The 3Ps of "Education Cannot Wait:"
Background Facts and Select Country Contexts

The "Education Cannot Wait" campaign calls on world leaders and education stakeholders to ensure that all children and youth living in conflict and crisis-affected countries can access a quality education. If they are to truly have that chance, countries must **prioritize** what children, youth, and families affected by crisis want; **protect** students, teachers and learning facilities from attack; and **plan** for prevention, preparedness, response and recovery.

The following information may provide useful background and country-specific information relating to education in conflict and crises for the purposes of the April 18 Ministerial meetings at the World Bank. This information can inform country decision-makers in their current and future commitments to expanded, equitable quality basic education for all children and youth in their countries.

IMPACT OF EMERGENCIES ON EDUCATION:

The education of children is directly impacted by upheaval and distress due to war, civil strife, natural disaster, and other emergencies. For example:

- In refugee camps in **Ethiopia**, on average 60% of children are attending primary school, and only 30% of teachers are trained.[1]

- In **DRC's** conflict-torn North Kivu, only 34% of children have access to basic education.[2] In comparison with the national average, adolescents and young adults living in North Kivu province are twice as likely to have less than two years in school – three times as likely for poor females.[3]

- **Haiti's** education sector faced tremendous challenges post-earthquake, including significantly diminished capacity. The losses of schools, teachers and staff from the Ministry of Education (MENFP) compound the problems of a sector which already faced a shortage of schooling infrastructure, trained teachers, and effective governance mechanisms.

- In **Yemen,** access to education for up to 55,000 internally displaced children is very limited. Many children have missed up to two years of school.[4] All 725 schools in the northern governate of Saada were closed during five months of fighting in 2009 and 2010 between government forces and Houthi rebels.[5] Hundreds of schools have been damaged, destroyed or looted.[6]

- Some **Sudanese** students travel as far as neighboring Uganda or Kenya, without their parents, to go to school. During the war, many ended up in the Kakuma refugee camp some 380 kilometers from Juba.[7]

- In **Bangladesh**, rural and low-income areas of the country are flooded every year, upending entire villages, creating large populations of "climate refugees" and preventing thousands of children from attending their local schools.[8]

PRIORITIZATION:

People across nearly 200 countries have ranked a "good education" as their top priority in the UN My World Survey.[9] Education as a priority of human development is certainly no less important at times of conflict or crisis.[10]   Preliminary data from the UN My World Survey indicates respondents in nearly all of the above-referenced countries consider education to be their first or second top development priorities.

Unfortunately, resources have not kept pace with the demand for quality education in the world's most difficult and dangerous places. Consider these key facts:

- Despite accounting for 42% of the world's 61 million out-of-school children of primary school age (a total of 28 million children), only 2% of the humanitarian aid provided to conflict-affected fragile states is for education. This is wholly insufficient to address the needs of the 28 million out- of- school children of primary school age.[11]

- UNESCO's most recent estimate is that $29 billion per year is needed between now and 2015 to achieve basic education for all. Taking into account the US$3 billion currently provided by donors, this leaves an overall financing gap of US$26 billion. Conflict-affected and fragile states are estimated to carry over half of this financing gap.

- Many donors still have not prioritized education as part of their emergency response. As of 2009, nineteen of the twenty-two Development Assistance Committee (DAC) donors allocated less than 3% of their humanitarian funding to education, and only five had explicitly stated their commitment to providing education in emergency situations.[12]

- No sector receives a smaller share of the emergency aid requested in emergency appeals than education.[13]

- For agencies providing education and child nutrition, annual budgeting cycles are a constant constraint on effectiveness.[14] Projects reliant on short-term humanitarian grant financing are vulnerable to sudden losses of funding. Moreover, it is not possible to build a sustainable education system on short-term funding: teachers have to be recruited and paid; classrooms have to be maintained and books have to be provided in future years as well as the present.[15]

- The education financing gap means that a greater portion of the cost of education falls on the poorest individuals. For example, in the **DRC**, school fees of about $5 per pupil per term in 2008 excluded many IDPs and others from education.[16] In some cases up to 65% of public school costs are in fact borne by parents.[17]

- When countries do increase their commitments to this issue, positive results often follow. For example, in **Ethiopia**, a near doubling of the education budget led to significant improvement in access to primary and secondary education.[18]

PROTECTION:

In conflict-affected societies across the globe, students, educators, schools and universities have been targeted for attack by armed forces and armed groups as a tactic of war. Students and teachers have been killed, injured, maimed and raped, and learning facilities have been burned, bombed, and looted. In addition, military forces and non-state armed groups have used schools and other education institutions for purposes such as bases, barracks, firing positions, and munitions caches. Military use of a school can convert it into a legitimate military target under international law, making students, teachers, and their school buildings vulnerable to attack from opposition forces, and subjecting students to violence and physical or sexual abuse. The presence of troops in schools often leads to children dropping out, reduced school enrollment, lower rates of transition

to higher levels of education, loss of motivation or absenteeism by teachers, and overall poorer educational attainment. Girls are disproportionately affected. These alarming incidents have been reported:

- In 2012-13, attacks or military use of schools were reported in the **DRC, Ethiopia, India, Nigeria, South Sudan and Yemen**. A few years earlier they were also reported in **Haiti**.[19]

- In early 2012, Boko Haram, an Islamic sect that believes politics in northern **Nigeria** have been seized by corrupt Muslims, set over a dozen schools on fire and attacked at least 12 schools around Maiduguri, temporarily depriving several thousand children of access to education.[20] In October, 2012, a Nigerian college was attacked leaving at least 25 students and academics dead. [21] In March 2013, Boko Haram attacked three schools in Maiduguri, killing four and injuring three others.[22]

- In the **DRC**, the UN Secretary General noted that the number of attacks against schools had increased in 2011, with 53 incidents against schools and health centers taking place in the Kivus and Orientale Province, compared with 23 incidents in 2010.[23] Moreover, the Forces démocratiques de libération du Rwanda (FDLR) was listed as a party for attacks on education and /or hospitals in the DRC.[24]

- In **Yemen**, in 2012, the First Armored Division, the Government and other armed forces continued to use schools. Access to education has been severely curtailed. When troops took over Asal al-Wadi School for girls to use as barracks and a field hospital, the girls were displaced to a boys' school and enrollment fell from 1,000 to no more than 380 students.[25]

Some good practices have also been identified:

- In **India**, where security forces used more than 129 schools during 2010, disrupting studies for an estimated 20,800 students, India's Supreme Court ordered the forces out.[26] Nonetheless, in September 2012, a government official announced that paramilitary troops still needed to be removed from 36 schools in Bastar district, Chhattisgargh state.[27]

- In **South Sudan**, , the Deputy Chief of General Staff for Moral Orientation issued an order in April 2012 that all schools occupied by armed forces be evacuated. This reportedly led to armed forces leaving the premises of the eight schools that were occupied in 2012.[28] Two draft orders[29] that would expressly prohibit occupation of schools are pending and should be enacted.

Attacks on education and military use of schools and universities are common tactics in conflict and require concerted action. Any plan for the education sector must include measures to respond to the effects of attacks and military use on children, youth, teachers and the community, while at the same time develop strategies for preventing future attacks and military use of learning facilities.

PLANNING:

Education sector plans must analyze, respond to, monitor, and budget for potential risks affecting the education system. They must ensure that education is equitable, inclusive and relevant, and that education continues throughout crises into recovery and development.   Integrating prevention, preparedness and response into Education Sector planning processes is the critical thread connecting humanitarian assistance and development programs, and can enable children to realize their right to education.   Failing to provide for education during or after crisis and conflict has emerged as one of the key reasons why so many children

remain out of school. Yet, despite the demand for education by communities and parents, it remains an underfunded component of the humanitarian response, and is rarely addressed in the majority of education sector plans. The integration of emergency prevention, preparedness, response and recovery in education sector plans and budgets is increasingly recognized as an essential component of a sound education sector plan.

Why do ministries of education need to adopt crisis-sensitive planning?   Because…

- Ensuring that all plans address the impacts of conflict or crisis contributes to achieving the MDGs and EFA goals to guarantee all children's rights to access to quality education;
- Education is one of the most demanded service by communities after a crisis;
- Planning for equity, use of local languages, attention to remote areas etc., contributes to reducing disparities and tensions;
- Integrating conflict and disaster risk reduction (C/DRR) into educational planning can contribute to protecting investments – for every $1 invested in C/DRR at least $7 can be saved in reconstruction costs;
- Crisis-sensitive planning supports wider peace building and risk management approaches that contribute to safety and resilience from the school to national level.

