Hear it from the Children - why education in emergencies is critical" Norwegian Refugee Council and Save the Children, 2014

recently, namely the Safe Schools declaration conference in Oslo May 2015, where 38 countries endorsed the Safe Schools Declaration[2].

What good does education do in an emergency situation?

When children and parents affected by conflicts in Somalia and the Democratic Republic of Congo were asked about their priorities in terms of humanitarian assistance, the message was clear: Education must be provided. (NRC and Save the Children, 2014). The same message is repeated by affected communities in many countries in crisis. In a survey by Save the Children, 60.5% of crisis-affected children and adults consulted in the East Africa region listed being able to access education as their first priority (ibid). Knowing the benefits education may bring to children and communities experiencing crisis it is not surprising that education is a high priority.

There is solid evidence that education is a vital service, also in emergencies. Children in school:

- **…are better protected:** Children's psychological wellbeing is impacted by crises and they are at heightened risk of exploitation and abuse (UNESCO, 2011). At school children can receive psychosocial support and regain a sense of stability and security in their lives. Moreover schools often provide a safe space where children are less vulnerable to heightened risks of child labor, sexual violence, early marriage and military recruitment (UNESCO, 2013).
- **…access life-saving services:** In school, children can receive key information on how to stay safe during a crisis, for example how to recognize landmines or stay Ebola-free. They can also access key health services.
- **…regain normality and structure:** Participation in structured activities gives children stability that they lack in the midst of an emergency. Daily routines that include children's attendance at school can help families regain a sense of normality and ease parents' fears for their children. Social interaction with peers, together with support and learning offered by adults, encourage children's return to regular developmental patterns.
- **…are more likely to create and sustain stable and peaceful societies:** Empirical 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 (Østby and Urdal, 2010). They also show that education that is equitable and inclusive helps prevent people from engaging in conflict (PRIO, 2008).
- **… are good for the economy:** Education drives economic development (UNICEF, 2015). People with higher education levels are usually paid more, and their children usually follow a similar path (UNESCO, 2013). 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 (UNESCO, 2014).
- **…are healthier:** Children who grow up with higher education levels usually have a more varied, healthier diet and seek appropriate and timely medical care. Such behavior results 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 (UNESCO, 2013).

---

2   www.protectingeducation.org/sites/default/files/documents/safe_schools_declaration-final.pdf

Smart investment and preventative measures against conflict and disasters.

Not only is education crucial to help children cope and survive emergencies, it assists restore societies in the aftermath of conflicts or disasters. A quality educational system can also be an effective preventive measure against conflicts, and it can increase the preparedness for disasters, helping to save lives. Moreover, reaching the new Sustainable Development Goals will not be possible unless children have access to quality education. Providing education is thus not only an obligation and a life-saving effort, it is also a smart investment.

Despite the clear benefits that education can bring to young people in crisis, education remains the least funded of all humanitarian sectors**.** Through the Global Education First Initiative, the UN Secretary General requested that education is made a central pillar of every humanitarian response, and that education receives at least 4% of the overall humanitarian actors' budget (UNSG, 2012). While many humanitarian organizations are advocating for this target to be reached, humanitarian aid to education receives less than 2% of total humanitarian aid committed through appeals (Global Education Cluster Unit, 2014).

"At school I can learn! This makes me feel good!"

– 15-YEAR-OLD GIRL, DRC

Policy makers and donors are however starting to acknowledge the problem. The Incheon Declaration coming out of the World Education Forum in Incheon, Korea, May 2015, commits to ensuring that education systems meets the needs of children in conflict areas, thereby making education in emergencies a priority in the Education 2030 vision. To address the problem of financing for education in emergencies, the UN Special Envoy for Education, Gordon Brown, has called for the establishment of a new global humanitarian fund for education. Financing for education in emergencies is also one of four main topics at the Oslo Summit on Education for Development in July 2015.

Walk the talk – integrate education.

While the acknowledgement of the importance of quality education as an integral part of emergency response is increasing, many donors and implementing agencies are dragging their feet. This report shows that the lack of clear donor policies and strategies is an obstacle for ensuring that education is prioritized and funded in emergencies. This is the starting point of this report, which maps the largest bilateral donors' policies on funding for education in emergencies, and presents recommendations that will help policy makers start walking the talk on funding for education in emergency situations. Less than half of what is pledged for education is actually received and year-to-year fluctuations are high. This makes long-term planning a challenge (Global Education Cluster Unit, 2014).

Not reaching the funding target.

Worryingly, with current levels of humanitarian aid even the commitment of 4% for education falls short of the needs. This can be illustrated by 2013 figures. In 2013, just under 2 % of humanitarian aid was spend on education. This ensured educational support for 3.4 million children received education support; compared to the 9 million children the humanitarian sector had hoped to reach. In global terms emergency funding for education reached only 12% of the estimated 28.5 million children out of school due to conflict and chronic emergencies. Assuming that humanitarian aid to education would have doubled to 4% it could double the number of children in emergency situations receiving education. Yet, this would only cover

less than one quarter of the children out of school in conflict and chronic emergencies (Ibid)[3]. This estimate illustrates that the financing gap is enormous. It is an urgent matter to find solutions on how to close it.

Notably, the UN Special Envoy for Education Gordon Brown has called for the establishment of a new fund for education in emergencies. Save the Children and NRC welcomes such an initiative. In the report "More and Better", Save the Children has presented a set of principles that should guide any new fund (Save the Children, 2015). Importantly, for reasons shown above, Save the Children and NRC, believe it is crucial to ensure that the resources are additional, and not merely moved from one part of the humanitarian system to education or from existing education programming into the humanitarian sphere.

Pledging is not all that is needed.

The money must come through, and it must be spent wisely to reach the children that need it the most. In 2010, the UNGA adopted a resolution on the right to education in emergency situations, which "Urges Member States 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" (UNGA, 2010, p. 3). Five years after this UNGA resolution, the share of humanitarian aid that goes to education has still not increased and donors' policies are yet to be implemented. It is time that the UN members walk the talk and implement strategies to ensure children their right to education in humanitarian assistance. Importantly, any funding platform and policies need to bridge the gap between emergency response and long-term development.

1.2 PURPOSE[4]

The purpose of the review is to collect and synthesize evidence to increase understanding of donors' humanitarian policies on education. It is important to note that this review represents a snapshot in time and donors' policies are continuously evolving.

The research sought to collect evidence to answer the following questions:

- Which humanitarian donors have policies on education?
- What do those humanitarian policies on education include and how are they linked to other policies, programs and frameworks?
- How did these policies come about and are they evolving?
- What do these policies mean in practice?
- What are good examples of humanitarian donor policies and practices for education?

The primary intended use of this review is for learning and to help donors and key humanitarian actors improve their policies and practices for education in emergencies.

---

3   On average, education receives less than 2% of total humanitarian aid committed through appeals. In 2013 that meant that only 12% of children in emergencies were reached. So even if we double the investment to 4%, still only 24% of children in emergencies would receive education.

4   This review of donors' humanitarian policies on education was conducted from November 2013 to January 2014 by an independent review team from Avenir Analytics. Key information was updated in April-May 2015 based on new policies and available data. The review team consisted of Brian Majewski, Kerstin Tebbe and Elisabeth Wilson.

1.3 METHODOLOGY

The review team relied primarily on document reviews and key informant interviews to collect information on a series of 24 questions and indicators.

Donors reviewed were selected by NRC and Save the Children based on their expertise in the sector. A decision was made to limit the number of countries reviewed. Those chosen are donors that have funded education in emergencies in recent years. The list of donors chosen also includes many of the top Organization for Economic Co-operation and Development–Development Assistance Committee (OECD-DAC) countries giving the highest amounts to the education sector plus a few additional high-profile donors to education. Key informants were selected based on a purposeful sample of governmental, multilateral and private donors and other sector experts. Financial data was reviewed beginning from 2006, the first fully operational year of the Inter-Agency Standing Committee (IASC) Cluster System[5]. The full methodology for this review is explained in Appendix 1.

Throughout the review, questions regarding terminology and different interpretations of particular terms arose that are important for understanding this report. The terminology used by key informants and in the literature reviewed is somewhat inconsistent in two key areas:

1 *Understanding and use of the terms "education in emergencies" and education in "fragile and conflict-affected states".* The term "education in emergencies" is often used as an umbrella term to cover education interventions and support in disasters, active conflicts and complex emergencies. However, complex and protracted emergencies often blur the lines between development and emergency with different actors focusing on different aspects depending on their mandate, expertise, funding and partners. The term "fragility" is defined by some actors in terms of security and others in terms of acute vulnerability and/or development indicators. Many states that can be considered "fragile" are also affected by cyclical and less predictable sudden and slow-onset disasters.

This report will use the term "education in emergencies" to represent the full spectrum of situations excluding pure development cooperation.

2 *Understanding and use of the term "policy".* The donors and multilateral organizations reviewed each have their own concepts of what a policy is and how it relates to laws, strategy, standards, procedures, plans, guidance and learning research.

Based on the terms of reference for the review, initial research focused on identifying specific humanitarian policies related to education. After finding that very few donors have formal policies that cover education in emergencies, the review team broadened its search to include references to education in national laws, donor strategies, and less formal policy white papers
The term "policy documents" is used throughout this review to refer to policy white papers, strategies and policies together.

---

5   The IASC Cluster System was established as part of the Humanitarian Reform process to improve coordination within and across sectors during humanitarian emergencies. The Education Cluster was established in 2007 to provide coordination among education actors in emergencies and is co-led by UNICEF and Save the Children.

TRENDS IN FUNDING OF EDUCATION IN EMERGENCIES

2.1 EMERGENCE OF EDUCATION IN EMERGENCIES AS A HUMANITARIAN SECTOR

Historically, education was seen as part of longer-term development work rather than a necessary intervention in emergency response; humanitarian relief typically involved the provision of food, shelter, water and sanitation and healthcare. However, as protracted crises have become more common and fragile states appear higher on the international community's agenda, it has become clear that education cannot wait for more stable times. Failure to prioritize education in humanitarian response renders entire generations uneducated, disadvantaged, and unprepared to contribute to their society's recovery.[6]

Millions of children and youth are affected by conflict every year. Worldwide, children represent half of the 51.2 million people who are refugees or who have become internally displaced, in part as a result of conflict or violence in their countries (UNHCR, 2014). This is the highest number since the Second World War. Nearly 58 million primary age children remain out of school. Living in conflict, many of these children have experienced more crisis, violence, and death in their young lives than most adults in peaceful countries will know in their lifetimes. It is the responsibility of humanitarian actors and donors to listen to these children, their parents and their communities in order to understand their needs and respond with aid that is accountable and effective.

In their working paper "A New Agenda for Education in Fragile States" (Brookings, 2013), Winthrop and Matsui trace the evolution of education in emergencies and fragile states through three distinct phases.

1. Proliferation (end of World War II to mid-1990s) – a period defined by an initial surge of post-war education during reconstruction followed by grass-roots and community-led education interventions to fill the gap left by a humanitarian community focused on rapid medical and life-saving interventions.

2. Consolidation (mid-1990s to mid-2000s) – a period characterized by the establishment of a formalized and specialized field of education in emergencies. Establishment of a community of practice – the Inter-Agency Network for Education in Emergencies (INEE) founded in 2000 – as well as normative standards, technical guidance, and increasing professionalization. Primary actors and networks focused significant energy on advocating for education to be considered as a legitimate and important component of humanitarian response during this period.

---

6   www.ineesite.org/en/education-in-emergencies
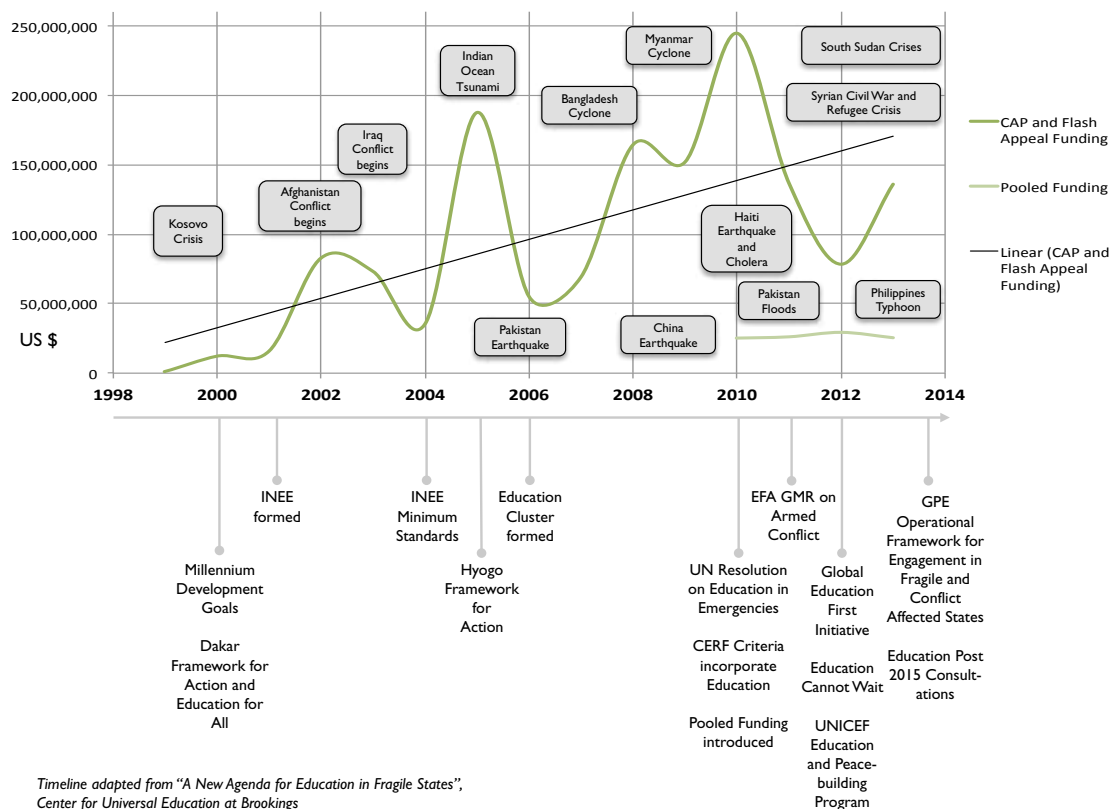
FIGURE I: Humanitarian Education: Funding, Major Emergencies and Key Milestones 1999-2013

A growing emphasis on child protection and agreed global objectives for universal education coverage complemented and supported the growth of education as a humanitarian sector, with emphasis on access to education and its immediate protective benefits in crisis environments. This period provides examples of formalizing the importance of education, e.g. the Millennium Development Goals (MDGs) and the revised Education for All (EFA) commitments. However, key actors continued to advocate for the importance of education during humanitarian response due to continued resistance to funding education in emergencies vs. other sectors that are more commonly seen as "life-saving".

3. Collaboration (mid-2000s to present) – a period of maturation and reorientation to connect with other sectors and phases of assistance. Through the advocacy of INEE members, the Education Cluster was established in 2007 after initially not being included in the UN-led Humanitarian Reform process initiated in 2005. At the same time, critical debates have ensued at country level, and to some extent global levels, about the appropriate prioritization of education relative to other humanitarian sectors.

This period witnessed a growing humanitarian emphasis on integrated, nationally-led approaches to relief and development assistance, social protection approaches that view humanitarian assistance as a safety net, the importance of disaster risk reduction (DRR) and resilience, and the increasing emphasis on livelihoods (life sustaining rather than simply life-saving humanitarian approaches). The Education for All Fast

> *"Whatever happens, my knowledge will always be with me, and with that I can continue my life"*
>
> – 14-YEAR-OLD BOY IN NORTH KIVU

Track Initiative, which evolved into the Global Partnership for Education (GPE), successfully convenes donors, governments, multilateral organizations, civil society and the private sector and serves as a key forum for education actors. During this period, it has begun to consider fragile and conflict-affected contexts as a key strategic focal area, given education needs and gaps.

Key education actors have focused increasing attention on fragile and conflict-affected contexts rather than broader definitions of emergencies as research shows that nearly half of children lacking access to education live in fragile and conflict-affected countries (UNESCO, 2014, p.266). During this period, actors have also begun to shift from focusing on access to considering how education in emergencies can emphasize quality and sustainable outcomes while minimizing or eliminating interruptions to education. New approaches and tools have been devised to ensure that education is conflict sensitive and to further use education as a means of building peace. Protecting education from attack has become an increasing priority. Incorporation of these issues at the national level into education sector plans is now a preferred method for longer-term sustainability.

The combination of these trends can be clearly seen in joint efforts of key education actors. The 2013 "No Lost Generation" initiative and campaign to protect the futures of children affected by the conflict in Syria was backed by numerous partners from the UN, donors, governments and NGOs. The "Education Cannot Wait" advocacy initiative, including a Call to Action and supporting working group convened by INEE, was endorsed by the UN Secretary General's Global Education First Initiative (GEFI) to implement its key objective on conflict-affected contexts and emergencies

The scope of this review will focus primarily on the late Consolidation phase and the ongoing Collaboration phase, i.e. 1999-2015. Key milestones from this period are shown in connection to overall humanitarian funding trends for education in Figure 1.

2.2 HUMANITARIAN FUNDING AND DATA LIMITATIONS[7]

In a humanitarian crisis, funding can be accessed through humanitarian appeals and pooled funds.

Humanitarian appeals are fundraising mechanisms designed to attract contributions from multiple bilateral and multilateral donors for emergency humanitarian assistance in a given country or region. The funds raised by an appeal go directly to implementing agencies to support work plans and/or projects drawn up at the field level and included in the appeal. Consolidated Appeals Processes (CAPs) were utilized until September 2013 when they were discontinued in line with the IASC Transformative Agenda. Since that time, appeals have been organized by way of the Humanitarian Programme Cycle (HPC), based on humanitarian needs assessments and strategic humanitarian response plans[8].

Pooled funds are humanitarian assistance for a given country or region that are donated by multiple bilateral and multilateral donors and managed by the UN. Pooled funds may also accept funds from nontraditional donors, such as private individuals and private companies. Pooled funds tend to be smaller than humanitarian appeals and are developed to support ongoing emergencies, prevention and early recovery activities, as well as to fill funding gaps. There are three types of pooled funds: the Central Emergency Fund (CERF), Emergency

---

7 Information in this section is taken primarily from the INEE Reference Guide on External Education Financing: http://toolkit.ineesite.org/toolkit/INEEcms/uploads/1003/INEE_Reference_Guide-Ext_Educ_Financing_EN.pdf.

