

Delivering quality education in protracted crises: A discussion paper



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Table of Contents

Executive Summary	3
Part 1 Protracted Crisis: What are they, why education matters, why now?	4
What are protracted crisis?	4
Why education matters	4
Why this matters now	5
Part 2 What does the evidence tell us about where and how to invest?	7
Access to education	7
Quality of teaching and learning	8
Protection and well-being	9
Part 3 Why is quality education difficult to achieve in these environments?	10
Financing	10
Aid architecture and coordination	12
Politics and policies	13
Towards and effective theory of change	14
Part 4 What principles could underpin an effective international approach to education in protracted crisis?	15
Part 5 Next steps	17
End notes	18

Executive summary

Based on a review of evidence and experience, this paper suggests that the international community needs a new approach to supporting the education of girls and boys whose lives are affected, often for many years, by conflict and displacement. That is, children living in “protracted crises”. These children are witness to extraordinary levels of violence and suffering, are often forced to leave their homes and families in order to seek safety, and are also impoverished as economies and livelihoods are disrupted.

Until now, these girls and boys have depended largely on humanitarian assistance, not only to survive physically, but also to access an “emergency education”. Despite this support, children in these contexts are nearly three times more likely to be out of primary school than in other low income countries, and even if they are in school are often challenged by language of instruction, safety, a curriculum and qualifications that are different from those found at home, and a lack of adequately trained and qualified teachers. This has led to fears of lost generations with little or no education and few prospects for the future.

This paper argues that business as usual is unlikely to meet the education needs of populations affected by crisis. While current approaches have undoubtedly played an important role in maintaining a lifeline to learning, the evidence indicates that they are not sufficient to meet the needs of these vulnerable children. The paper discusses concepts and the need for action. It reviews what we know about where to invest and explores how the organisation and financing of education for children living in these most difficult situations could be reconfigured. The paper concludes by suggesting five principles to guide the international community in the design and delivery of education initiatives in protracted crises.

Part 1 Protracted crises: what are they, why education matters, why now?

What are protracted crises?

1. Children living in fragile and conflict-affected situations are among those most at risk of being left behind. These girls and boys are particularly vulnerable and at risk of losing out on educational opportunities. This paper looks at the educational needs of children living in protracted crises. This includes:
 - *Children living in situations of acute conflict and violence, including those displaced within their home countries (internally displaced people).* This includes children living in the Central African Republic (CAR), Eastern Democratic Republic of Congo, South Sudan, Syria and areas such as Rakhine in Burma; and parts of northern Nigeria.
 - *Children who have been displaced over international borders and who are now refugees in second countries;* for example, Syrian refugees in Lebanon and Jordan; Sudanese and Somali refugees in Ethiopia and Kenya; and refugees from CAR and Nigeria in Cameroon.
2. Many of these crises are becoming more protracted. Humanitarian crises associated with conflict are now lasting on average at least a decade, and 90% of conflicts initiated in the 21st century were in countries that had already experienced a civil war.¹ It is in these protracted crises where most (more than 70%) humanitarian assistance is spent, and where there is most need and scope to build in education more effectively.
3. It is important to be clear what this paper is not about. It is not about how to sustain education in the aftermath of natural hazards, such as earthquakes and floods. That is not to suggest that this issue is unimportant. Indeed, the problem is likely to grow as a result of rising populations in areas of seismic activity (for example the Kathmandu valley in Nepal). The risk of extreme weather events also increases as a result of climate change. These challenges should primarily be dealt with by investing in more resilient education infrastructure and improving the policy and capacity of national governments to respond in the event of a crisis.

Why education matters

4. Learning should be at the heart of education provision. This remains true for protracted crises, but with an equally important focus on children's access to education and their wellbeing. A quality education can help to protect girls and boys by giving them a sense of normalcy and providing them with psychosocial support. Education is an essential part of responding to current and future challenges. Education can contribute towards building more peaceful and cohesive societies by encouraging critical thinking, mutual respect and challenging intolerance. For individuals, a quality education can lead to healthier and more productive lives: it can be a path to maximise individual potential, extend freedoms, build capabilities and open up opportunities.²
5. In crisis situations there are known major impacts on access to quality education. A child's ability to learn is challenged by the physical and psychosocial impacts of emergencies. Furthermore, emergencies disproportionately affect vulnerable populations, including girls and women, the disabled, and minorities.