How do ministries of education need to adopt crisis-sensitive planning? By…
- Including conflict and disaster risk reduction in all components of a plan - the sector diagnosis, programs and objectives, budget, and M&E mechanisms.
- Integrating emergency preparedness, response and recovery into sector plans at all levels (national and sub-national, as well as long-term, and annual operational plans);
- Ensuring consistency between humanitarian and development interventions, and building national capacity to coordinate and manage education in emergency response and recovery;
- Including appropriate line-items in sector budgets for prevention and preparedness, and incorporating flexible financing mechanisms to allow for government and donor education funding to be reallocated for emergency response and recovery;
- Ensuring that quality education design and provision as well as disaster risk and safety considerations in education policy and planning are guided by the INEE Minimum Standards for Education: Preparedness, Response, Recovery."[30]

What does a crisis-sensitive education planning process look like? Some suggestions…

- A vulnerability analysis as part of your sector diagnosis? What are the key drivers of instability/risk that impact the education system?
- Are your policies and programs inclusive and equitable, both in terms of gender, ethnic/minority groups, geographically etc.
- Is your curriculum free from all forms of bias, gender sensitive, representative and relevant to the needs of children and youth?
- Are there checks in place to ensure that the education system is protective (of children and youth through codes of conduct, for example) and protected (whether from manipulation, attack, natural hazards, through contingency planning).
- Does the monitoring and evaluation framework and EMIS contain crisis-sensitive indicators to monitor how resilient the education system is to conflicts or disasters?

- Does your education budget include sufficient funds to ensure full implementation of a crisis-sensitive education sector plan? This may involve retrofitting classrooms to be resilient to natural hazards, or building schools in previously underserved areas, or developing community action plans to protect schools and children from attack.[31]

Robust planning for education in emergencies, with adequate capacity and resources to ensure the seamless provision of education, has been mixed among the particular countries noted above. All too often education plans and budgets make little or no mention of planning for education in conflict, emergency or crisis. At the same time, we note several positive developments that may be a basis for further progress:

- Based on the INEE Minimum Standards Assessment, practitioners and policy-makers have used the Standards in all of the above-noted countries to inform advocacy for the recognition of education as a key humanitarian response in emergency settings, as well as in disaster and preparedness planning, M&E, and capacity development and trainings. The Standards are also frequently used for proposal development, project design, and coordination efforts in both conflict settings and natural disaster contexts.[32]

- The current draft of the new **South Sudan** Education Strategic Sector Plan includes reference to the INEE Minimum Standards.[33] Its 2010-2012 Budget Sector Plan for education mentions four programs that focus on emergency education, or education, protection and empowerment of youth and children recovering from conflict.

- **Ethiopia** has committed to raising awareness on education in emergencies developed through teacher education, strengthening the capacity of administrators, communities and schools to manage education in emergencies, and fully integrating all education in emergencies planning and responses with other sectors such as WASH, nutrition, health, etc. [34]

- **Haiti** has engaged in extensive education planning in response to the 2010 earthquake, though implementation has been slow. H.E. Vanneur Pierre (Minister of Education) refers to education as, "the most important sector in need of re-engineering" in post-earthquake Haiti saying, "This is the task to which I have relentlessly devoted myself."[35]

- **Bangladesh's** education program gives special emphasis to "repair and maintenance of schools affected by disaster and other extreme climate events."[36] It also disaggregates indicators for continued education in the wake of disaster, such as "number of schools closed due to an emergency that have been accommodated in temporary schools,"[37] and specifically factors costs for education in emergencies into the budget. [38]

These and other countries seeking to continue education in conflict and crisis can benefit from type of "best practice" education programming outlined above.[39] **Ethiopia**, for example**,** has taken some positive steps in this regard, such as by allowing each province to work in its own language and relocating teachers to the provinces from which they originated, [40] and the removal of school fees following the formal end of conflicts.[41]

As illustrated above, there are significant challenges to ensuring access to equitable, safe, quality, relevant education for all; there are also demonstrated solutions to these challenges. Sharing both the difficulties and successes can contribute to reaching the Millennium Development Goals by focusing on the hardest to reach children.   Education cannot wait – because the future of our children and youth will not wait.

[1] UNESCO 2011 Global Monitoring Report (GMR), at 155.

[2] Id. at 207.