8   Note that this review spans these two systems (i.e. CAP and HPC) and refers simply to "appeals funding" or "funding for appeals".

Response Funds (ERFs) and Common Humanitarian Funds (CHFs). Funding duration depends on the type of fund—some funds support longer-term humanitarian crises, others are designed to meet financing gaps and are therefore context-specific.

The source of funding data presented in Section 3.3 below is the UN Office for the Coordination of Humanitarian Assistance (OCHA) Financial Tracking Service (FTS). The FTS is a global, real-time database that records all reported international humanitarian aid contributions (including NGOs and the Red Cross/Red Crescent Movement, bilateral aid, in-kind aid, and private donations).

The FTS remains the most comprehensive compilation of humanitarian funding data but its limitations should be understood. Most notably, FTS data is known to be incomplete. Significant portions of bilateral aid may not be tracked by FTS if the donor, recipient organization or national government does not report on its projects and initiatives to OCHA. This may lead to under-reporting, especially among "non-traditional" or emerging donors, private sector donors and foundations, and government donors that implement assistance through private and quasi-private partners. In addition, unearmarked multilateral contributions not tied to specific projects are not included in FTS but may be used for education in emergencies programs by some agencies. The FTS data presented throughout this report provides the best indicative picture of humanitarian funding for education and likely constitutes conservative estimates.
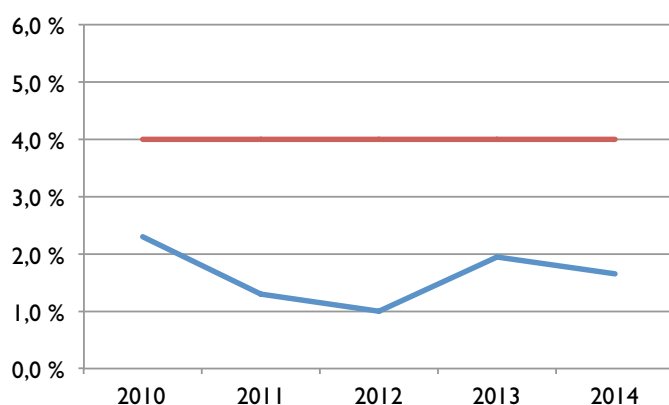
FIGURE 2: Share of humanitarian aid that goes to education (Save the Children 2015). Source: http://fts.unocha.org.

2.3 HUMANITARIAN FUNDING TRENDS FOR EDUCATION

The overall trend line for humanitarian funding for education since 1999 as seen in Figure 1 above shows growing support for the sector based on funding for appeals. However, funding has varied significantly from one year to another, likely based on the scale and reaction to major emergencies (e.g. 2010 response to the Haiti earthquake/cholera outbreak and Pakistan floods) and a potentially lagging effect from the global financial crisis. Moreover, as Figure 2 shows, although humanitarian funding for education has increased in absolute terms, the share of humanitarian aid to education is low and decreasing. The role of donor policies cannot be discerned from this level of analysis of the funding data.

Each of the donors in this review appears to have a different cycle for high and low humanitarian funding of education. While overall funding appears correlated to major emergencies, individual donor funding trends do not follow such a clear pattern. When
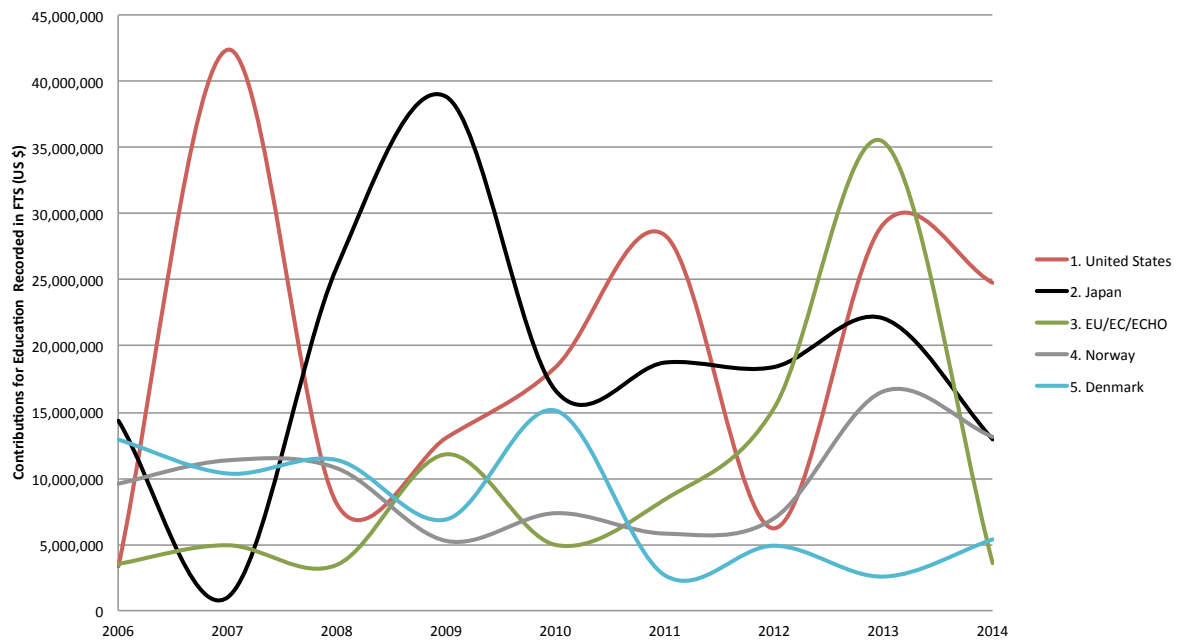
FIGURE 3: Trends in Humanitarian Funding to Educa)on for Top 5 Donors 2006–2014.
Source: http://fts.unocha.org.

disaggregated, the overall funding trends for the donors included in this review present a somewhat inconsistent picture of trends in individual donor funding. This divergence is demonstrated by the funding history of the top 5 humanitarian donors to education, i.e. the US, Japan, EU/EC, Norway and Denmark. Figure 2 demonstrates the year-on-year variations and overall lack of consistent funding contributions during the period 2006 to 2014.

Key informants cite a range of influencing factors on funding trends including changes in political leadership and priorities, overall international assistance funding levels, competition among sectors and national interest in specific emergencies. Individual donor trends and considerations are examined in Section 4.

While overall humanitarian funding trends for education show growth, a persistent gap remains between the project funding requirements stated in appeals and funding received as shown in Figure 4.

FIGURE 4: Humanitarian Appeals for Education 2006–2014.
Source: http://fts.unocha.org.

TABLE I: Comparison of Humanitarian Funding by Sector, 2006–2014
Source: http://fts.unocha.org.

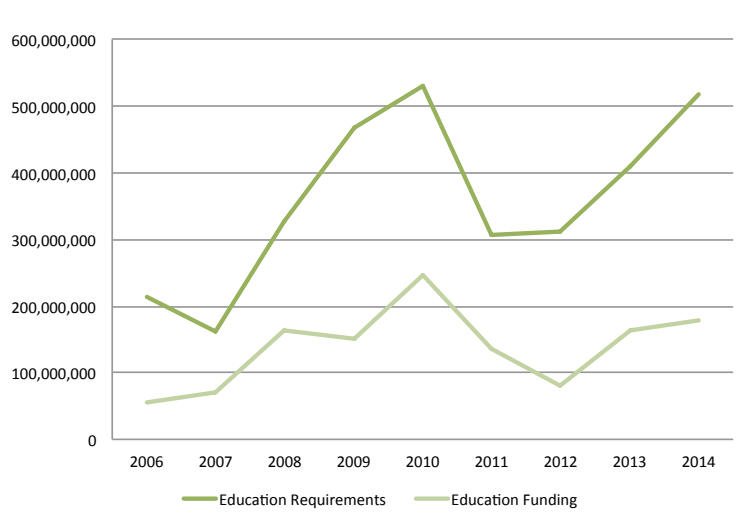| SECTOR	Funding for Appeals 2006-2014			Pooled Funds Allocations 2010-2014	
	Total Funding (US $)	% of Total	Average % Covered	Total Funding (US $)	% of Total
AGRICULTURE	2,376,836,800	4%	42%	386,502,942	9%
COORDINATION AND SUPPORT SERVICES	3,203,406,769	6%	73%	338,160,622	8%
ECONOMIC RECOVERY AND INFRASTRUCTURE	1,596,458,488	3%	37%	71,540,389	2%
EDUCATION	1,215,788,627	2%	38%	125,686,594	3%
FOOD	22,665,783,880	42%	85%	604,737,563	14%
HEALTH	5,592,208,176	10%	50%	1,062,632,222	25%
MINE ACTION	551,387,819	1%	66%	16,858,608	0%
MULTI-SECTOR	6,293,762,737	12%	60%	380,648,468	9%
PROTECTION/HUMAN RIGHTS / RULE OF LAW	1,678,869,273	3%	39%	229,081,289	5%
SAFETY AND SECURITY OF STAFF AND OPERATIONS	28,501,701	0%	29%	9,501,601	0%
SECTOR NOT YET SPECIFIED	4,011,171,248	7%	4958%	175,592,117	4%
SHELTER AND NON-FOOD ITEMS	2,089,978,479	4%	41%	381,804,641	9%
WATER AND SANITATION	2,601,968,472	5%	45%	544,533,624	13%
TOTAL	53,906,122,469			4,327,280,680	

From 2006 to 2014, education coverage in appeals averaged 38% of the requirements whereas the average total funding versus requirements across all sectors was 66% during that period. As shown in Table 1, the amount received for education was lower than appeal coverage rates for many other sectors during that period.

Further comparative analysis shows that education funding continues to rank low among humanitarian sectors, as does the percentage of requested funding covered (see Table 1). Overall appeal funding for 2006-2014 totaled just under US $54 billion, with 2% of the total appeals going to education programs. Only two of the 13 sectors by which humanitarian funding is organized – i.e. mine action and safety and security of staff and operations – received less coverage on average during the period.

Total pooled funding for all sectors combined from 2010-2014 was US $4.32 billion, with 3% allocated to education programs. Three sectors – economic recovery and infrastructure, mine action and safety and security of staff and operations – received lower pooled funding allocations during that period. Sectors considered "life-saving" such as health, food and water and sanitation, received the highest allocations.

From 2006-2014, 25 countries have received 94% of humanitarian funding for education as shown in Table 2. The top 5 country recipients received approximately 53% of total humanitarian assistance for education.

The list of countries provides an overview of the scale and scope of humanitarian crises during the period 2006-2014 as demonstrated, for example, by allocations to Syria, Jordan and Lebanon with the emergence of the Syria crisis and its impacts in the region. Many of the top recipient countries represent protracted crises with consistent year-on-year allocations during the period (e.g. Sudan, Palestine or Democratic Republic of the Congo). Others represent allocations to more punctuated but recurring disasters (e.g. Philippines) or shifts in international attention away from given crises (e.g. Burundi, Zimbabwe).

The ranking of recipient agencies for education in emergencies funding is an equally defined and stable group, as shown in Table 3. The top 10 agencies receiving humanitarian

TABLE 2: Top 25 Country Recipients of Humanitarian Funding to Education, 2006–2014. Source: http://fts.unocha.org.

Rank	Destination Country	2006	2007	2008	2009	2010	2011	2012	2013	2014	2006-2014 USD
1	Sudan	17,665,248	29,396,105	82,408,083	19,245,810	95,097,820	49,264,348	3,105,293	28,138,916	24,928,438	349,250,061
2	Palestine	5,312,898	7,674,212	3,559,301	17,324,494	6,876,018	10,327,966	7,738,352	17,238,439	13,491,723	89,543,403
3	Syrian Arab Republic		390,262		13,604,918	12,583,238		1,437,321	18,498,894	36,386,207	82,900,840
4	Somalia	1,432,103	4,996,254	8,920,021	3,293,260	4,451,329	13,352,495	12,399,479	14,826,966	14,925,460	78,597,367
5	Iraq	337,378	45,241,759	4,801,089	6,882,084	2,895,105				16,367,006	76,524,421
6	Pakistan	4,800,000	2,194,972	10,642,896	8,457,541	46,627,388	580,313	564,442	668,489	618,113	75,154,154
7	South Sudan						19,277,128	7,366,911	6,412,304	18,104,451	51,160,794
8	Myanmar	154,560	169,490	24,846,771	4,838,439	8,247,487			833,110	4,815,776	43,905,633
9	Afghanistan	450,101	689,854	442,720	25,160,745	583,647	4,166,767	3,113,566	5,231,805	1,416,421	41,255,626
10	Philippines	196,791			359,327		1,735,915		781,742	36,563,340	39,637,115
11	Congo, Democratic Republic of the	7,022,434	5,127,838	5,148,593	1,295,340	4,169,606	4,307,250	2,233,603	6,847,657	1,644,280	37,796,601
12	Jordan				8,478,087	5,103,109		14,435,404	1,411,749	3,135,871	32,564,220
13	Central African Republic		2,182,520	4,110,419	1,372,622	1,649,925	2,618,652	4,415,508	7,340,218	7,601,594	31,291,458
14	Haiti		82,000	1,288,119		17,788,706	3,808,667	698,007			23,665,499
15	Uganda	4,699,267	3,881,597	10,791,130	314,397	620,162		195,322			20,501,875
16	Colombia	837,100	1,523,660	429,799	102,023	16,000,000	411,800			208,217	19,512,599
17	Lebanon	553,038	2,741,737	862,745	1,343,254	1,410,961		1,526,246	2,440,273	7,726,962	18,605,216
18	Kenya	287,579		941,674	1,749,000		1,285,126	7,347,381	2,544,061	1,620,077	15,774,898
19	Sri Lanka		1,289,288	1,447,160	3,145,526	4,072,020	5,751,532				15,705,526
20	Indonesia	13,608,278			778,406		99,333			219,178	14,705,195
21	Chad	3,219,829	2,580,921	2,130,779	511,215	1,804,047	1,021,950	643,429	642,988	350,008	12,905,166
22	Yemen		103,790		1,188,383	502,040	1,789,645	2,318,972	2,711,337	2,831,765	11,445,932
23	Burundi	7,864,760	450,244							30,000	8,345,004
24	Zimbabwe	329,997	353,064	1,700,000	817,003	3,957,013	977,054				8,134,131
25	Liberia	2,973,827	1,257,337	247,727			1,435,830	1,403,880	325,667		7,644,268
								Subtotal Top 25 Countries			1,206,527,002
								Subtotal All Other Countries			71,352,539
								TOTAL			**1,277,879,541**

funding for education were allocated 82% of related funds between 2006 and 2014. The top three recipients alone – UNICEF, WFP and UNHCR – received 75% of education funding during this period.

The key UN agencies that receive most education in emergencies funding are in essence serving in both implementing and quasi-donor roles. Funding is used by these UN agencies to directly implement projects or is allocated to finance the projects of implementing partners. While they also rely on donor funding (government, private sector and individual giving) they play an instrumental role in shaping the practices for education in emergencies. A significant portion of the funding received by these agencies is less earmarked or unearmarked, leaving allocation decisions up to the agencies themselves within broad categories (sometimes by sector, more often by emergency). While the precise breakdown of sources and earmarked versus unearmarked funding is impossible to link to the education funding data found in FTS, it appears that the education sector is highly dependent on the success of these UN agencies in securing funds and implementation arrangement decisions.

TABLE 3: Top 10 Agency Recipients of Humanitarian Funding to Education, 2006–2014 Source: http://fts.unocha.org.

Rank	Appealing Agency	2006-2014 USD contributed	% of Total
1	UNICEF	578,456,465	45%
2	WFP	269,961,655	21%
3	UNHCR	105,029,106	8%
4	UNRWA	52,596,771	4%
5	Save the Children	43,768,126	3%
6	Norwegian Refugee Council	31,774,138	2%
7	International Organization for Migration	18,538,684	1%
8	UNESCO	15,526,999	1%
9	Bilateral (to affected government)	10,630,415	1%
10	Plan International	7,237,657	1%
	Subtotal Top 10 Agencies	1,133,520,016	
	Subtotal All Other Agencies	144,359,525	
	TOTAL	**1,277,879,541**	

Alterative Basic Education in rural Ethiopia.

Photo: Save the Children/Georg Schaumberger, 2011.

ANALYSIS OF DONOR POLICIES

Analysis of donors' humanitarian policies on education requires a deeper understanding of the normative hierarchy model outlined in Figure 5.

The terms "strategy" and "policy" are often used to represent comparable normative models across donors. Yet these formal documents, when they exist, tend to be broad and sometimes vague in nature. Analyzing the principles and intentions of donors requires review of a wider range of normative and operational documentation to understand if and how donors implement and operationalize formal policies or other, less formalized priorities.

Key informants also identified numerous important examples of implementation tools, guidance and reports related to education in emergencies. These were further reviewed to assess how donors put strategies and policies into practice, or how their education practice operates in the absence of strategies and policies that cover education in emergencies.

An in-depth review looked at this range of documents where available for a total of 13 donors: Australia, Canada, Denmark, EU/EC, Finland, Germany, Japan, the Netherlands, Norway, Sweden, Switzerland, the UK and the US.

Another major donor in the education sector, the Global Partnership for Education (GPE) is heavily engaged in supporting education in fragile and conflict-affected countries as part of their longer-term development priorities and is currently assessing whether to broaden interventions to include increased focus on humanitarian crisis situations. GPE and multilateral organizations will be looked at further in section 5.3.2 below.

3.1 WHAT KINDS OF POLICIES DO DONORS HAVE?

Generally donors do not have specific policies for education in emergencies and education is not covered in detail in donors' humanitarian policies. However, some have dedicated education sector strategies and "policy white papers" or "policy working documents" that address emergencies, which appear to represent an ambiguous normative level somewhere between official policy and guidance.

Some donor development strategies and general education sector strategies provide an opening for certain types of education in emergencies work. While many of these documents do not explicitly reference emergencies, key informants note that the overarching goals specified in these strategies provide the rationale for funding longer-term programs in places with high emergency risk and situations of chronic instability. In some cases these programs are increasingly incorporating conflict sensitive approaches and, in a few examples, program funding has been structured to allow for reallocation of funds in the event of a sudden-onset shock or conflict.

An overview of the types of normative documents that cover education in emergencies to some degree is shown in Figure 6 for the 13 donors reviewed for this study.

A NRC employee helping young girls enrolled in the NRC education program with their assignment.

Photo Credit: NRC/Ingrid Prestetun

Figure 4: Normative Hierarchy Model

Lower Frequency of Change, More Formal

Normative

1. National Laws — Legislative, authorize agencies and top level budgets, can determine strategic priorities and most important policy principles.