Box 1: Dadaab Refugee Camp, Kenya: the importance of education

Due to the encampment policy in Kenya, refugees in Dadaab are confined within the refugee camps and have limited freedom of movement. Most areas in the camps are densely populated. For children, schools are thus not only places where they can be with other children, play and acquire literacy and numeracy skills but they can also provide a safe and protective environment - both physically and psychologically. Going to school each day can also reduce young people's exposure to negative influences during the day and increase their integration into the multi-ethnic refugee community.

A number of initiatives are run in the camp including the promotion of Child Friendly Schools by UNHCR, UNICEF and others and the Peacebuilding Education Project which promotes social cohesion and builds resilience of young people in Dadaab.

Quality education in the long run provides a source of livelihoods and self-reliance. Many refugees who graduate from secondary schools, mid-level colleges and universities find employment in the camps as teachers, social workers or auxiliary nurses.

Why this matters now

6. The needs are increasing. While there is no systematic collection of data on children living in these contexts, available data do confirm that children living in the broader category of fragile and conflict affected states (FCAS) are among those most at risk of being left behind. Globally, between 1999 and 2011 the number of children out of primary school almost halved from 108 to 58 million; however, despite making up only 22% of the total primary school age population, children living in FCAS make up 50% (28.5 million) of the total out of school population.³ The majority of these are girls. An additional 20 million adolescents (also primarily girls), are estimated to be out of school in these environments. Currently, over one third of the world's refugee children are estimated to be missing out on primary education, and three out of four do not have access to secondary education. More reliable data is needed specifically on populations affected by protracted crisis in order to inform policy makers and enable an improved response.

7. The existing aid architecture is not delivering for education in protracted crises; and financing is too short term, insufficient to meet the needs identified, not coordinated well enough, and not sufficiently attuned to context.

8. Crises are lasting longer. In the Middle East alone, 5.4 million Syrian children are victims of protracted violence and displacement. In sub-Saharan Africa, conflict in the CAR has affected half of its population, chronic instability in the Democratic Republic of Congo has displaced 2.7 million people and conflict in South Sudan has displaced hundreds of thousands.⁷ By the end of 2013, there was an estimated 51.2 million people displaced due to conflict and emergencies,⁸ a historic peak that does not take into account the ever-worsening situation in Syria and continuing increased displacement in Iraq, South Sudan, and the CAR. The current Ebola emergency has also resulted in an education crisis requiring a long term response that strengthens the education systems and builds their resilience.

Headline Figures

In 2011, 28.5m out-of-school children lived in countries affected by conflict, half of all out-of-school children – an increase from 42% in 2008.⁴

Children in fragile, conflict-affected countries are nearly 3 times more likely to be out of primary school than in other low income countries.⁵

Currently over 60% of the population in many conflict-affected countries is less than 25 years old.⁶

Box 2: Syria crisis and risks of a lost generation

Syria has suffered the largest reversal of education progress ever recorded.⁹ Pre-conflict Syria had universal primary education enrolment, and 67% of secondary age children in secondary school; it now has the second worst enrolment rates in the world.¹⁰ There are now an estimated 6.5 million Syrian children whose lives and education have been affected by the conflict; this includes an estimated 2.4 million children out of school (or irregularly attending school) especially in opposition or contested areas. There are an estimated 1.5 million Syrian refugee children in Lebanon, Turkey, Jordan, Iraq and Egypt.

The No Lost Generation Initiative (NLGI) was launched in 2013. Partners include DFID, UNICEF, the EU and Save The Children. The initiative aims to avert a lost generation by ensuring every Syrian child gets a good quality education and access to child protection and much needed psycho-social support. The partners have worked with host governments in the region in an effort to mobilise predictable, long term education finance in support of national education sector plans with strategies for refugee children education access through public schools and alternative education provision. NLGI has also focussed on the key policy constraints affecting refugee access to quality education, including access to examinations to ensure academic progression and future employment.