[3] Id. at 134.

[4] Id. at 158.

[5] Id. at 144.

[6] Id. at 207.

[7] South Sudan, The Lasting Effect of Conflict on South Sudan's Education System, Feb. 13 2012, Alertnet, http://www.trust.org/alertnet/news/south-sudan-the-lasting-effect-of-conflict-on-south-sudans-education-system

[8] Education Week, "New Film Chronicles Floating Schools of Flood-Ravaged Bangladesh," http://blogs.edweek.org/edweek/marketplacek12/2012/10/post.html.

[9] UN My World Survey Results, http://www.myworld2015.org/?page=results

[10] Addressing education finance in situations of fragility is an urgent and essential component of improving overall education in states affected by fragility. INEE website: http://www.ineesite.org/en/education-financing/fragile-situations.

[11] UNESCO 2011 GMR 204.

[12] Save the Children, "Last in Line, Last in School 2009: Donor Trends," at 13. The five donors cited in this 2009 report as having clear policies on education in emergencies were Canada, Denmark, Japan, Norway, and Sweden. However, in February, 2011 the United States, through the U.S. Agency for International Development, released its new education strategy, which includes a goal of expanding educational access for 15 million children living in conflict and crisis. "Education: Opportunity Through Learning; USAID Education Strategy," February 2011.

[13] The Guardian, "Aid Donors Get an F for Education," March 1, 2011.

[14] The operations of Save the Children, which provides front-line service delivery in many conflict-affected states, illustrate the difficulties. From 2005 to 2009, the agency received seventy-three separate grants for its work on education in the Democratic Republic of the Congo and Southern Sudan, the vast majority covering budget periods of one year or less. Applying for large numbers of small grants imposes high transaction costs, not least in diverting staff from service delivery. Dolan and Ndaruhutse, 2010.

[15] UNESCO, 2011 GMR, 207-208.

[16] Id. at 213.

[17] OSI for Southern Africa, The DRC--Effective Delivery of Public Services in the Education Sector, Afrimap and OSI (2009) at 7.

[18] UNESCO 2011 GMR, 106.

[19] Global Coalition to Protect Education from Attack.

[20] Human Rights Watch, Nigeria: Boko Haram Targeting Schools, 2012

[21] New York Times, "Attack at Nigerian College Leaves at Least 25 Dead," October 2, 2012.

[22] Xinhua News Agency, "Several killed in Boko Haram attack on northern Nigeria schools," March 19, 2013.

[23] United Nations Security Council, Children and Armed Conflict: Report of the Secretary-General, A/66/782–S/2012/261, para. 37.

[24] Id. at para. 244

[25] Global Coalition to Protect Education from Attack, *Lessons in War: Military Use of Schools and Other Education Institutions during Conflict*, November, 2012, at 38.

[26] Id. at 14

[27] Bastar Divisional Commissioner Durgesh Chandra Mishra, quoted in "Troopers to vacate Chhattisgarh schools," IANS, Sept. 24, 2012.

[28] Human Rights Watch interviews with UNMISS Child Protection staff, and UNICEF Protection Officer, December 2012.

[29] A *Draft Directive Order on Child Protection and the Release and Reintegration of Children Associated with the SPLA,* and a *Draft General Order on SPLA Interaction with Children.*

[30] *See* UN General Assembly resolution on the Right to Education in Emergency Situations (A/64/L.58).

[31] *See also* INEE Guidance Notes on Safer School Construction and the INEE Guidance Note on Conflict Sensitive Education.

[32] INEE Minimum Standards Assessment Data (2012).

[33] INEE Minimum Standards Assessment Report, February 2012, at 22.

[34] Federal Ministry of Education of Ethiopia. "Education Sector Development Program IV (ESDP)." Federal Democratic Republic of Ethiopia (August 2010), at 82.

[35] Wilson Center. Event "Nation Building—the Plan for Public Education in Post-Earthquake Haiti." 7 February 2013.

[36] Government of the People's Republic of Bangladesh Ministry of Primary and Mass Education: 2011 Third Primary Education Development Programme, at 88.

[37] Id. at 48.

[38] Id. at 160.

[39] *See also* Sigsgaard, Morten and Margaret Sinclair. Education Above All. Conflict-Sensitive Education Policy--A Preliminary Review. Doha June 2012.

[40] Id. at 38-39.

[41] Id. at 32.