2. Strategies — Executive, Ministry or Department level, establish high level priorities and goals usually for a defined time-frame. Range from broad to specific (Overseas/foreign assistance strategy, humanitarian assistance strategy, education sector strategy).

3. Policies — Executive, Ministry or Department level, articulates statement of principles, beliefs and general approach. Range from broad to specific (Humanitarian assistance policy, education sector policy).

4. Standards and Procedures — Ministry, Department or Unit/Office level, define minimum requirements, process, rules, compliance and controls to enhance consistency and conformity to meet policy objectives and enable strategy implementation.

Implementation

5. Plans and Budgets — Ministry, Department or Unit/Office level with defined time frames (often annual). Used to break strategic objectives into programs and projects, assign resources for implementation and monitor results.

6. Agreements (program & project) — Used by Ministries and their components to operationalize policies, standards, procedures, plans and budgets through formalized funding arrangements with partners. Articulates expected results and performance requirements.

7. Tools and Guidance — Unit/Office, system or sector level. Used to build knowledge and awareness, share good practices, and assist staff and partners with oversight and implementation.

8. Learning (monitoring and evaluation) — Unit/Office, partner or independent efforts to monitor, report and assess performance and lessons about implementation for accountability and learning. Should feed back into strategy updates and policy revision processes.

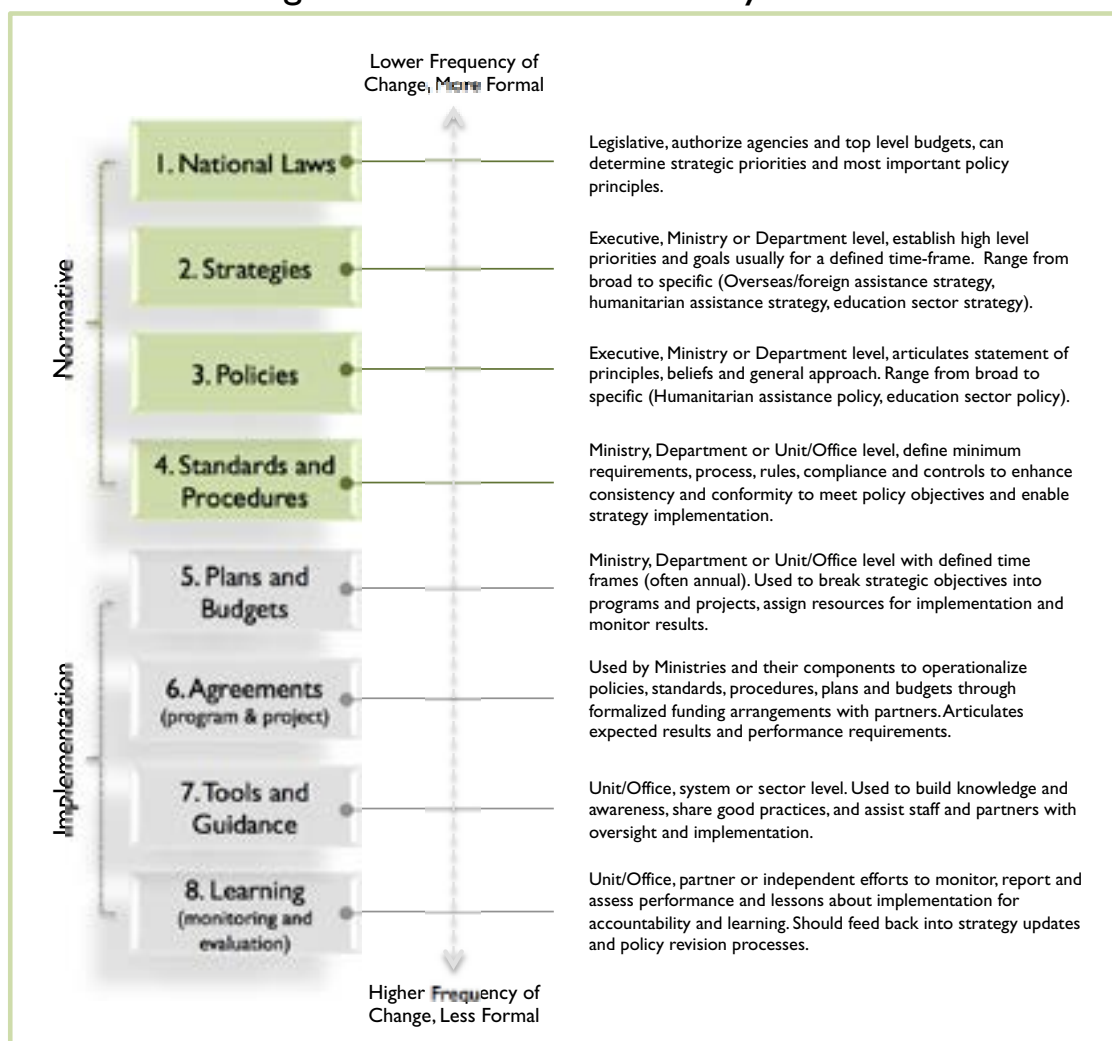Higher Frequency of Change, Less Formal

Figure 5: Coverage of Education in Emergencies in Donors' Normative Documents

	Overarching Foreign Assistance Strategy or Policy	Humanitarian Strategy or Policy	Education Sector Strategy or Policy	Humanitarian Education Strategy or Policy	Policy White Papers and Working Documents
Australia		✔	✔		
Canada	✔		✔		
Denmark	✔	✔			
EU/EC					✔
Finland		✔			
Germany			✔		
Japan			✔		
Netherlands	✔				
Norway		✔			✔
Sweden	✔				
Switzerland		✔			
UK			✔		✔
US	✔		✔		

Some donors have formal education in emergencies guidelines and tools that influence program design and planning which in turn inform budgeting and funding. Examples include the United States Agency for International Development's (USAID) conflict sensitive education guidelines. Key informants frequently mention INEE tools as agreed guides for donor practice.

3.2 WHAT DO DONOR POLICIES CONTAIN?

The formal normative documents of donors that include education in emergencies also cover other aspects of foreign assistance, broader humanitarian assistance or development education. In many cases this means that minimum detail is provided about donor priorities within education in emergencies, or linkages between education in emergencies and other key themes. By analyzing the full set of policy documents, we can identify some key themes and concepts for individual donors within or linked to their coverage of education in emergencies.

These themes and concepts are mapped according to donor in Figure 7.

Most donors include issues of conflict and fragility, as well as a focus on education included in all types of emergencies. Donors also mentioned peacebuilding and stability, and protection.

The Millennium Development Goals (MDG), Education for All (EFA) goals and discussions on the post-2015 agenda are cited in policies as providing further justification for working to restore children's access to education after disasters and in conflict and post-conflict environments. Many donors call attention to the fact that fragile and conflict-affected

Figure 6: What Donors' Humanitarian Policies, Strategies and White Papers on Education Contain

	Education Included in All Types of Emergencies	Focus on Fragile and Conflict Affected States	Peace-building and Stability	Protection	Human Rights	Focus on Girls	Linking Relief, Rehabilitation and Development (LRRD)	Recovery / Reconstruction	Platform for Other Aid
Australia	✔	✔							
Canada	✔	✔				✔			
Denmark	✔	✔		✔				✔	
EU/EC	✔	✔	✔	✔	✔			✔	
Finland	✔								
Germany		✔	✔						
Japan	✔	✔	✔	✔			✔		
Netherlands		✔							✔
Norway	✔	✔	✔	✔	✔	✔		✔	
Sweden				✔	✔		✔		
Switzerland		✔	✔		✔	✔		✔	
UK		✔	✔			✔			✔
US		✔	✔				✔		

countries have not reached Millennium Development Goals and have a large proportion of out-of-school children, reported at an estimated 28.5 million by UNESCO for 2013/2014. These policies note that in order to achieve education for all, education systems for children in these countries need attention.

Donors such as the Australian Department of Foreign Affairs and Trade (previously AusAID until October 2013), DFID, Norway and USAID focus on long-term capacity of education systems that increases access and quality of education from primary and secondary to adult education to overcome poverty. Education is promoted as a workforce development tool to decrease unemployment. Education work in emergency settings is viewed as a bridge to these longer-term development objectives, though this is not always explicitly stated.

The shift of focus within the education sector from access to quality is seen in policy for working in fragile and conflict-affected environments. This is apparent in the strategies and policies of Australia, Denmark, Sweden, the UK, and the US.

Targeting for education programs

Many policy documents include broad statements regarding an emphasis on vulnerability, poverty and gender equity. A focus on girls in fragile and conflict-affected contexts is articulated by some donors, such as Canada and Norway; Norway likewise has an objective to ensure the education needs of children with disabilities in emergencies. Donors note that refugees and internally displaced persons (IDPs) are also an increasingly important target

population, though this is only explicitly referenced in connection with education in a few cases (e.g. Australia, Norway).

Funding of education in emergencies

The only donor policy document found that establishes a firm funding target for humanitarian assistance to education is the Norwegian White Paper 'Education for Development' 2013-2014.

According to key informants, funding targets are most often addressed through annual planning and budgeting processes (multi-year in a few cases like the Danish International Development Agency, DANIDA; bi-annually at GPE) and/or emergency-specific discussions within agencies.

Some donors fund primarily on a project basis (e.g. the US) while others provide less earmarked support to multilateral agencies (e.g. Norway). A few emphasize support to national governments, though this is most often in the recovery or development phase of programs.

Donors do have de facto sets of preferred partners though these are rarely fully specified in policies. Most donors have a combination of multilateral and NGO partners they support regularly.

Geographic focus

Donor policies and strategies include little firm emphasis on geographic priorities. Australia notes a firm focus on Asia and the Pacific. Norway has defined four pilot countries among its geographical focus for its general education assistance (Ethiopia, Malawi, Nepal, South Sudan along with the Sahel), though support to education in emergencies is not limited to these pilot countries.

A few donors provide some retrospective listing of countries and regions they have supported – e.g. Denmark (Africa), Japan (Africa), Sweden (various regions/ countries) and the UK (full portfolio in various regions). Based on donor policy documents, interviews and funding data, the vast majority of education in emergencies work occurs in Africa, Asia and the Pacific; regions where there are many fragile and conflict-affected states and sudden onset disasters.

Based on key informant interviews, policies and strategies are clearly designed to not limit donors to supporting education in emergencies work in specific countries. In particular, key informants from DFID, ECHO, GPE, Norway and the US, stressed that flexibility in where they work is critical to effective humanitarian response and that most geographic funding priorities are set through annual planning and budgeting processes or upon the onset of a new emergency based on the most critical assessed needs.

Emergency type

Fragile and conflict-affected situations receive most attention in policy documents reviewed. This was confirmed through interviews with key informants. However, 8 out of 13 donors use broad language to describe their education in emergencies work (e.g. education in crises, situations of emergency) or simply include education under the broad banner of humanitarian assistance. Only Australia, the EU and Norway use the term "education in emergencies" in their policies. Key informants stressed that education in emergencies is critically important in refugee and IDP contexts. Learning from the Syria crisis, there is increasing attention to the unique needs and capacity gaps in this subset of education in emergencies work.

Dyala school in the 5 Mile district, Iraq: 800 students attend this school in one of the poorest districts in Basra, and the students have to attend in several different shifts.

Photo: Save the Children/Luca Kleve-Ruud

3.3 HOW DID POLICIES COME ABOUT AND HOW ARE THEY EVOLVING?

Development of and changes in educational policy and humanitarian policy can follow changes in leadership at the government or donor level. For example, in a few countries the current humanitarian strategy was formulated by the previous government party and may or may not be taken up by the new administration. Changes in government leadership have also resulted in changes within agency leadership and priorities in some countries.

Possible reasons cited by key informants for evolution and change in policies are the ongoing learning from evaluations and other evidence reviews, the availability of new sources of funding (e.g. the EU Children of Peace Initiative channeled through ECHO), and external advocacy by international NGOs (INGOs).

Research, past evaluations and evolving theory have a designed impact on the implementation of some education strategies such as the World Bank's Education Resilience Approach and USAID's conflict-sensitive education. These and other organizations cite documents from INEE and GPE in the development of their education in emergencies work. Many donors are active members of these networks and initiatives.

"[Other children] are very happy in school because they have lessons and they get to learn"

– OUT OF SCHOOL CHILD IN ETHIOPIA.

Other influences in the development of education policy come from advocacy by INGOs in donor countries, learning from and discussions with other donor governments, and advocacy by and technical assistance from multi-donor initiatives like GPE.

Policies, strategies and priorities are often in flux. The Norwegian White paper on Education for Development was released in 2014 following a shift in the Government and the World Food Program (WFP) School Feeding Policy was updated at the end of 2013, based on the results of a global evaluation and changes in WFP's overall strategy. GPE has revised their guidelines for education sector plan preparation and appraisal also to include work in conflict-affected and fragile states, and is currently further considering its policies and level of engagement in humanitarian contexts including a targeted pooled funding mechanism for education in emergencies.

Girl in a community
Center in Northern
Lebanon where NRC
carries out education,
information and
distribution activities.
*Photo: NRC/Christian Jepsen,
February 2014*

SELECTED DONOR PROFILES

Individual donor trends for funding, and agencies and countries receiving support are presented in the following tables along with information about specific donor policies and practice. Donor profiles are included for Australia, Canada, Denmark, EU/EC, Finland, Germany, Japan, the Netherlands, Norway, Sweden, Switzerland, the UK and the US.

Funding is presented for the period 2006-2014, beginning with the establishment of the Education Cluster. As with section 2 above, data in the donor profile graphics are taken from OCHA's FTS. Lists of top recipient organizations and countries are based on each donor's paid contributions to appeals over the period. The percentage of total bilateral overseas development assistance (ODA) provided for education is based on the latest OECD statistics for 2013. GPE contributions represent cumulative funding received since the creation of its first trust fund in 2003 through December 2014. Overall trends in donor practice are examined in Section 5.

The donor profiles in this section have been structured to support ease of understanding and cross-comparison. However, it is important to note that the content of materials reviewed does not provide consistence substance across donors.

4.1 AUSTRALIA

All figures in USD

Total recorded humanitarian education support 2006-2014	48 607 625

Australia Humanitarian Education Contributions and Committments
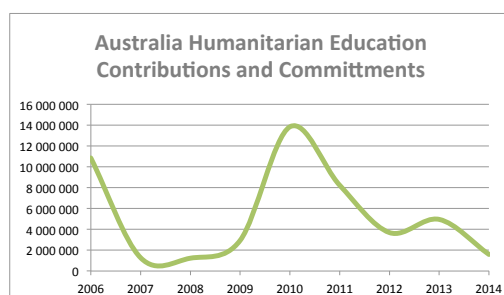
% of Total bilateral ODA for education (2013)	9,99 %

Source: OECD - http://www.oecd.org/statistics/

GPE Contributions (as of December 2014)	416 436 164

Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

UNICEF	26 491 509
Access to Quality Education Program	1 244 708
Save the Children	967 795
UNESCO	801 600
International Rescue Committee	137 787

Top 10 Recipient Countries 2006-2014

Sri Lanka	9 310 939
Pakistan	8 966 545
Myanmar	2 919 976
Somalia	2 313 302
Syria	1 645 080
Philippines	1 361 846
Fiji	1 244 708
Jordan	801 600
Niger	747 409
Sudan	724 635

Agency:

Australia Department of Foreign Affairs and Trade (DFAT). AusAID was integrated into the DFAT in October 2013.

Normative documents:

1 AusAID Humanitarian Action Policy, 2011 (Humanitarian policy)
2 Promoting opportunities for all: Education, 2011 (Education sector strategy)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
Humanitarian strategy or policy Education sector strategy or policy	Overarching foreign assistance strategy or policy Humanitarian education strategy or policy Policy white papers and working documents

Review findings:

The AusAID Humanitarian Action Policy very briefly mentions education twice alongside other sectors in general descriptions of the impact of disasters and how humanitarian action supports the MDGs.

AusAID's education sector strategy includes education in emergencies under Pillar 1 "Improving access to basic education opportunities for all." This section of the strategy states, under the title "Facilitating education in emergencies," that "Australia will support strong coordinated responses through UNICEF, the Inter-Agency Network for Education in Emergencies (INEE), and the International Save the Children Alliance, to ensure education is a core element of any emergency response. We will address the importance of disaster preparedness training through adult education, early attention to education in disaster response, and improved access to school for children in displaced populations." (Australian Department for Foreign Affairs and Trade, Thematic Strategy for Education, 2011, p. 13)

The strategy goes on to emphasize the effects of conflict on access to schooling for children and that skills development is critical for youth to escape economic despair in fragile and conflict-affected states. It notes that fragility and conflict pose significant challenges to the continuity of education, highlighting that children "whose education is interrupted tend not to return to school."

Geographic, thematic, funding or other specifications:

Asia and the Pacific are the regions on which Australia focuses, with bilateral education programs in 21 countries in the Indo-Pacific region. Nine countries in the Asia-Pacific region have experienced extended conflict in the past 10 years (Promoting opportunities for all: Education, 2011, p. 6). In the countries where Australia is supporting education, 13 are considered fragile or conflict-affected[9].

---

9   http://dfat.gov.au/aid/topics/investment-priorities/education-health/education/Pages/education.aspx
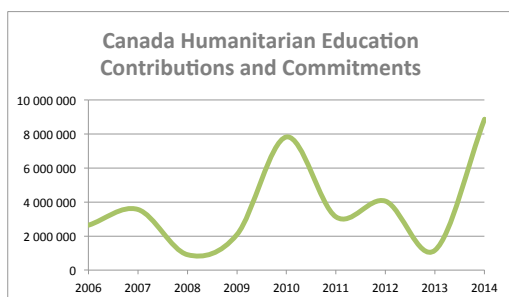
4.2 CANADA

All figures in USD

Total recorded humanitarian education support 2006-2014 — 34 227 697

Canada Humanitarian Education Contributions and Commitments

% of Total bilateral ODA for education (2013) — 8,27 %
Source: OECD - http://www.oecd.org/statistics/

GPE Contributions (as of December 2014) — 101 093 058
Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

UNICEF	18 818 197
Save the Children	3 543 678
WFP	3 231 997
Handicap International	299 750
IOM	249 250

Top 10 Recipient Countries 2006-2014

Syria	6 587 642
Uganda	3 661 728
Haiti	3 483 678
Kenya	3 094 280
Palestine	2 782 056
Sudan	2 591 995
Pakistan	1 189 200
Central African Republic	973 233
South Sudan	421 126
Niger	391 244

Agency:

Canadian Department of Foreign Affairs, Trade and Development (DFATD). The Canadian International Development Agency (CIDA) was integrated into DFATD in March 2013.