Part 2 What does the evidence say about where and how to invest?

9. Protracted crises affect populations in different ways. Some remain in their own homes, but are under the threat of daily violence, including when they are in school. Others are displaced from their homes and forced to flee within their own country, often putting pressure on services in different localities. Yet others are forced into neighbouring countries where they can be housed in refugee camps, sometimes for many years. There is no one proven approach to addressing the education needs of these populations, and what works will be highly context dependent. In some contexts, working with or through government may not be possible, and support will need to be provided through alternative channels, alongside state systems. In others, government will take the lead with policies on refugees and other conflict-affected groups being a key determinant of whether integration into the formal system is possible.
10. A recent review of the evidence does confirm, however, that a combination of a focus on access, quality and protection are necessary ingredients of an effective response.¹¹ Although the evidence base is limited, especially when it comes to links with learning outcomes and protection, headline messages from the review findings, and from other selected literature, are presented below.

Access to education

11. On the supply side, the question is often whether to support the replacement of destroyed and damaged schools or whether to make existing schools more easily and safely accessible. There is not one answer to this: the provision of temporary structures needs to be weighed against investing up front in more permanent solutions. Demand side interventions such as cash transfers can also play a part when there is a school to attend; evidence suggests that demand for schooling remains strong even in a crisis but school-related costs and vulnerability can be a barrier.
12. Where formal schooling is not an option, community based approaches offer promise in protracted crises (although in some contexts community based education is considered alien and a substandard alternative to formal education without proper accreditation). These are schools set up and run by local communities, often with untrained local facilitators. Establishing new classroom spaces, particularly in local communities, can be extremely effective in encouraging children - particularly girls - to attend school. The level and nature of community participation varies, however, and some marginalised groups may be excluded if fees are charged.¹² Building trust and securing allies, such as local religious or community leaders, is critical for effective community based approaches.
13. For refugees, the evidence is inconclusive as to whether it is more effective to establish new schools intended solely for refugee children or to integrate refugee children into existing national education systems. This is better decided on a case by case basis according to context and will depend on host government education and refugee policies.
14. Where students cannot access schools either because there is no space or because of distance, the use of distance education, ICT and double-shifting are all common practice. Distance education (often using ICT) supports access to schooling in situations where movement is restricted or educational infrastructure is weak or non-existent. Observational studies indicate that they may have positive results. Careful attention needs to be paid to both the content and the mode of delivery. Combinations of community schooling and distance education may hold promise.
15. Despite double-shifting being a common intervention in crisis-affected contexts (to accommodate displaced populations in existing schools), there are no rigorous evaluations in these settings. Emerging evidence from developing countries indicates that although double shifts result in savings on costs of infrastructure, the benefits may not be as high as assumed, since teachers may have less preparation time and less time to spend on each task¹³.

16. There are a range of interventions that are designed to increase the incentives for parents to send their children to school and to reduce the costs associated with schooling. In crisis-affected contexts when schooling infrastructure remains accessible and undamaged, access-related interventions often focus on restoring or increasing enrolment by reducing costs that may be created (or exacerbated) by the onset of conflict or disaster. A recent study in Lebanon demonstrates that the provision of unconditional cash transfers to Syrian refugees increased enrolment in school by 6% and reduced child labour.¹⁴
17. Evidence on the impact of school feeding on enrolment and attainment is mixed. It is proven to have a positive effect on micro-nutrient levels and school enrolment, but there are no consistent effects of these programmes on cognitive outcomes nor on the prevalence of wasting and stunting¹⁵. The provision of materials such as UNICEF's "school in a box" and the provision of uniforms may increase enrolment and reduce dropout rates, but there is no evidence to date of any impact on learning.¹⁶