Normative documents:

1 Canada's Aid Effectiveness Agenda, 2010 (Foreign assistance strategy)
2 Securing the Future of Children and Youth – Canadian International Development Agency (CIDA)'s Children and Youth Strategy, 2011 (Education sector strategy)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
Overarching foreign assistance strategy or policy Education sector strategy or policy	Humanitarian strategy or policy Humanitarian education strategy or policy Policy white papers and working documents

Child Friendly Spaces in Za'atari Refugee Camp, Jordan. Syrian refugees have been pouring into Jordan in their thousands to escape the violence in Syria. Over sixty five per cent of camp inhabitants are children.

Photo: Jonathan Hyams/Save the Children

Review findings:

DFATD does not have a stand-alone humanitarian policy but is guided by five priority themes identified in Canada's Aid Effectiveness Agenda. The Aid Effectiveness Agenda includes "securing the future of children and youth". Access to quality education is included under this priority area and reference is made to CIDA's strategy for children and youth.

According to its children and youth strategy, CIDA will work to ensure children and youth in situations of emergency, conflict, post-conflict, and fragility have access to relevant and appropriate services and opportunities (Securing the Future of Children and Youth: CIDA's Children and Youth Strategy, p. 7). The children and youth strategy explicitly notes the risks to children and youth in situations of conflict or crisis, including disproportionately for girls. While conflict and crisis are not mentioned specifically under the objective of access to quality education, the strategy notes that out-of-school children do not attend school for reasons including security.

Canada hosted an INEE roundtable in 2006 that proved critical for advocacy efforts to establish the Global Education Cluster. Canada has also been actively engaged in dialogue around the post-2015 development agenda regarding education, contributing to reports and co-hosting events to advance these discussions.

## Geographic, thematic, funding or other specifications:

The children and youth strategy stresses Canada's commitments to improving access (particularly for girls), with emphasis on teacher training, curriculum and learning materials.

4.3 DENMARK

All figures in USD

Total recorded humanitarian education support 2006-2014 — 72 209 172

Denmark Humanitarian Education Contributions and Commitments
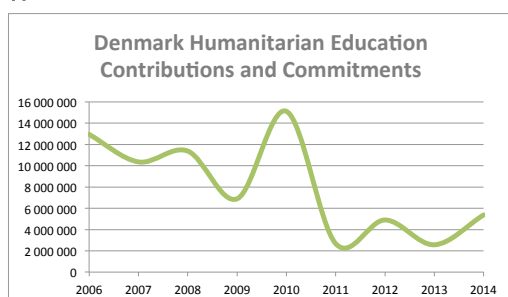
% of Total bilateral ODA for education (2013) — 5,43 %
Source: OECD - http://www.oecd.org/statistics/

GPE Contributions (as of December 2014) — 229 075 892
Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

UNICEF	29 793 662
UNRWA	3 979 193
Save the Children	3 040 521
UNHCR	812 060
IBIS	562 000

Top 10 Recipient Countries 2006-2014

Iraq	10 035 810
Sudan	9 761 978
Myanmar	4 634 779
Palestine	2 897 743
Pakistan	2 574 242
South Sudan	2 354 275
Syria	2 343 347
Afghanistan	1 808 938
Somalia	1 020 782
Haiti	720 179

Agency:

DANIDA, Denmark's development cooperation under the Ministry of Foreign Affairs of Denmark

Normative documents:

1. Ministry of Foreign Affairs of Denmark, Strategy for Danish Humanitarian Action, 2010-2015 (Humanitarian strategy)
2. Denmark's Integrated Stabilization Engagement in Fragile and Conflict-Affected Areas of the World, 2013 (Stabilization/security strategy)
3. The Right to a Better Life: Strategy for Denmark's Development Cooperation, 2012 (Development strategy)
4. Priorities for Danish Development Cooperation: Overview of the Development Cooperation Budget 2014-2017, 2013 (Development strategy)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
Overarching foreign assistance strategy or policy Humanitarian strategy or policy Other – Stabilization/security strategy	Education sector strategy or policy Humanitarian education strategy or policy Policy white papers and working documents

Review findings:

The Danish humanitarian assistance strategy – Strategy for Danish Humanitarian Action 2010-2015 – references education briefly as an example of working with partners to address vulnerability and build resilience in response to an emergency or crisis through child friendly spaces, psychosocial support and prevention of violence against women and children.

Under the description of Denmark's work in early recovery from conflict or disasters the strategy commits to a wide range of needs, including education among other sectors. This strategy also includes education under child protection, noting "providing education to conflict-affected children will be of particular importance in order to prevent entire generations of children from losing out. It is also a key intervention for reducing vulnerability and preventing children from being recruited as child soldiers or subjected to violence and sexual exploitation" (Strategy for Danish Humanitarian Action, 2010-2015, p. 24).

Education is used to promote stabilization in fragile and conflict-affected states (Integrated Stabilization 2013, p. 45). The Integrated Stabilization strategy briefly illustrates how support to a ministry of education can enhance stability based on assessed interests of a population and notes that prioritizing education can address the drivers of conflict through local solutions.

Access to education is one of the human rights identified by Denmark along with food, health, decent work, economic prosperity, political participation, and freedom of expression in its overarching development strategy. (Right to a Better Life, 2012, p. 9, 14). The strategy mentions Denmark's core contributions to GPE, general budget support for developing countries' basic education services and support for multilateral organizations' education work (under the heading of "Social Progress"). The document also includes a success story of engagement in fragile states with a case on education in Afghanistan (Right to a Better Life, 2012, p.24).

Geographic, thematic, funding or other specifications:

Denmark does not have a specific policy for funding education in emergencies; however, increasing access to education to "conflict-affected children" is in line with their priorities in humanitarian response. Disaster-preparedness education is also supported by DANIDA (Strategy for Danish Humanitarian Action, 2010-2015, p. 16).

Eight priority countries in Africa and 7 in Latin America and Asia are identified in the international development strategy, some of which – e.g. Afghanistan, Pakistan, Mali, Palestine – are conflict-affected fragile states (Priorities for Danish Development Cooperation: Overview of the Development Cooperation Budget 2014-2017, p. 9).
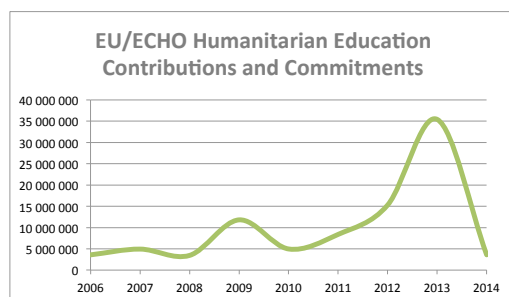
4.4 EUROPEAN UNION

All figures in USD

Total recorded humanitarian education support 2006-2014   91 451 639

EU/ECHO Humanitarian Education Contributions and Commitments

40 000 000	
35 000 000	
30 000 000	
25 000 000	
20 000 000	
15 000 000	
10 000 000	
5 000 000	
0	

2006 2007 2008 2009 2010 2011 2012 2013 2014

% of Total bilateral ODA for education (2013)   3,60 %
Source: OECD - http://www.oecd.org/statistics/
GPE Contributions (as of December 2014)   193 409 313
Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

WFP	9 020 113
UNICEF	8 382 929
Save the Children	762 389
Triangle Génération Humanitaire	750 000
Cooperazione Internazionale	630 000

Top 10 Recipient Countries 2006-2014

Sudan	6 259 219
Russian Federation	3 828 078
Central African Republic	3 131 813
South Sudan	2 468 820
Pakistan	2 078 975
Chad	1 223 271
Syria	729 124
Uganda	472 428
Liberia	302 234
Nepal	253 021

Agency:

European Commission (EC), the executive body of the European Union, and ECHO, the European Commission's Humanitarian Aid and Civil Protection department

Normative documents:

1 ECHO - A Special Place for Children in EU External Action, ECHO, 2008 (Policy white paper)
2 Working Document - Children in Emergency and Crisis Situations, 2008 (Policy white paper)
3 Working Document - The EU's Action Plan on Children's Rights in External Action, 2008 (Policy white paper)
4 Towards an EU Response to Situations of Fragility, 2007 (Policy white paper)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
Policy white papers and working documents	Overarching foreign assistance strategy or policy Humanitarian strategy or policy Education sector strategy or policy Humanitarian education strategy or policy

Review findings:

In 2007 the EU increased its efforts to establish a strategic approach to fragile states with a policy white paper entitled, "Towards an EU Response to Situations of Fragility." While this white paper does not explicitly reference education, the EuropeAid website cites this paper as providing the impetus for greater investments in the education sector in fragile situations, including active participation in the INEE Working Group on Education and Fragility.

Although education is not one of its official priorities, ECHO has laid the foundation for a potential education in emergencies policy with a policy white paper and two supporting EC staff working documents in 2008.

The policy white paper "A Special Place for Children in EU External Action" states that EU humanitarian aid will address the needs of children through 3 priorities, one of which is "children's education in emergencies." The supporting working document "Children in Emergency and Crisis Situations" stresses the importance of providing children with a protective environment that "allows them to pursue their physical, emotional and mental development." This document goes on to state that "Education during a crisis allows them [children] to keep their dignity and to continue to develop their social and human value" (Children in Emergency and Crisis Situations, 2008, p. 16).

Geographic, thematic, funding or other specifications:

The paper "Children in Emergency and Crisis Situations" cites three areas related to children to be addressed during crises and emergencies: 1) separated and unaccompanied children, 2) children soldiers, and 3) education in emergencies. Specific interventions mentioned under education in emergencies include psychosocial support, protected play areas and child friendly spaces, and in disasters temporary schools, rebuilding and refurbishment of school infrastructure and recreational activities. Refugees and internally displaced persons (IDPs) are mentioned across multiple documents.

On its website, ECHO claims to dedicate over 10% of its budget to child-focused relief organizations (158 million EUR in 2013) (ECHO Children in Emergencies webpage). ECHO funding for education in emergencies has been highlighted through the EU Children of Peace Initiative. The EU committed the funds received via its acceptance of the Nobel Peace Prize in 2012 – 2 million EUR – to reaching highly vulnerable children displaced and/or affected by conflict. ECHO doubled the commitment in 2013 and allocated 6,712,500 million EUR in 2014 with additional support from Luxembourg and Austria. The latest available Factsheet on the program says the EU will scale up its funding further for the next round of projects (EU Children of Peace – ECHO Factsheet, 2015, p. 1). The scope of the program to date has included 19 countries across Africa, Asia, Latin America and the Middle East (ibid, p. 1).

4.5 FINLAND

All figures in USD

Total recorded humanitarian education support 2006-2014	11 403 276

Finland Humanitarian Education Contributions and Commitments

% of Total bilateral ODA for education (2013)	7,89 %

Source: OECD - http://www.oecd.org/statistics/

GPE Contributions (as of December 2014)	5 422 068

Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

ACT Alliance/Finn Church Aid	2 543 000
UNICEF	1 424 658
Pentecostal Churches of Uganda	566 000
WFP	445 216
UNRWA	22 678

Top 9 Recipient Countries 2006-2014

Haiti	1 500 000
Uganda	1 203 755
Jordan	1 043 000
South Sudan	576 590
Sudan	318 946
Palestine	130 107
Central African Republic	126 270
El Salvador	80 206
Syria	22 678

Agency:

Ministry for Foreign Affairs Finland

Normative documents:

1 Finland's Humanitarian Policy, 2012 (Humanitarian policy)
2 Finland's Development Policy and Development Cooperation in Fragile States – Guidelines for Strengthening Implementation of Development Cooperation, 2014 (Development guidelines)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
	Overarching foreign assistance strategy or policy
	Education sector strategy or policy
	Humanitarian education strategy or policy
	Policy white papers and working documents

NRC carries out education, information and distribution activities from its community center in Northern Lebanon.

Photo: NRC/Christian Jepsen, February 2014

Review findings:

Finland's humanitarian policy includes reference to education among other key sectors. It states that, "support is focused on sectors with the greatest impact on saving lives and protecting livelihoods" (Finland's Humanitarian Policy, 2012, p. 16). The key sectors noted in the policy as recipients of funding from Finland include "education for children". The humanitarian policy also mentions a commitment to assuring adherence to INEE minimum standards.

Finland's guidelines for implementation of development cooperation note on one hand that Finland's support to fragile states has grown in recent years and on the other that Finland emphasizes fair and equitable delivery of services including education.

Geographic, thematic, funding or other specifications:

The humanitarian policy lays out general funding channels for Finnish humanitarian assistance with emphasis on supporting projects included in the CAP, as well as CERF funding. It also notes preferences for supporting UN agencies, the International Red Cross and Red Crescent Movement and Finnish NGOs. The guidelines for fragile states note a focus on long-term cooperation with additional resources as situations develop. The guidelines also note that multilaterals, and particularly the EU, are important channels of funding for Finland.

4.6 GERMANY

All figures in USD

Total recorded humanitarian education support 2006-2014	26 143 466

Germany Humanitarian Education Contributions and Commitments
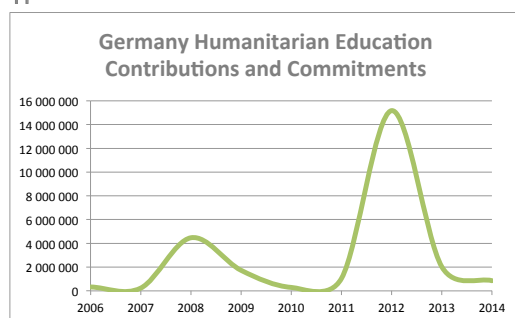
% of Total bilateral ODA for education (2013)	13,36 %

Source: OECD - http://www.oecd.org/statistics/

GPE Contributions (as of December 2014)	53 453 193

Source: GPE - http://www.globalpartnership.org

Top 4 Recipient Organizations 2006-2014

UNICEF	13 584 538
WFP	637 482
Save the Children	300 893
Deutsche Welthungerhilfe e.V.	263 505

Top 5 Recipient Countries 2006-2014

Jordan	13 584 538
South Sudan	456 480
Sudan	366 855
Central African Republic	300 893
Somalia	77 652

Agency:

BMZ, i.e. German Federal Ministry for Economic Cooperation and Development

Normative documents:

1 Strategy of the Federal Foreign Office for Humanitarian Assistance Abroad, 2012 (Humanitarian strategy)
2 Ten Objectives for More Education, BMZ Education Strategy 2010-2013 (Education sector strategy)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
Education sector strategy or policy	Overarching foreign assistance strategy or policy Humanitarian strategy or policy Humanitarian education strategy or policy Policy white papers and working documents

A school supported by NRC in the Nariño department in Colombia. *Photo: NRC/Truls Brekke, 2014*

Review findings:

The German humanitarian strategy does not explicitly reference education and has only few passing references to other sectors. It does however note that the aim of transitional assistance is to stabilize the living conditions of those affected by crises. It also mentions the importance of linking relief, rehabilitation and development (LRRD) including laying the groundwork for longer-term measures in the early recovery phase following serious disasters and crises.

The education sector strategy produced by BMZ makes more explicit references to education in emergencies. It notes that conflict and crises can lead to entire generations missing out on an education. This strategy further states "We see a special responsibility in the education sector in fragile states and states currently experiencing conflicts. Violence and conflicts hamper the effectiveness of education systems. They destroy the education infrastructure and prevent millions of children attending school. The BMZ will therefore dovetail education promotion closely with its efforts to promote peace and prevent crises, and with democracy and good governance activities" (Ten Objectives for More Education, BMZ Education Strategy 2010-2013, p. 7).

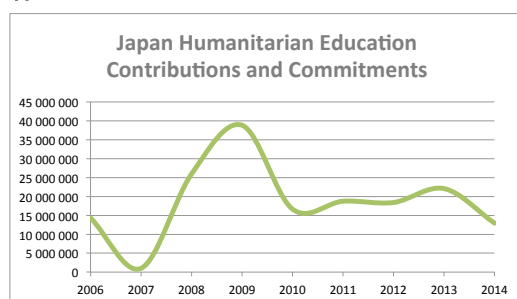### Geographic, thematic, funding or other specifications:

None found.

4.7 JAPAN

All figures in USD

Total recorded humanitarian education support 2006-2014	168 946 818

Japan Humanitarian Education Contributions and Commitments

% of Total bilateral ODA for education (2013)	2,57 %

Source: OECD - http://www.oecd.org/statistics/

GPE Contributions (as of December 2014)	18 921 600

Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

UNICEF	111 447 636
WFP	5 596 602
UNHCR	5 080 704
Save the Children	3 014 982
UNESCO	2 307 666

Top 10 Recipient Countries 2006-2014

Afghanistan	32 348 189
Sudan	18 552 587
Democratic Republic of Congo	11 874 778
Myanmar	10 856 142
Somalia	8 037 748
Palestine	7 657 891
Burundi	7 267 030
South Sudan	6 584 494
Central African Republic	5 086 597
Yemen	4 973 344

Agency:

JICA, Japan International Cooperation Agency

Normative documents:

1 Japan's Education Cooperation Policy, 2011-2015 (Education sector policy)
2 Japan Education Sector Position Paper, 2010 (Policy white paper)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
Education sector strategy or policy	Overarching foreign assistance strategy or policy Humanitarian strategy or policy Humanitarian education strategy or policy Policy white papers and working documents

Review findings:

The Japanese Education Cooperation Policy includes education in emergencies under the broad focal area of "Education for Peace and Security: Education in Conflict- and Disaster-Affected Countries." The policy outlines four measures for Japan's education support in emergencies including:

1 Provide an educational environment in which children and youth are protected and can have access to necessary information and support through recovery assistance;
2 Support vocational and basic skills to facilitate reintegration and income generation of the most disadvantaged groups;
3 Implement assistance in literacy education and teacher training in countries such as Afghanistan with a view to the role of education in conflict prevention; and
4 Support life skills education such as disaster risk reduction and mine risk education to empower people to protect themselves from threats.

Quality education for all, education for a knowledge-based society, and education for peace and stability are the three pillars of Japan's education sector policy. Education is considered a human right that can foster peace and human security and sustainable development.

The Japan Education Sector Position Paper is focused on establishing a framework for Japan to contribute to achievement of the MDGs by 2015. The paper notes that the role of education in conflict settings is significant and conflict inhibits school attendance. It highlights extension of JICA cooperation for vocational training in post-conflict settings for livelihoods and peace-building purposes.

Geographic, thematic, funding or other specifications:

JICA supports education programs in conflict countries in collaboration with or through UN organizations and NGOs. Programs include vocational training for soldiers, internally displaced persons, and women affected by conflict.

The Japanese government has supported basic education generically in Africa (2008-2013). They have also supported technical & vocational education (TVET) and higher education to promote economic development.

4.8 NETHERLANDS

All figures in USD

Total recorded humanitarian education support 2006-2014	53 323 806

Netherlands Humanitarian Education Contributions and Commitments
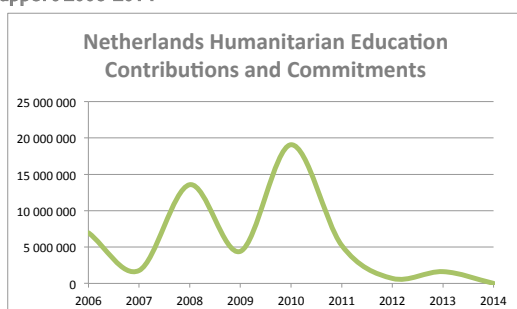
% of Total bilateral ODA for education (2013)	2,78 %

Source: OECD - http://www.oecd.org/statistics/

GPE Contributions (as of December 2014)	645 373 736

Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

UNICEF	41 845 908
Internazionale	1 036 991
OXFAM Netherlands (NOVIB)	906 786
International Rescue Committee	242 897
UNESCO	52 250

Top 10 Recipient Countries 2006-2014

Pakistan	24 518 088
Sudan	7 842 897
Palestine	1 846 901
Kenya	1 749 000
Chad	1 477 510
Uganda	1 319 315
Somalia	1 206 786
Iraq	880 220
Afghanistan	736 772
Yemen	687 612

Agency:

Ministry of Foreign Affairs of the Netherlands

Normative documents:

1. Netherlands Ministry of Foreign Affairs, Letter to the House of Representatives Presenting the Spearheads of Development Cooperation Policy, 2011 (Foreign assistance strategy)
2. Netherlands Ministry of Foreign Affairs, A World to Gain: A New Agenda for Aid, Trade and Investment, 2013 (Foreign assistance strategy)
3. Netherlands Ministry of Foreign Affairs, Aid for People in Need: Policy Framework for Humanitarian Aid, 2012 (Humanitarian strategy)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
Overarching foreign assistance strategy or policy	Humanitarian strategy or policy Education sector strategy or policy Humanitarian education strategy or policy Policy white papers and working documents

Review findings:

The development cooperation policy of the Netherlands established in 2011 identifies education (along with health care) as "non-priority themes". The policy states that the rationale behind this strategic choice is that the Netherlands "brings relatively less added value than other donor countries" (Letter to the House of Representatives Presenting the Spearheads of Development Cooperation Policy, 2011, p. 11). According to key informants, the decision to reduce the priority placed on education was also influenced by budget reductions and a change in governing parties.

The policy states that while these themes will not disappear, education support will only be provided in instances where it supports one of the other four "spearheads" of the policy (1. security and legal order, 2. water, 3. food security, and 4. sexual and reproductive health and rights). The policy notes that the Netherlands' commitment to vocational education may actually increase in weak states and receive extra attention where it relates to water or food security.

The specific consequences of this de-prioritization are also listed in the policy. It states that "less money will be going to:
- bilateral efforts in primary education that do not contribute to the four spearheads;
- the contribution to the Fast Track Initiative (now the GPE) ;
- sector budget support for the education sector; and
- central research programs, where they do not relate to the spearheads" (Letter to the House of Representatives Presenting the Spearheads of Development Cooperation Policy, 2011, p. 11).

The Netherlands strategy, "A World to Gain: A New Agenda for Aid, Trade and Investment", reiterates choices to reprioritize aid and reduce funds to education over the period 2014-2017.

The Netherlands humanitarian policy does not reference education except a brief mention of the Education Cluster as one element of the cluster approach.

According to key informants the Netherlands continues to support education in emergencies, largely through unearmarked support to UN agencies and consolidated appeals for emergencies. The Netherlands has also been the primary supporter of UNICEF's Education and Emergencies and Post-crisis Transition (EEPCT) program and the follow-on Peacebuilding, Education and Advocacy (PBEA) initiative. EEPCT was a US $200 million program that ran from 2006 to 2011 and covered 42 countries. The PBEA program is funded at US $150 million by the Netherlands and operates in 14 countries.

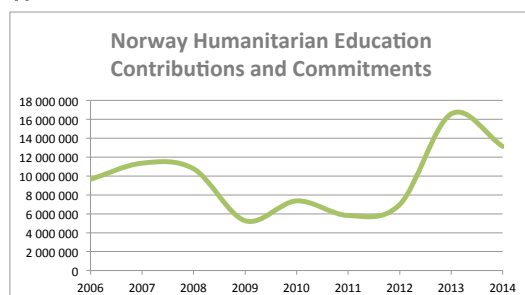*Geographic, thematic, funding or other specifications:*

None found

4.9 NORWAY

All figures in USD

Total recorded humanitarian education support 2006-2014	86 882 960

Norway Humanitarian Education Contributions and Commitments

% of Total bilateral ODA for education (2013)	8,09 %

Source: OECD - http://www.oecd.org/statistics/

GPE Contributions (as of December 2014)	309 466 058

Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

Norwegian Refugee Council	25 226 673
UNICEF	11 178 407
Save the Children	10 623 851
Norwegian People's Aid	5 721 964
UNRWA	4 511 300

Top 10 Recipient Countries 2006-2014

Palestine	14 120 962
Somalia	10 711 543
Lebanon	5 765 935
Sudan	3 754 359
Democratic Republic of Congo	3 737 774
Uganda	3 643 287
South Sudan	3 541 633
Central African Republic	3 134 592
Iraq	2 638 046
Jordan	2 444 707

Agency:

Norwegian Ministry of Foreign Affairs; and Norad[10], Norwegian Agency for Development Cooperation.

Normative documents:

1 Norway's Humanitarian Policy, 2008-2009 (Humanitarian policy)
2 Norwegian Policy on the Prevention of Humanitarian Crises, 2008 (Humanitarian strategy)
3 White paper: Education for Development, 2013 – 2014 (Policy white paper)
4 White paper: Opportunities for All: Human Rights in Norway's Foreign Policy and Development Cooperation, 2014-2015 (Policy white paper)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
	Overarching foreign assistance strategy or policy Education sector strategy or policy Humanitarian education strategy or policy

---

10 Norad is a directorate under the Norwegian Ministry of Foreign Affairs. Two of its main purposes are quality assurance of Norwegian development aid, and granting funds to organizations within civil society, research, higher education and industry. Norad runs several development grant schemes. For education, the most relevant is Support to Civil Society, where ensuring children's right to education – particularly in conflict areas is one of the priorities. The overall objective of the funding mechanism is to contribute to strong and independent civil societies in the South.

Review findings:

Norway's humanitarian policy emphasizes education as a priority based on its importance to reconciliation and peace, its ability to enhance the protection of children during emergencies, and the potential for education programs to prevent children from becoming child soldiers or victims of prostitution. The policy gives prominence to education in emergencies under two priority categories, 1) needs based assistance, and 2) more coherent assistance. Under the priority of more coherent assistance, the policy commits Norway to:

1 work to ensure that good and secure education and relevant vocational training for girls and boys is an integral part of international humanitarian assistance and reconstruction, and help to ensure speedy and sufficient funding of education for children and young people in wars and conflicts, and

2 ensure Norway's humanitarian activities are based on the INEE's international minimum standards" (Norway's Humanitarian Policy, 2008-2009, p. 40).

The policy notes education's links to the development agenda and the importance of linking planning of education in humanitarian crises to prevention and preparedness efforts.

The Norwegian Policy on the Prevention of Humanitarian Crises also grounds education in emergencies within a protection-oriented mandate and long-term perspective. The policy states that "formal schooling is an effective means of protecting children. Schooling involves registration, supervision and follow-up and helps to prevent recruitment, abuse and human trafficking" (Norwegian Policy on the Prevention of Humanitarian Crises, 2008, p. 20). Support to education is also meant to strengthen the sector and its capacity to respond to crisis. The policy notes an intended focus on better integrating DRR into Norway's efforts in the education sector.

In June 2014 the White paper "Education for Development" was launched. The White paper puts education as one key priority in Norwegian development assistance and the overall objective is to reach "those who are in greatest need" (p. 7), including children and youth affected by crisis.

Five goals are listed in the White paper, including providing education in crisis and conflict. Under this goal Norway aims to:

1 Promote disaster risk reduction and emergency preparedness in the education sector

2 Support the protection of schools during armed conflict[11]

3 Ensure education during humanitarian crisis by allocating funds and promoting the role of education in humanitarian response.

The White paper on Human Rights (launched December 2014) reaffirms Norway's commitment to education, including education in crisis and conflict.

---

11 Norway has, together with Argentina, played a leading role in supporting the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict and a Safe Schools Declaration. In May 2015, 38 states endorsed the Safe Schools Declaration at a conference in Oslo, Norway.

Geographic, thematic, funding or other specifications:

Norway sets out to "play a leading role in the efforts to reach the UN target of 4 % of humanitarian aid being allocated to education; and help to increase knowledge about education in emergencies in national educational systems, in humanitarian organisations and among development actors" (White paper: Education for Development, 2013 – 2014, p. 28). The White paper states that the Norwegian Government will "increase the percentage of Norway's humanitarian assistance that is allocated to education, and increase the percentage of Norway's development assistance that is allocated to education in the early reconstruction phase" (White paper: Education for Development, 2013 – 2014, p. 28). Norway will also increase the use of development funding for education to assist countries that receive large numbers of refugees due to humanitarian crises. Aligned with its desire to be a global leader for education, Norway will host the Oslo Summit on Education for Development in July 2015 with the aim to foster renewed political and financial commitment to education. Education in emergencies is one of four prioritized themes.

Norway will seek to ensure that children and youth are provided with education from the onset of an emergency through to recovery. Norway has prioritized four pilot countries for education assistance – Ethiopia, Malawi, Nepal and South Sudan – though support to education in emergencies is not limited to these four countries. Particularly as a result of the White paper, Norway is making efforts to increase development aid in line with humanitarian assistance, providing for education via both of these streams in order to ensure long-term funding. Additionally, where response to an appeal is low, Norway may commit higher percentages of its overall contribution to the education sector. A focus on long-term development helps to shape funding decisions.

Insitut Abelard, Leogane Haiti: Rose Carme Evenéta Clerveau is 10 years old. She is one of the hundreds of thousands of children affected by the earthquake. Rose lost her sister and cousin in the earthquake. Because she has seen people suffer she told us that she wants to become a doctor.

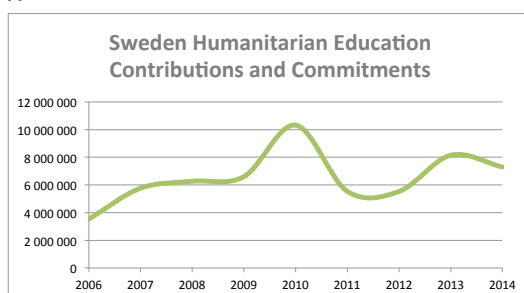*Photo: Save the Children/Susan Warner, October 22, 2010.*

4.10 SWEDEN

All figures in USD

Total recorded humanitarian education support 2006-2014   59 019 480

Sweden Humanitarian Education Contributions and Commitments

% of Total bilateral ODA for education (2013)   2,47 %
Source: OECD - http://www.oecd.org/statistics/
GPE Contributions (as of December 2014)   226 541 450
Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

UNICEF	14 613 996
UNHCR	3 281 005
Norwegian Refugee Council	2 363 980
UNRWA	811 824
Danish Refugee Council	302 376

Top 10 Recipient Countries 2006-2014

Iraq	4 092 350
Palestine	2 622 934
Somalia	1 997 880
Chad	1 505 640
Yemen	1 377 699
Haiti	1 065 567
Afghanistan	1 058 591
Russian Federation	1 051 700
Sudan	731 000
Uganda	692 652

Agency:

Sida, the Swedish International Development Cooperation Agency under the jurisdiction of the Swedish Ministry of Foreign Affairs

Normative documents:

1 Swedish Aid Policy Framework, 2014 (Foreign assistance policy)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
Overarching foreign assistance strategy or policy	Humanitarian strategy or policy Education sector strategy or policy Humanitarian education strategy or policy Policy white papers and working documents

Review findings:

In March 2014, the Swedish government decided on the Swedish Aid Policy Framework which replaced all previous policies on aid, including the Humanitarian Policy. The Aid Policy Framework is the basis for the government's management of Swedish aid, and describes the direction of aid in the form of a hierarchy of objectives for the assistance and results that aid should help to achieve. The platform includes six sub-objectives, where sub-objective 2 reads: "Better opportunities for people living in poverty to contribute to and benefit from economic growth and obtain a good education" (Swedish Aid Policy Framework, 2014, p.6). The framework emphasizes the clear correlation between violence and conflict on the one hand, and high child and maternal mortality, poor health and low levels of education on the other.

The framework stresses that education must be seen as an important part of the work to achieve all sub-objectives in the platform, not least sub-objective 1: "Strengthened democracy

Madeleine Badiakou is a first-year assistant instructor at a school in Carnot. A single woman, she is an example of the need to educate young children, including girls, in the interest of the country's development. Photo shot in Carnot, Central African Republic.

Photo: NRC/ Vincent Tremeau, November 2014.

and gender equality, greater respect for human rights and freedom from oppression" (Swedish Aid Policy Framework, 2014, p.6). It further highlights the importance of education for countries and people who find themselves in conflict and post-conflict situations.

The framework states that "humanitarian and long-term aid must also work together such that humanitarian aid – where possible – has a pro-development impact and the long-term aid has a preventive approach" (Swedish Aid Policy Framework, 2014, p. 16).

Geographic, thematic, funding or other specifications:

The Swedish government has strengthened its support to child and youth initiatives focusing on the right to health, education and youth livelihoods. In 2011 Sida's Civil Society Unit established an initiative to promote children's and young people's right to health and education. This initiative endorsed a variety of education activities in conflict and post-conflict areas and was not geographically limited.

4.11 SWITZERLAND

All figures in USD

Total recorded humanitarian education support 2006-2014	36 991 505

Switzerland Humanitarian Education Contributions and Commitments
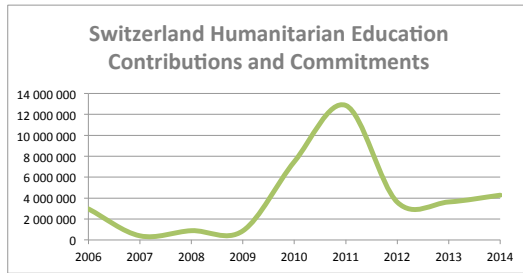
% of Total bilateral ODA for education (2013)	5,25 %

Source: OECD - http://www.oecd.org/statistics/

GPE Contributions (as of December 2014)	33 302 030

Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

UNICEF	14 613 996
UNHCR	3 281 005
Norwegian Refugee Council	2 363 980
UNRWA	811 824
Danish Refugee Council	302 376

Top 10 Recipient Countries 2006-2014

Iraq	4 092 350
Palestine	2 622 934
Somalia	1 997 880
Chad	1 505 640
Yemen	1 377 699
Haiti	1 065 567
Afghanistan	1 058 591
Russian Federation	1 051 700
Sudan	731 000
Uganda	692 652

Agency:

SDC, Swiss Agency for Development and Cooperation

Normative documents:

1 Swiss Humanitarian Aid: Saving Lives, Alleviating Suffering, 2013 (Humanitarian strategy)
2 SDC Guidelines for Basic Education and Vocational Skills Development, 2010 (Education sector strategy)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
Education sector strategy or policy	Overarching foreign assistance strategy or policy Humanitarian strategy or policy Humanitarian education strategy or policy Policy white papers and working documents

Youth Education, Colombia.

Photo: NRC/David Garcia

Review findings:

The Swiss humanitarian strategy makes no mention of education. The strategy quotes the Swiss Federal Act of 1976 on International Development Cooperation and Humanitarian Aid as setting the following mandate "The main objective of Swiss Humanitarian Aid is to help save human lives where they are at risk and to alleviate suffering through preventative measures and relief. The primary focus is on the victims of disasters and armed conflict."

The strategic objectives covered by the strategy include reducing disaster risk in priority countries and providing better protection for civilians in conflict zones. Rapid response mechanisms with a number of specialties (not including education) and food aid receive some prominence in the strategy.

The SDC Guidelines for Basic Education and Vocational Skills Development recognize education as a "constitutive condition for other human rights" and reference education's impact on conflict management, prevention and peacebuilding (p. 6, 14). The guidelines also state the particular attention will be paid to disadvantaged groups including those in conflict-affected areas.

Geographic, thematic, funding or other specifications:

According to the SDC Guidelines for Basic Education and Vocational Skills Development, SDC is providing basic education support through 15 projects in 11 countries in West Africa, Asia and Eastern Europe with yearly spending at "around CHF 30 million in bilateral cooperation (including CHF 8 million in humanitarian assistance) and CHF 23 million in multilateral aid" (p. 8).

4.12 UNITED KINGDOM

All figures in USD

Source: OCHA Financial Tracking Service - http://fts.unocha.org
unless otherwise noted

Total recorded humanitarian education support 2006-2014	25 328 927

United Kingdom Humanitarian Education Contributions and Commitments
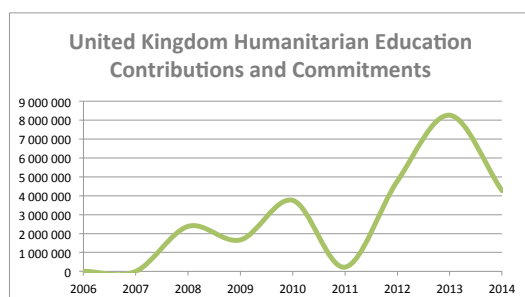
% of Total bilateral ODA for education (2013)	11,97 %

Source: OECD - http://www.oecd.org/statistics/

GPE Contributions (as of December 2014)	851 297 746

Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

UNICEF	7 264 100
Save the Children	5 353 395
WFP	851 772
International Rescue Committee	321 800
Islamic Relief Worldwide	224 000

Top 10 Recipient Countries 2006-2014

Pakistan	2 361 629
Iraq	2 216 073
South Sudan	1 875 000
Syria	1 577 768
Sudan	1 173 572
Myanmar	1 116 766
Yemen	1 002 629
Lebanon	792 395
Somalia	638 723
Kyrgyzstan	290 751

Agency:

DFID, UK Department for International Development

Normative documents:

1. Saving lives, relieving suffering, protecting dignity: Department for International Development (DFID)'s Humanitarian Policy, 2006 (Humanitarian policy)
2. Delivery quality education in protracted crises: A discussion paper (2015) (Discussion paper)
3. Education position paper: Improving learning, expanding opportunities, 2013 (Policy paper)
4. Working Effectively in Conflict-affected and Fragile Situations Summary Note, 2010 (Policy white paper)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
Education sector strategy or policy Policy white papers and working documents	Overarching foreign assistance strategy or policy Humanitarian strategy or policy Humanitarian education strategy or policy

Review findings:

DFID's humanitarian policy dates back to 2006. It sets policy goals around improving the effectiveness of humanitarian response, being a better donor, and reducing risk and extreme vulnerability. It states that humanitarian assistance will be targeted where the threat to life is most severe, the extent of suffering is greatest and the national/local response capacities are most limited. A few references are made to specific sectors but not education. DFID may undertake a review of their humanitarian policy from 2015 but the decision had not been taken at the time of this review.

DFID's education position paper puts forward as its second core priority of three to reach all children, especially those in fragile states. The paper states that "DFID's education program is flexible and well aligned to fragile states and countries furthest from meeting the education MDGs. Of the 58 million children out of school, 35 million are in DFID education priority countries; sixteen of these countries are considered to be affected by fragility" (Education position paper: Improving Learning, expanding opportunities, p. 3).

DFID released a discussion paper in March 2015 on delivering quality education in protracted crises calling for new approaches as "business as usual is unlikely to meet the education needs of populations affected by crisis" (p. 3). In particular, DFID poses a theory of change to underpin education interventions in protracted crisis. The discussion paper also proposes key actions as next steps including review of whether the global education architecture and finance are fit for purpose. As with Norway, DFID is positioning itself as a leader on education in emergencies, including work on innovation with UNICEF and UNHCR.

Geographic, thematic or other specifications:

The Girl's Education Challenge[12] is an initiative that operates in fragile and conflict affected states. In a summary note on working in conflict and fragile situations, DFID points to education as a "connector" that can reduce tension and support peace in its work in conflict-affected and fragile situations.

In addition, at the UN General Assembly in September 2014, DFID announced a new commitment of 50 million GBP for the No Lost Generation Initiative supporting Jordan, Lebanon and Syria.
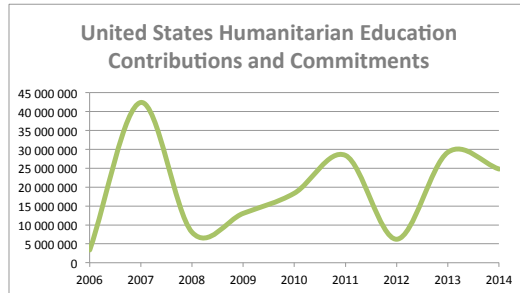
---

12   https://www.gov.uk/girls-education-challenge

4.13 UNITED STATES

All figures in USD

Total recorded humanitarian education support 2006-2014	173 826 885

United States Humanitarian Education Contributions and Commitments

% of Total bilateral ODA for education (2013)	3,29 %

Source: OECD - http://www.oecd.org/statistics/

GPE Contributions (as of December 2014)	43 500 000

Source: GPE - http://www.globalpartnership.org

Top 5 Recipient Organizations 2006-2014

WFP	46 054 116
UNHCR	30 000 000
UNRWA	14 006 086
UNICEF	10 475 055
International Rescue Committee	2 800 000

Top 10 Recipient Countries 2006-2014

Sudan	32 787 396
Iraq	30 000 000
South Sudan	12 446 280
Palestine	11 277 936
Somalia	3 680 496
Jordan	3 618 245
Central African Republic	3 534 928
Lebanon	3 340 655
Liberia	1 150 000
Kenya	1 063 577

Agency:

USAID, United States Agency for International Development, including USAID's Office of Foreign Assistance (OFDA) and Office of Transition Initiatives (OTI); also State Department Bureau of Population, Refugees, and Migration (PRM)

Normative documents:

1 US Agency for International Development (USAID) Policy Framework, 2011-2015 (Foreign assistance policy)
2 USAID Education Strategy, Education: Opportunity Through Learning, 2011-2015 (Education sector strategy)

COVERAGE OF EDUCATION IN EMERGENCIES IN NORMATIVE DOCUMENTS	
Included in these documents:	*Not included in these documents:*
Overarching foreign assistance strategy or policy Education sector strategy or policy	Humanitarian strategy or policy Humanitarian education strategy or policy Policy white papers and working documents

Review findings:

USAID's OFDA provides humanitarian funding but does not explicitly include education in its strategy. Key informants noted that OFDA does not consider education a "life saving" intervention and therefore does not usually provide support to education programs during the relief stage of emergencies. Limited activities have been funded that support education such as water and sanitation in schools.

As no mechanism exists to allocate significant additional funds to a new crisis, USAID funds for education are primarily development funding in fragile states. The current USAID

policy framework sets forth 7 core development objectives including to "Prevent and respond to crises, conflict and instability: applying development approaches in fragile and conflict-affected states." Under this objective USAID commits to "Increase equitable access to education in conflict environments for 15 million learners, including those with disabilities, by 2015."

This policy framework also includes a core development objective to "Provide humanitarian assistance and support disaster mitigation: building resilience and preparedness." However, no education commitments are contained under this objective.

The 2011-2015 USAID education strategy reiterates the commitment regarding increased access to education in crisis and conflict-affected environments with Goal 3 "Increased equitable access to education in crisis and conflict environments for 15 million learners by 2015". The strategy states that education can "directly contribute to factors that cause conflict in countries" as well as reduce conflict in a country with increased levels of quality primary and secondary education (USAID Education Strategy, Education: Opportunity Through Learning, 2011-2015, p. 14). The strategy calls for 3 results under Goal 3 including: safe learning opportunities for children and youth provided, crisis prevention efforts strengthened, and institutional capacity to provide services strengthened.

Geographic, thematic, funding or other specifications:

According to the education strategy, "among donors, USAID has already demonstrated innovation and leadership in our education work in conflict and emergency contexts. USAID has 32% of its education programs in conflict-affected countries and more than 50% of its funds are expended in these countries" (USAID Education Strategy, Education: Opportunity Through Learning, 2011-2015, p. 14).

USAID allocates most of its funding through grants and contracts at a global level with field input in program design. Field-level USAID offices have their own systems for making certain funding decisions. These differ from mission to mission. Within the missions, the mission director and ambassador make decisions. There is no formula or guidance that describes how funding decisions are made (and what is prioritized). Funds allocated as grants or contracts may also be halted or postponed in times of crisis.

Key informants also confirmed that significant portions of US Government funding for education in emergencies and during recovery and reconstruction would likely not be captured by OCHA's FTS. This is due to the fact that significant portions of US foreign assistance are allocated through multilateral agencies and private contractors (which in turn may sub-contract with NGOs). The projects implemented by private contractors generally fall outside of the CAP and therefore are not captured, and may fall on much longer timelines than typical humanitarian response.

Some US government support for education in fragile states has been provided through the USAID Office of Transition Initiatives (OTI), which provided some education funds in post-conflict environments, and the State Department's Bureau of Population, Refugees, and Migration (PRM). Funds from PRM target refugees and migrants either directly or through UNHCR.

In 2013, USAID commissioned 3 "State of the Field" reports on youth education. In crisis- and conflict-affected environments, USAID views youth education as a way to mediate and mitigate future conflict. They have developed a checklist for designing conflict-sensitive education and piloted it in Liberia and Somalia, between 2012-2013. USAID is working with other organizations to develop a theory of change for youth education in crisis and conflict-affected environments.

USAID has also established an Education in Conflict and Crisis Network (ECCN) for implementing agencies and other key stakeholders to create a community of practice with the express purpose of strengthening relevance and quality of USAID-funded programs. USAID is a member of the INEE Steering Group.

ANALYSIS OF DONORS' PRACTICE

5.1 OVERVIEW OF DONOR PRACTICE

In practice, donors both with and without policies are actively supporting education in emergencies through funding to global and country programs and in many other ways. Donor agency staff actively participates in global networks and initiatives providing technical input. They also collaborate with different groups to develop standards and advocate for education in emergencies within and beyond their agencies.

There is a clear emphasis on fragile and conflict-affected states among donors, with the often implicit caveat that they will provide appropriate assistance in disaster situations.

The various factors found to influence donor practice in their support for education in emergencies work are examined below.

5.2 HOW DO POLICIES INFLUENCE DONOR PRACTICE?

Donor policies and strategies can provide the general framework and guidance for making funding decisions and to establish education in emergencies within the context of other priorities. The absence of policies or strategies means that funding and prioritization of education in emergencies are not systematized and more unpredictable.

Policies and strategies on their own are often aspirational and principle-level statements, which serve to document a donor's belief in the relative need for education within broader development and humanitarian contexts. Policies that are linked to actionable strategies (those that link to country and global planning and budgeting systems) have the most influence, whereas broad stand-alone statements of philosophy are less influential.

However, country-level key informants all stressed that during the acute stages of an emergency, donor policies tended to be interpreted flexibly based on in-country donor and partner assessments of relative needs, priorities and existing capacities.

5.2.1 *What are preferred funding modalities for donor support to education in emergencies?*

Examination of funding and interview data shows that donor practice favors education in emergencies support to multilateral organizations, though with the understanding that these agencies generally implement through INGO or civil society partners. The preference for funding multilateral agencies is reportedly due to assumptions regarding implementing capacity and scale, as well as greater simplicity for donors who can leave the project selection and oversight up to one large agency. Similarly, contributions to humanitarian appeals and pooled funding offer donors a means of making more rapid and less cumbersome funding

The Koba-Suzanne school (in the background) is between Sibut and Dekoa and was looted during the crisis in Central African Republic. Students attend make-up courses under the tree. The conflict has severely affected the academic sector, since the schools that were destroyed can no longer accommodate the children. Most of the schools in the country are not always safe places for the children who go there.

Photo: NRC/ Vincent Tremeau, November 2014.

decisions by relying to some extent on the prioritization and vetting processes in place at the country level.

Large-scale multi-donor or multi-actor initiatives such as GPE are reportedly favored for similar reasons of scale, simplicity and efficiency. Donors are often included in the governance or advisory level of such initiatives, giving them a voice on strategy without having to go through smaller scale grant making and procurement processes.

Norway and Denmark, for example, are an exception to this pattern as they provide a larger proportion of their support directly to NGOs. While donors' policies do not dictate this balance, key informants suggested in interviews that this is partly an effort to balance their other significant multilateral contributions and largely due to long-standing working relationships with some larger NGOs with key education in emergencies expertise and experience.

5.2.2 Multilateral actors' practice

Multilateral funding decisions are usually driven by country-level staff, but affected by the priorities of their own donors, except in the case of global partnerships

"Look at this hill, it is very high. If someone gets to the top of the hill, what he sees we can't see. The more you learn the more you can see; the more you can contribute".

– COMMUNITY LEADERS IN ETHIOPIA.

and initiatives where donors are part of an active governance and decision-making system.

The influence of multilateral donors on education in emergencies funding is considerable. Agencies such as UNICEF, WFP and UNHCR receive the highest levels of humanitarian funding for education and implement projects through INGOs, civil society organizations and sometimes national governments. Though difficult to track, these organizations also receive significant unearmarked or less earmarked contributions that allow their management to determine how to allocate funds across sectors. This is evidenced by UNICEF's 2015 Humanitarian Action for Children Appeal, which calls for 20% of its total US $3.1 billion in humanitarian funding to be allocated to education. This would equate to US $602 million.

At UNICEF, country-level staff members can be highly influential in making allocation decisions. UNICEF's national committees raise funds for emergency appeals and generally support the priority needs articulated by the country office. UNICEF country office staff also prepares proposals and funding requests for specific donors to attract funding for gaps, including education in emergencies.

However, major global initiatives, such as UNICEF's Education in Emergencies and Post-Conflict Transition (EEPCT) program, can be promoted from a global level through program and resource mobilization staff working to build partnerships with donors and attract funding.

At WFP funding needs for school feeding are primarily built into annual WFP Country Office plans, though many major funding arrangements are based on long-term relationships with donor governments. These programs are guided by WFP's Revised School Feeding Policy of 2013, entitled "Promoting Innovation to Achieve National Ownership". These programs follow standardized intervention approaches, though with increasing flexibility to adapt to country contexts and national systems. WFP also has a growing emphasis on its role as an adviser to national education ministries.

At UNHCR, the Education Unit in Geneva is responsible for training, technical assistance through focused field missions, monitoring and evaluation, advocacy, fundraising and partnership mobilization. The unit follows the UNHCR 2012 -2016 Education Strategy, which seeks to increase the quality, capacity and resources for implementing education programs in 13 priority countries. However, funding and staffing decisions are driven by country planning processes and most implementation arrangements rely upon implementing partners' capacity to identify needs and make a case for funding.

GPE works through a nationally-driven model, involving multiple levels of stakeholders in the development, funding and implementation of long-term education sector plans. Donor representatives and other key actors from the global and local level work with the national ministries to identify needs to deliver education to children and youth.

5.3 WHAT FACTORS MOST INFLUENCE DONOR DECISIONS ON SUPPORT FOR EDUCATION IN EMERGENCIES?

Key informants cited the following factors as most influencing donor decisions on support for education in emergencies:

- Country-level staff and partner input
- Education sector needs assessment data
- National government priorities or gaps in capacity
- Political relationships and bilateral cooperation priorities/agreements (between governments)
- Coordination with other donors
- Implementing partner capacities
- In fragile and conflict-affected contexts key informants cited the following as obstacles to support for education in emergencies:

- Lack of national government capacity
- Difficult operating and security environments
- Lack of access to trained teachers
- Lack of education baseline data

Donors frequently stressed the importance of flexibility to remain responsive to context and evolving needs in humanitarian situations, and therefore avoiding overly formulaic decision-making systems.

In many interviews, the Syria crisis was cited for its significant challenges related to education needs. Informants noted that the multi-country cross-jurisdictional nature of the crisis posed challenges for providing education to refugee and displaced populations. Key informants stated that the collective capabilities of education in emergencies actors to mount an appropriate, coordinated and significant enough response for the Syria crisis were inadequate for the scale of needs, which both galvanized attention but also may have slowed funding support out of concern that funds could not be used quickly enough.

Through the advocacy of education actors, the scale of education needs in Syria has increased awareness of the critical importance of addressing the interruption of education more generally. Such advocacy, combined with growing emphasis by donors on education in fragile and conflict-affected states, does seem to be positively influencing donor funding decisions as evidenced by the early support from donors for the No Lost Generation Initiative.

Two forms of coordination systems and structures were found to have significant influence on education in emergencies practice, 1) formal humanitarian coordination structures; and 2) global networks and initiatives.

"There is something about learning that changes their mentality and makes them more peaceful – we see this with lots of children"

– INTERNALLY DISPLACED MOTHER, DRC

5.3.1 *The influence of humanitarian coordination systems and structures*

Formal humanitarian coordination structures that influence education in emergencies practice include education cluster coordination, Humanitarian Country Teams, Humanitarian Coordinators and Resident Coordinators, Country Based Pooled Fund boards, and Humanitarian Programme Cycle (HPC) processes. Education Cluster coordinators reportedly have an increasingly influential role in the HPC process (including the former CAP process and since 2014, the Humanitarian Needs Overview (HNO) and Strategic Response Plan (SRP) / Humanitarian Response Plan (HRP)) and serve both an advisory and quality control role in the process of developing Cluster Plans and Costing including reviewing projects.

In countries with pooled funding, the Education Cluster coordinators can also assume advisory, administrative and advocacy roles, influencing which projects get funded. In non-refugee contexts, Humanitarian Coordinators and members of the Humanitarian Country Team have a review and approval role for the SRP/HRP and a decision-making role for pooled funding. They are highly influential.

South Sudan is one example where education has been poorly prioritized, and thus underfunded, due to low priority from the onset of the emergency. When violence erupted in South Sudan in December 2013, immediate and life-saving activities were considered the key priority for the first three months of the humanitarian response. Only a small number of clusters, such as Food Security, Health, Nutrition, Water Sanitation & Hygiene, were prioritized in order to maximize the use of resources. This decision had long-term consequences for non-prioritized clusters such as education, as it limited both their access

Bin Ghazi Primary School in Umm Qasr, Iraq: "We have had many children come to this school in the last few years who are struggling with various problems. For example, some have reduced hearing and speech, mental development issues, hyperactivity and difficulty concentrating", says principal Alyah Nassir.

Photo by: Save the Children/Luca Kleve-Ruud

to funding (mainly Common Humanitarian Fund (CHF) allocations) and access to important coordination systems such as the Inter Agency Coordination Meeting[13]. Planning for education was simply not prioritized and therefore children were largely unable to access education. For this reason, education was recognized as essential but not given priority. Education remained one of the lowest-funded sectors in 2104 through the CHF and only limited bilateral funding was available to implementing organizations (IDMC 2015).

Key humanitarian coordination decision makers determine the relative balance of priorities among sectors in humanitarian response plans and appeals, and their understanding and appreciation of the relevance of education in emergencies affects their support.

In situations where the cluster system is not activated, other coordination structures (e.g. the Education sector coordination mechanism) can have similar influence on support for education in emergencies. This largely depends though on the success of key UN and NGO actors to advocate for a position in coordinated appeals and there is reportedly a heavier burden on individual organizations to make a case for funding education in emergencies.

---

13 The education cluster's requirement in the Crisis Response Plan was limited to $29.3 million for the response. As of 9 October 2014 (CHF round 2 allocation), unmet requirements amounted to $18.3 million for the education cluster.
http://fts.unocha.org/reports/daily/ocha_R32sum_A1024___9_October_2014_(03_01).pdf

5.3.2 The influence of global networks and initiatives

Global networks and partnerships such as INEE and GPE serve as formal and informal bodies for developing normative guidance, setting priorities (for funding and advocacy) and knowledge sharing. In these groups there is both formal and informal dialogue between donors and implementing agencies. Participation on steering committees and task forces appears to be robust and allows for networking and sharing of good practice.

GPE, as a multi-donor trust fund, also has collective influence through pooling funds, integrating strategy, donor alignment with national priorities and process development, and reducing the risk of duplication.

Although there is fragmentation among organizations involved in humanitarian response, networks like INEE and their coordination with representatives from different organizations are unifying forces. Members from a range of organizations and contexts work together to develop and implement standards and technical tools, increase the evidence base, and advocate for improved access, quality and financing of education in emergencies and fragile states. Multilateral and multi-actor policy development initiatives such as the post-2015 discussion, as well as multi-agency advocacy initiatives such as Education Cannot Wait (facilitated by INEE), have also encouraged donors and implementing actors to coordinate on overall strategy and approaches to the evolution of education in emergencies as a sector.

5.4 CONTRASTS AND CONFLICTS BETWEEN DONOR POLICIES AND PRACTICE

The following issues were raised by key informants to illustrate challenges between policy and practice:

Refugee situations – In refugee situations the humanitarian coordination system is often unclear due to the preeminence of UNHCR's mandate vs. the cluster system. Education can also be perceived as a barrier to return, conflicts with host governments on standards/accreditation (cross-jurisdictional questions) may arise, and concerns about impact on existing host education systems can slow decisions. While many donors support education in refugee situations, the policies reviewed do not contain anything to guide donors or their partners in addressing these issues.

Sector maturity – The slow acceptance by humanitarian donors and actors of education in emergencies as a key component of response means the sector is still an outlier topic for many agencies even if they have 'committed activists' within. There remains a debate on whether education should be prioritized depending on the strength of donor focus on prioritizing "life-saving" interventions and this is reflected in humanitarian coordination and funding systems.

Funding – The needs for education in emergencies vastly outpace available resources and the education sector is often minimally funded in emergencies. This is partly due to competition among sectors for limited funding and the ability of education in emergencies actors to make a compelling case for funding.

Evidence – Key informants raised concerns that emotional pitches for education in emergencies have historically outweighed focus on evidence of what works. At the same time donor organizations are putting a stronger emphasis on measuring impact and increasing efficiency in the use of funding, while other sectors have identified more quantitative approaches to selling their "value for money."

Access vs. Quality – Many policies and strategies at international and individual donor level still emphasize access to education rather than quality, though there is a recent shift in

emphasis as seen with the Learning Metrics Task Force[14] and donors that are looking at post-2015 objectives.

Indirect funding – It remains difficult to track total funding to truly understand how much donors are supporting education in emergencies. Some donors are not using sector targets, some education in emergencies work is funded under other sectors such as protection, food and health, and other donors provide broad or unearmarked funding for NGOs and multilateral agencies with pooled funds, leaving prioritization up to recipients. Some funding marked in FTS as education related is also spent on other interventions that take place in school settings such as school feeding and vaccinations.

Difficult environments – Aspirational goals and statements in many policies do not always match the "realities on the ground." Major obstacles for implementation exist, in terms of implementing capacity, access, and national capacity and skills – especially in fragile and conflict-affected contexts. Trends such as increasing attacks on schools further complicate support to education in emergencies.

National government – There is varying political will and a lack of capacity in many environments where education in emergencies support is most needed. National governments priorities may not be focused on education during an emergency or may even deprioritize it and block humanitarian agencies from including it in response plans. Government priorities may also be focused on basic education vs. secondary or vocational, and actors note difficulty in influencing governments to take responsibility while balancing respect for human rights and international norms (e.g. gender parity).

Transition from relief to development – The transition is not linear – there is no clear break point, there are different funding streams and sometimes different actors. The unclear distinction between education priorities in each phase and conflict between development and relief priorities (e.g. funding for temporary vs. durable classrooms) can lead to duplication and gaps in continuity of support for education systems.

---

14   The Learning Metrics Task Force is an effort co-convened by UNESCO and the Center for Universal Education (CUE) at the Brookings Institution that is engaging high-level political actors, technical experts, and practitioners in consultations to catalyze a shift in the global conversation on education from a focus on access to access *plus* learning.

GOOD POLICY AND PRACTICE EXAMPLES AND TRENDS

6.1 KEY ELEMENTS OF GOOD DONOR POLICIES

The following elements of good practice for donor policies were cited by key informants or identified through the document review:

- Incorporate or link policies to conflict sensitive programming guidance.
- Include resilience and sustainability objectives, linked to DRR.
- Ensure clear linkages between education in emergencies and education in development settings support with clear overarching and allocated objectives and transition approaches.
- Include standards for quality and accountability, monitoring and evaluation requirements.
- Explain importance of flexibility – on scale, location, intervention approach tied to contextual needs.
- Emphasize education quality outcomes and approaches.
- Include contingency plans and/or funds in development education projects to allow for reallocation in the event of an emergency.
- Require funding recipients to adhere to INEE minimum standards.

INEE, and USAID emphasize understanding context, recognizing resiliency, and supporting local response in education in emergencies. Those at GPE aim to develop funding mechanisms that bridge emergency to long-term development in the education sector. Their strategy revolves around participatory practice aligned with political will.

6.2 NECESSARY CHANGES TO IMPROVE POLICY AND PRACTICE

Based on the analysis of donor policy and practice and key informant suggestions the following necessary changes to improve policy and practice were identified:

- Better convince key humanitarian coordination decision-makers of importance of education in emergencies.
- Improve the effectiveness, through use of evidence of what works, of advocacy for education in emergencies funding.
- More evidenced based demand - clearly articulating expected outcomes based on what works (in appeals) at country-level.
- Increase response-specific donor coordination and collaboration.
- Formalize donor coordination meetings for humanitarian education support.

CONCLUSIONS

Over the past twenty years, education has received increasing attention as a legitimate humanitarian sector. Humanitarian actors working in the field of education in emergencies have formed communities of practice, consolidated knowledge, developed shared standards and advocated for greater recognition of the important role education should play in the lives of children and communities affected by emergencies. Increasing attention on fragile states has raised the profile of education in emergencies in such places that are prone to chronic crisis and complex emergencies.

Although donors do not have highly specific and rigid policies guiding education in emergencies, there is documented interest in supporting education in environments affected by disaster and conflict. Policy papers and working documents in particular tend to further articulate donors' views and approaches to education in emergencies. Some donors, including Norway and the UK, are positioning themselves as global leaders to advocate for investment education in emergencies. Principles of good development practice are reflected in the discussion of education in emergencies. Included are participatory practice and inter-organizational collaboration, data-driven program design of interventions, and attention to gender equity.

Implementing actors, especially those that receive the vast majority of funding, similarly have significant de facto influence over how programs are designed and implemented; and how funding is disbursed for education in emergencies needs. All major recipients are highly involved in education in emergencies networks that determine common quality and accountability standards (e.g. the INEE Minimum Standards for Education) and joint initiatives and coordinating bodies that determine strategy.

Those who push for a higher percentage of education in emergencies funding in humanitarian responses argue that education is life-sustaining and should be given more support along with life-saving programs. To strengthen their case, proponents need more data that demonstrates what programs work and who is able to implement them. More clarification is needed around the amount of additional necessary funding to ensure full donor support.

RECOMMENDATIONS

The following recommendations are based on the analysis of key informant inputs and of policies and supporting documentation. They are intended to inform future donor policy and practice while also taking into account the importance of collaboration between key implementing agencies, networks and groups.

We call on donors and policy-makers to:

Increase the level of humanitarian funding for education: Donors should reach a minimum of 4% of their humanitarian aid to fully reach objectives, yet additional funding to education in emergencies is also necessary. We therefore welcome the call by the UN Special Envoy for Education for a new dedicated funding mechanism for education in emergencies, and urge all donors to contribute with additional funding to this mechanism. Education is generally not considered a humanitarian priority and is thereby often underfunded. The annual humanitarian funding level for education should be increased. In addition donors should ensure more effective implementation through adequate, equitable and efficient spending.

Improve allocation of aid to Education in Emergencies and bridging the gap between emergencies and development: Any new mechanisms should help improve educational planning and delivery in advance of, during and after emergencies. Donors should allocate funding for education in conflict and crisis-affected situations in their own pledges and disbursements, and ensure their humanitarian and development policies are integrated in order to minimise the divide between humanitarian and development funding for education.

Capture more comprehensive data on funding for Education in Emergencies: The Financial Tracking Service (FTS) data alone does not adequately record the amount of funding allocated to education in emergencies. Donors should consider individual and collective ways to better record and track their investments in education in emergencies beyond what is captured in the FTS to address potential under-reporting and over-reporting of total contributions. A more systematic approach to capturing comprehensive data on funding for education in emergencies would allow for a better understanding of total resources compared to needs and identification of gaps. This would also provide greater transparency and data to assess potential gaps that could be filled by donors.

Enhance donor policy frameworks to ensure predictable, consistent and transparent support for quality Education in Emergencies: Donor policy documents should indicate the relative prioritization of education in emergencies, either by including education in humanitarian policies or by strengthening education policies related to response in crisis or conflict. Policies should cover the three phases of preparing for, responding to and recovering from emergencies. Dedicated policies should include clear theories of change or intervention logic explicitly linked to actionable strategies, namely country and global planning and budgeting systems. This helps to operationalize quality education in emergencies goals in a systematic way. Policies and strategies should be complemented with practical tools and

NRC education in emergency programs, basic education services and youth education, in Kurdistan Iraq and Iraq.

Photo: NRC/Becky Bakr Abdulla, 2014

guidance for ensuring consistent application by field staff and capacity development efforts to increase understanding. Funding targets should be multi-annual, and policies should address how donors' respective development and emergency agencies will coordinate to support a continuum of quality education services for all children and youth in emergency and non-emergency situations.

Support the development of a body of evidence for Education in Emergencies: Donors should incorporate monitoring and evaluation requirements into their strategies, policies, plans and program design to develop a body of evidence on the efficacy of various education in emergencies approaches. A core group of key donors should agree on common theories of change, indicators and evaluation designs, informed by key UN agencies, INGOs, INEE and other education in emergencies actors, to allow for future meta-analysis across country contexts and emergency types.

Invest in increasing quality and coherence in Education in Emergencies such as through collaborative international networks and initiatives: Continued investments by donors in collaborative international networks, coordinating mechanisms and joint initiatives will increase coherence for the sector. At the international level the collective education in emergencies community of donors, implementing agencies, networks and groups should continue to invest in dissemination and periodic revision of the INEE Minimum Standards

and related tools and initiatives. These are the most frequently cited as useful normative guidance tools for the sector.

Contribute to make sure that children are safe in school: Endorse and implement the Safe Schools declaration including the GCPEA *Guidelines to protect education from military use during armed conflict* (2014).

Make sure that funding intended for education reaches its final destination: Donors should ensure that the recipients of humanitarian aid prioritize education in all phases, and apply the INEE minimum standards for education, in programming, reporting and evaluation.

We call on humanitarian actors to:

Improve accountability to affected communities: Resources and priorities must be aligned with the needs children and parents identify. Key humanitarian coordination decision

"Half of the 58 million children without access to education live in conflict-affected areas. The humanitarian response to the educational needs of conflict-affected children suffers disproportionately from underfunding."

EUROPEAN COMMISSION HUMANITARIAN AID AND CIVIL PROTECTION (ECHO)

makers should ensure that education is included in humanitarian assessments from the very beginning. Education must be included in all stages of the Humanitarian Programme Cycle (HPC) processes.

Research and document the total needs for Education in Emergencies: Research should be undertaken to estimate the total amounts of funding for education in emergencies outside of FTS captured data to ensure a more complete understanding of sector coverage gaps and improve the credibility of funding advocacy. More clarification is needed around the amount of additional necessary funding to ensure full donor support. This would provide greater transparency and data to assess potential gaps that could be filled by donors. Additional research could assist humanitarian actors understand the efficiency and effectiveness of funding through different mechanisms including national governments, UN agencies and implementing partners.

Investment in monitoring and evaluation to develop substantive evidence for improved decision-making in support of quality Education in Emergencies: More and better evidence would help improve decision-making in support of quality education in emergencies. There is substantiated evidence that shows the importance of education in emergencies, but this evidence is often poorly communicated. This creates a perception that evidence is lacking. This perception is a critical barrier to effectively position education among other sectors during emergencies. Networks and coordination bodies such as INEE and the Education Cluster are advised to (i) expand their collaboration towards establishing a common online portal to serve as a repository of evaluations and good practice case studies and (ii) incorporate presentations on good practice in periodic meetings. Potential collaboration with broader humanitarian knowledge networks such as the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) could be explored for synergies and to encourage cross-sector information sharing. Actors are encouraged to actively communicate the evidence of effects of education in emergencies.

Make sure education is prioritised on the ground. Ensure that training programs for country-level staff include the importance of education in all phases of humanitarian response. Although influenced by donors, multilateral funding decisions are usually driven by country-level staff. It is therefore of importance that staff members are aware of the importance of funding education in all phases of an emergency. Ensuring education receives enough funding in emergencies could also be achieved if there was an agreed formula on how to allocate money from key humanitarian funding mechanisms, such as the Central Emergency Response Fund (CERF), to all sectors. The allocation formula should be different depending on the type of crisis. This would allow crucial education activities to be funded from the very start of an emergency.

Contribute to advocacy efforts on Education in Emergencies linked to the post-2015 agenda: Actors should build upon past collaborative efforts in developing a clear vision for a quality focused post-2015 education agenda, as the Millennium Development Goals (MDGs) and Education for All (EFA) priorities are updated. It is important that humanitarian actors contribute to advocacy efforts on education in emergencies linked to the current Sustainable Development Goals (SDG) processes and World Humanitarian Summit (WHS) 2016. This can be done through documenting and sharing experiences and vision through collaborative international networks and initiatives.

Education in Emergencies in Jordan: Child friendly space for refugees from Syria in the Zatari camp.

Photo: Save the Children/Hedinn Halldorsson, September 2013.

We call on countries in crisis or conflicts to:

Improve accountability to affected communities: Resources and priorities must be aligned with the needs children and parents identify. Their voices must be heard, and they need to have the opportunity to influence relevant decisions. Key humanitarian decision makers should ensure that education is included in humanitarian assessments from the very beginning. Education must be included in all stages of the Humanitarian Programme Cycle (HPC) processes, and affected communities must have the power to hold decision makers to account.

Ensure all humanitarian actors access: Governments of countries in conflict and crisis should provide access for NGOs to reach children and youth in hardest to reach areas. The national authorities are responsible for education also during emergencies. Civil Societies' role is to assist and support the government in fulfilling this role.

Ensure that school is peacebuilding: Provide free education for all children and youth that is close to home, adopt conflict-sensitive curricula, ensure that education does not help trigger conflict and include quality education as part of peace processes.

Make sure children are safe in school: Recognize schools as zones of peace by endorsing and implementing the Safe Schools declaration including the GCPEA *Guidelines to protect education from military use during armed conflict* (2014) and ensure that parties to conflicts act in accordance with the Guidelines.

METHODOLOGY, KEY INFORMANTS AND DOCUMENTS REVIEWED

At the outset the review team developed detailed indicators or sub-questions, identified data sources and outlined expected analytical outputs based on the original questions outlined in the terms of reference for the research. This research framework was discussed and revised in consultation with NRC and Save the Children.

The agreed key questions and sub-questions/indictors used to guide the document review and interviews are shown below.

Goal: Build a better understanding of donors' humanitarian policies on education.			
Key Questions		**Indicators/Sub-questions**	
1	Which humanitarian donors have policies on education, and which do not?	1.1	Dedicated written policies, policy papers, strategies on education in emergencies
		1.2	Education in emergencies sub-components of broader written policies, policy papers, strategies
		1.3	Special initiatives or funds that focus on education in emergencies
2	What do those humanitarian policies on education include and how are they linked to other policies, programmes and frameworks?	2.1	What program sub-components are included under definitions of education in emergencies and are they clearly prioritized? (e.g. school feeding, national education ministry capacity building, school construction)
		2.2	What thematic linkages are included in policies on education in emergencies? (e.g. DRR, protection, peace-building, conflict sensitivity)
		2.3	Do policies and donor practice give preference to different phases of the humanitarian/development cycle? (e.g. clear priority for relief, early recovery,
		2.4	How do policies and practices for education in emergencies link to development policy and practice? (e.g. distinct and separate with equal or unbalanced
		2.5	Do policies have clear needs assessment and targeting requirements (e.g. gender, children, refugees/IDPs, nutrition, household income)
		2.6	Do policies specify explicit donor funding targets (e.g. preferred partners, % of overall aid expenditures, set annual funding level)?
		2.7	Are clear geographic or emergency type priorities specified in donor policies (e.g. regions/countries, urban/rural, conflict, slow or sudden on-set)
3	How did those policies come about?	3.1	What was the impetus for developing the policy? (e.g. overall humanitarian strategy, specific crisis, history and significance of program funding)
		3.2	What individuals, organizational or bodies were involved in developing the policy? (e.g. NGO advocacy driven, field driven, education unit in ministry, ministry vs. legislative drivers)
		3.3	What if any factors or trends might cause changes to the policy or affect its implementation? Are there ongoing efforts to formalize, change or eliminate policies?

Goal: Build a better understanding of donors' humanitarian policies on education.		
Key Questions	**Indicators/Sub-questions**	
4	What do those policies mean in practice?	4.1	Does use of policies to make funding decisions take place primarily at global or country level?
		4.2	How are donor policies understood, interpreted and used to make funding decisions at country level?
		4.3	Do donors with and without education in emergencies policies allocate resources to related country programs, and if so what are the factors that influence these decisions (e.g. donor staff personal preference, use of assessment and HCT priorities, influence of national governments)
		4.4	What conflicts exist between policy and practice?
		4.5	What factors in conflict situations/failed states most influence implementation of donor policies on education in emergencies?
		4.6	What are the preferred funding modalities of key donors and how does this affect policy/practice linkages? (e.g. preference for pooled fund contributions (CHF, CERF), reliance on CAP inclusion, preference for donations to UN agencies, preference for direct funding to NGO/INGOs or national governments)
		4.7	How do global and country humanitarian coordination policies and practices influence funding for education in emergencies? (e.g. HCT fund allocation decision processes, CERF and CHF policies on prioritization, beliefs and attitudes of HCs and key HCT members, influence of Education Cluster Coordinators)
5	What are good examples of humanitarian donor policies and practices for education?	5.1	What do best practices from INEE, GPE, the Global Education Cluster or other sources suggest for the elements of good practice that should be included in donor policies?
		5.2	What do donors cite as the most important components of an EiE policy?
		5.3	Which components of donor EiE policies seem to most influence field practice?
		5.4	What broader changes are required in humanitarian coordination policy and practice to allow for good practice uptake?

The scope of the review was established based on a purposeful sample of key governmental, multilateral and private donors. Based on their known support for education programs and initiatives 13 governmental donor agencies, 4 multilateral organizations, 5 private donors, 2 global networks and one global multi-donor fund were identified for inclusion in the review. Additionally, 4 focus countries were selected to represent a diversity of emergency types and contexts to gather information from key informants from a field perspective including Mali, Pakistan, South Sudan and Syria (and neighboring countries).

The research framework was used to develop tools for collecting data at three levels:

1 GLOBAL POLICY AND RECORDS REVIEW

Policies, policy briefs, strategies and related formal documents were collected through independent research and augmented by requesting referenced policies during interviews.

Additional research studies, reports and general good practice documents related to education in emergencies were then gathered and reviewed. Data was recorded for each question, sub-question or indicator. In total, 66 documents were reviewed and analyzed from 8 global donors, 4 multilateral organizations, 2 networks and 1 global multi-donor fund.

Additional funding data was gathered using queries of the UN Office for the Coordination of Humanitarian Affairs (OCHA) Financial Tracking Service (FTS). Funding data was analyzed extensively in aggregate and disaggregated by donor, year and country.

A full list of documents reviewed is provided at the end of this appendix.

2 KEY INFORMANT INTERVIEWS AND QUESTIONNAIRES

In total, 34 individuals at the global level and 16 at country level were contacted to solicit their participation in the review. Potential key informants were asked to participate in phone interviews. Those not able to participate were asked to complete an online questionnaire.

Both the interviews and the online questionnaire were structured to collect information on the factors influencing global policy and practice, funding patterns and examples of good policy and practice. After extensive efforts to solicit participation, 25 individuals participated as key informants (20 from global level and 5 from country level): 18 through interviews, 5 through the online questionnaire and 2 provided feedback through other written inputs based on key questions.

Key informants that contributed to the study are listed below.

KEY INFORMANTS			
Organization	*Contact Name*	*Title*	*Form of Input*
DFID	Katrina Stringer	Education Adviser, DFID	Interview
European Commission ECHO "European Commission Humanitarian Aid & Civil Protection	Henrike Trautmann	Head of Policy Unit, European Community Humanitarian Office (ECHO)	Interview
Finland (FCA)	Jouni Hemberg	Executive Representative, Finnish Church Aid	Interview
Global Education Cluster	Ellen van Kalmthout	Senior Education Adviser, Co-Coordinator, Global Education Cluster	Interview
Global Partnership for Education	Joris van Bommel	Senior Country Operations Officer, Global Partnership for Education	Interview
Netherlands (MFA)	Monique Bouwman	Humanitarian Aid and Reconstruction Division, Department for Stabilization and Humanitarian Aid, Ministry of Foreign Affairs of the Netherlands	Interview
Norway (MFA)	Arne Follerås	Senior Adviser, Section for Humanitarian Affairs, Norwegian Ministry of Foreign Affairs	Interview
Norway (MFA)	Kaia Bilton	Senior Adviser, Section for International Development, Norwegian Ministry of Foreign Affairs	Interview
Norway (MFA)	Thomas Lid Ball	Senior Adviser, Section for Global Initiatives, Norwegian Ministry of Foreign Affairs	Interview
Norway (NORAD)	Helge Brochmann	Senior Adviser, Department for Global Education and Research, NORAD	Interview
Norwegian Refugee Council, Global Education Cluster	Annelies Ollieuz	Rapid Response Team Member, (hosted by Norwegian Refugee Council), Global Education Cluster	Interview

KEY INFORMANTS			
Organization	*Contact Name*	*Title*	*Form of Input*
Save the Children	Rachel McKinney	Senior Technical Specialist, Education in Emergencies, Basic Education Unit, Save the Children	Interview
UN Resident/ Humanitarian Coordinator	Thomas Gurtner	Resident Representative, Resident and Humanitarian Coordinator, Chad; Former Deputy Humanitarian Coordinator, Pakistan	Interview
UNHCR	Audrey Nirrengarten	Education Officer, UNHCR	Interview
UNICEF	Brenda Haiplik	Senior Education Adviser - Emergencies, Education Section, Programme Division, UNICEF	Interview
US (USAID)	Nina Papadopoulos	Technical Adviser, Basic Education Team, Office of Education, Bureau for Economic Growth, Education and the Environment, United States Agency for International Development (USAID)	Interview
Vitol Foundation	Robin Alessandro	Chief Executive Officer, Vitol Foundation	Interview
Vitol Foundation	Lettie Edward-Moss	Education Manager, Vitol Foundation	Interview
Wellspring Advisers	Micheal Gibbons	Director of Children's Rights and Education Programs, Wellspring Advisers	Interview
World Bank	Jo Kelcey	Education Specialist, Human Development Network, The World Bank	Interview
Democratic Republic of Congo (Education Cluster)	Gilbert Muyisa	Co-lead, Education Cluster, Democratic Republic of Congo, North Kivu	Survey
Democratic Republic of Congo (Education Cluster)	Paola Retaggi	Cluster Coordinator, Education Cluster, Democratic Republic of Congo	Survey
Finland (MFA)	Jussi Karakoski	Education Expert, Finnish Ministry of Foreign Affairs	Survey
Pakistan (Education Cluster)	Katherine Sciglitano	Cluster Coordinator, Education Cluster, Pakistan	Survey
UK (DFID)	Martyn Shannon	Fragil States Education Advisor, UK Department for International Development (DFID)	Survey
Education Above All	Margaret Sinclair	Technical Adviser, Protect Education in Insecurity and Conflict, Education Above All	Written input
Japan (JICA)	Shinichi Ishihara	Deputy Head Human Development Department, Japanese International Cooperation Agency (JICA)	Written input

3 ANALYSIS AND REPORTING

Data collected through document reviews, interviews, online questionnaires and e-mail exchanges was compiled into a consolidated data matrix by question and sub-question. Data was triangulated where multiple sources were available and across all key informants to draw findings and conclusions. The draft report was reviewed by NRC and Save the Children experts and comments were provided. To enhance participation of different interviewees, the timeline for data collection was extended between the first and second drafts of the report.

Although the triangulated evidence presented in this report is a sound indication of the state of donors' humanitarian policies and practice on education, further research may be warranted to confirm the conclusions.

Documents reviewed

COUNTRY	AGENCY	KEY INFORMANTS
Australia	Australian Department for Foreign Affairs, Trade and Development	Australian Agency for International Development (AusAID) Humanitarian Action Policy, 2011 Promoting opportunities for all: Education (2011) Australian Department for Foreign Affairs and Trade website – Education pages: http://aid.dfat.gov.au/aidissues/education/Pages/home.aspx
Canada	Department of Foreign Affairs, Trade and Development (DFATD)	Canada's Aid Effectiveness Agenda, 2010 Securing the Future of Children and Youth – Canadian International Development Agency (CIDA)'s Children and Youth Strategy, 2011 Canadian Department of Foreign Affairs, Trade and Development (DFATD), International Humanitarian Assistance, Funding Application Guidelines for NGOs, 2013 Canadian Department for Foreign Affairs, Trade and Development website – International Humanitarian Assistance page: http://www.international.gc.ca/development-developpement/humanitarian_response-situations_crises/index.aspx?lang=eng
Denmark	DANIDA	Ministry of Foreign Affairs of Denmark, Strategy for Danish Humanitarian Action, 2010-2015 (Humanitarian strategy) The Right to a Better Life: Strategy for Denmark's Development Cooperation (2012) Denmark's Integrated Stabilisation Engagement in Fragile and Conflict-Affected Areas of the World) Evaluation of DANIDA Support to the Education Sector in Afghanistan (2012) Priorities for Danish Development Cooperation (2014-2017)

COUNTRY	AGENCY	KEY INFORMANTS
EU/EC	ECHO	ECHO - A Special Place for Children in EU External Action
		Working Documents - Children in Emergency and Crisis Situations
		The EU's Action Plan on Children's Rights in External Action
		Towards an EU Response to Situations of Fragility, 2007 (Policy white paper)
		EU Children of Peace Factsheet, 2015
		ECHO Children in Emergencies webpage: http://ec.europa.eu/echo/what/humanitarian-aid/children-in-emergency-crises_en
Finland	Ministry for Foreign Affairs	Finland's Humanitarian Policy, 2012
		Finland's Development Policy and Development Cooperation in Fragile States – Guidelines for Strengthening Implementation of Development Cooperation, 2014
Germany	BMZ	Strategy of the Federal Foreign Office for Humanitarian Assistance Abroad, 2012
		Ten Objectives for More Education, BMZ Education Strategy 2010-2013
Japan	JICA	Japan's Education Cooperation Policy 2011-2015
		Japan Education Sector Position Paper
		Humanitarian Aid Policy of Japan, 2011
		Smase project 2010-multiple African countries JICA supported pdf
		JICA-education overview: http://www.jica.go.jp/english/our_work/thematic_issues/education/overview.html
		Case study-Niger: http://www.jica.go.jp/english/our_work/thematic_issues/education/study.html
Netherlands		Netherlands Ministry of Foreign Affairs, Letter to the House of Representatives Presenting the Spearheads of Development Cooperation Policy, 2011
		Netherlands Ministry of Foreign Affairs, A World to Gain: A New Agenda for Aid, Trade and Investment, 2013
		Netherlands Ministry of Foreign Affairs, Aid for People in Need: Policy Framework for Humanitarian Aid, 2012
		Dutch Aid to Education and Conflict, Paper Commissioned for the EFA Global Monitoring Report 2011
Norway	NORAD	Norway's humanitarian policy (2008-2013)
		Norwegian Policy on the Prevention of Humanitarian Crises, 2008
		White paper: Education for Development (2013 – 2014)
		White paper: Opportunities for All: Human Rights in Norway's Foreign Policy and Development Cooperation (2014-2015)
		White paper: Climate, Conflict and Capital (2008-2009)
		White paper: Norway and the United Nations (2011-2012)
		White paper: Promoting Democracy, Fair Distribution and Growth (2012-2013)
		Ellison (2013) A Review for Norad: Education in Fragile Situations

COUNTRY	AGENCY	KEY INFORMANTS
Sweden	Sida	Swedish Aid Policy Framework, 2014
		Strategy for Humanitarian Assistance Provided Through the Swedish International Development Cooperation Agency (Sida), 2011-2014
		Swedish Government's Special Child and Youth Initiative, 2011-2015
		Sida's Portfolio within Education 2012
Switzerland	SDC	Swiss Humanitarian Aid: Saving Lives, Alleviating Suffering, 2013
		SDC Guidelines for Basic Education and Vocational Skills Development, 2010
		The SDC Multilateral Humanitarian Aid Concept, 2012
United Kingdom	DFID	Delivering quality education in protracted crises: A discussion paper (2015)
		Education position paper: Improving learning, expanding opportunities (2013)
		Learning for All: DFID's Education Strategy 2010-2011
		Saving lives, relieving suffering, protecting dignity: DFID's Humanitarian Policy
		Working Effectively in Conflict-affected and Fragile Situations Summary Note (2010)
		DFID Education in developing countries: https://www.gov.uk/government/policies/making-sure-children-in-developing-countries-get-a-good-education
		Policy: Making sure children in developing countries get a good education, DFID website
		Policy: Preventing conflict in fragile states, DFID website
United States	USAID	USAID Policy Framework, 2011-2015
		USAID Education Strategy (2011). "Education: Opportunity Through Learning"
		USAID (2013) State of the Field Report: Examining the Evidence in Youth Education in Crisis and Conflict
		USAID. (2013). State of the field report: Examining the evidence in youth workforce development
		USAID. (2013). State of the field report: Holistic, cross-sectoral youth development
		USAID (2013). Conflict sensitive approaches to education in fragile and conflict- affected environments
		USAID (2013) Report on Liberia pilot of checklist for conflict sensitivity in education programs
		USAID (2013) Report on Somalia pilot of checklist for conflict sensitivity in education programs
		USAID (2004) Analysis to Action: A guidebook for conflict-sensitive USAID programming in Africa

AGENCY	KEY INFORMANTS
UNHCR	2012-2016 UNHCR Education Strategy
UNICEF	UNICEF Core Commitments for Children in Humanitarian Action, May 2010
The World Bank Group	World Bank Group Education Strategy 2020: Learning for All: Investing in People's Knowledge and Skills to Promote Development (2011)
	Video summary of LFA: http://www.youtube.com/watch?v=kWv72ZQRnY4
	What Matters Most for Students in Contexts of Adversity: A Framework Paper (2013)
	ERA Field Notes, Mali (2013)
	ERA Field Notes, FAQs (2013)
	Education Note # 77672 & #77672 (2013)
WFP	WFP School Feeding Policy - WFP/EB.2/2009/4-A
GPE	Results for Learning Report: Facing the Challenges of Data, Financing and Fragility (2013), Global Partnership for Education Strategic Plan (2012-2015)
	Guidelines for Accelerated Support in Emergency and Early Recovery Situations (2012)
	Guidelines for Education Sector Plan Preparation and Appraisal (2012)
	GPE Operational Framework for Effective Support in Fragile and Conflict-affected States (2013)
INEE	INEE Reference Guide on External Education Financing (2010)
	Education for Crisis-Affected Youth: Literature Review (2011), INEE Adolescent and Youth Task Team (AYTT)
	INEE Minimum Standards for Education: Preparedness, Response, Recovery. (2012) (Guidebook)
	INEE Guiding Principles on Integrating Conflict Sensitivity in Education Policy and Programming in Conflict-affected and Fragile Contexts (2013) (GP)
	INEE Guidance Note on Conflict Sensitive Education (2013) (CSE)

Other documents reviewed

Brookings, Center for Universal Education, Winthrop and Matsui, August 2013 "A New Agenda for Education in Fragile States – Working Paper 10"

Center for International Education University of Massachusetts Amherst, Mosselson and St. John Frisoli, 2009 "Education and Fragility: A Synthesis of Literature"

The Commonwealth Ministers Reference Book, Winthrop and Mendenhall, 2006 "Education in emergencies: a critical factor in achieving the Millennium Development Goals"

Danish Institute for International Studies, Petersen, 2013 "Regaining a Future? Lessons Learned from Education of Young People in Fragile Situations"

International Peace Research Institute (PRIO) for Save the Children, Dupuy, 2008 "Education for Peace: Building Peace and Transforming Armed Conflict Through Education Systems"

Education Above All, 2012 "Conflict-Sensitive Education Policy – A Preliminary Review"

Global Education Cluster Unit, 2014 "Education Cannot Wait: Financing Education in Emergencies – Challenges and Opportunities"

Global Education Cluster Unit, 2013 "Education Cannot Wait – Humanitarian funding is failing children"

GCPEA, 2014 "Guidelines for protecting schools and universities from military use during armed conflicts", GCPEA, 2014

Global Public Policy Institute, Binder, Koddenbrock, Horvath, 2013 "Reflections on the inequities of humanitarian assistance – Possible courses of action for Germany"

Internal Displacement Monitoring Centre (IDMC)/Norwegian Refugee Council (NRC), 2015 "School at the centre: Life-saving responses through education in South Sudan" (Draft report)

INEE, 2010 "Reference Guide on External Education Financing"

Norwegian Refugee Council (NRC) and Save the Children, 2014 "Hear it from the Children: Why education in emergency is critical"

OCHA, 11. May 2015 "Nepal: Earthquake 2015 Situation Report No. 13" http://reliefweb.int/sites/reliefweb.int/files/resources/ OCHANepalEarthquakeSituationReportNo.13%2811May2015%29.pdf

Overseas Development Institute (ODI), Nicolai and Hine, 2015 "Investment for education in emergencies: A review of evidence"

Plan International, 2014 "Making the Economic Case for Safe Schools"

Save the Children, 2015 "More and Better: Global action to improve funding, support and collaboration for education in emergencies"

Save the Children, 2009 "Last in Line, Last in School – Donor trends in meeting education needs in countries affected by conflict and emergencies"

Save the Children, Nicolai (ODI), 2003 "Education in Emergencies – A tool kit for starting and managing education in emergencies"

Society for International Education Teachers College, Columbia University, 2004 "Situations – Problems, Responses and Possibilities"

UNESCO, 2015 "Education for All 2000-2015: Achievements and Challenges"

UNESCO Institute for Statistics/UNICEF, 2015 "Fixing the Broken Promise of Education for All: Findings from the Global Initiative on Out-of-School Children"

UNESCO, 2015 "Education for All – Global Monitoring Report – Education for All 2000-2015: Achievements and Challenges"

UNESCO, 2014 "Education for All – Global Monitoring Report 2013/2014 – Teaching and Learning: Achieving quality for all"

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

UNESCO, 2011"Education for All – Global Monitoring Report – The hidden crisis: Armed conflict and education"

UNESCO, 2010 "Guidebook for planning education in emergencies and reconstruction - outline"

UNGA, 2010 Resolution A65L.58 "The right to education in emergency situations"

UNHCR, 2014 "UNHCR Global Trends, 2013"

UNHCR Global Trends 2013 "War's Human Cost"

UNICEF, 2015 "The Investment Case for Education and Equity"

UNICEF, 2014 "Ebola: getting to zero –for communities, for children, for the future"

UNICEF Evaluation Office, 2011 "Progress Evaluation of the UNICEF Education in Emergencies and Post-Crisis Transition Programme (EEPCT): Liberia Case Study"

UNICEF Evaluation Office, 2009 "Education in Emergencies and Post-Crisis Transition: A synthesis of main findings from evaluations 2004-2009"

University of Bremen, Faculty of Social Sciences, Rognerud, 2005 "Education in emergencies and reconstruction: Bridging the funding gap"

UNESCO, 2014 "Education for All – Global Monitoring Report – Education for All 2000-2015: Achievements and Challenges"

UNESCO, 2013 "Education transforms lives"

UNSG, 2012 "Global Education First Initiative brochure: An Initiative of the United Nations Secretary-General"

UN Office for Disaster Risk Reduction, 2012 "Assessing School Safety from Disasters: a Global Baseline Report"

Østby and Urdal 2010. Paper commissioned for the EFA Global Monitoring Report 2011 "The hidden crisis: Armed conflict and education"

"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."

GORDON BROWN — THE UN SPECIAL ENVOY FOR EDUCATION THE RIGHT

"Let us pick up our books and our pens. They are our most powerful weapons. One child, one teacher, one book and one pen can change the world."

MALALA YOUSAFZAI — NOBEL PEACE PRIZE LAUREATE 2014

"It is essential to increase investment in education if we are to eradicate extreme poverty, no education, no development. Norway takes a leading role to achieve this partly by doubling investment in education until 2017."

BØRGE BRENDE — NORWEGIAN FOREIGN MINISTER

"Our future growth relies on competitiveness and innovation, skills and productivity ... and these in turn rely on the education of our people."

JULIA GILLARD — CHAIR OF THE BOARD OF DIRECTORS OF THE GLOBAL PARTNERSHIP FOR EDUCATION

NRC NORWEGIAN REFUGEE COUNCIL

Save the Children