Quality of teaching and learning

18. There are very few outcome-based research studies on the quality of learning in protracted crises and data on learning outcomes is scarce. Despite this, it is clear that one major barrier to access and learning across a range of protracted crises is the availability of trained teachers and the quality of teaching. Displacement, gender, socio-economic background, language of instruction, lack of support, and administrative capacity all impact on the ability of teachers to be in class and teaching well. It should also be noted that teachers can have both negative and positive impacts on student learning, including on their attitudes and perceptions, which has the potential to exacerbate or mitigate the impact of crisis or conflict.¹⁷
19. For these reasons, practitioners give increasing attention to teachers in such contexts. For example, there are several resources/guidelines specifically for emergency settings that inform teacher training programs such as INEE's Minimum Standards for Education: Preparedness, Response, Recovery. These guidelines are not always built on a firm evidence base and, to date, very few of the guidelines have been evaluated.
20. Emerging evidence shows that highlighting "alternative (or non-formal) qualifications" of teachers in emergency settings, where teachers often have no prior teaching experience or any formal training, seems to be an effective teacher development strategy. This is an important area that warrants more research. Where untrained or para-teachers are being deployed, provision of daily scripted lessons linked to student books and supplementary reading materials is proving successful in some contexts.¹⁸
21. Distance education is often used for teacher training, both in protracted crises, as well as in other (developing) country contexts.¹⁹ Observational evidence from post-conflict Sierra Leone indicates that a Distance Education Programme (DEP) can be a cost-effective means to increase the number of people trained to teach in primary schools. The programme alleviated the need for teacher training facilities as well as the burden of travel and foregone income.²⁰ There is also some evidence to show that distance education has helped to reconstruct the teaching corps in conflict-affected countries such as Uganda, Sudan, and Mozambique.²¹
22. During protracted crises, curriculum development and implementation is a major challenge. Curricula and materials may be limited or of low quality due to reduced capacity or complete collapse of government systems. Internally displaced people and refugees; often highly mobile, often find themselves caught between different education curricula and learning expectations, often in different languages. This also extends to children missing out on formal qualifications and accreditation that may be required to progress to higher levels of the education system and/or for skilled employment in later life.²² The curricula which distort history or promote extreme ideology can be an important source of division and conflict, and should be a focus of attention.

23. There is a need to strengthen monitoring systems for both access and learning. The timely collection of valid and reliable data in these contexts is clearly difficult. Insecurity limits access and high levels of student and teacher mobility can complicate sampling procedures and the assessment of learning. There is emerging evidence that early and regular learning assessments, including through school report cards, can have positive effects on quality outcomes and access.²³ Building the capacity of local actors, including researchers and citizen-led organisations to conduct simple but regular learning assessments, and prioritising classroom level assessment by teachers, are important for sustaining effective measurement systems during and after periods of crisis. Using new technologies (for example, tablets, mobile phones) could also prove cost-effective and reduce time lags for data processing and analysis in crisis situations where rapid assessment for response planning is often a priority.

Protection and well-being

24. One of the earliest articulated purposes of education in emergencies was the protective role it plays for vulnerable children and youth.²⁴ From its inception, education services during times of emergency and crisis were understood to provide normalcy, routine and physical protection through “life saving and life-sustaining messages”.

25. In the midst of conflict, communities are considered vital to protecting schools from violence and attack. Community members typically recognise the value of schooling and have a vested interest in enabling their children to get a good education. In Afghanistan, for example, a greater sense of community ownership and responsibility over schools appear to act as protective mechanisms to stave off incidents of attack. As school buildings and structures can carry symbolic meanings and are often associated with government, community-based schools that meet in non-traditional settings can be less likely to be targeted for attack or military occupation²⁵. They may also reduce the risk of attacks on students traveling to and from school, such as from Improvised Explosive Devices, assassination, sexual assault, forced recruitment into armed groups, and abduction²⁶.

26. There is some evidence from developed countries and emerging evidence from low income countries that psychosocial interventions can improve learning outcomes. A range of techniques are being employed including creative art therapy, play based interventions, and cognitive behavioural therapy, but more research is needed to understand these relationships and identify what works. Rigorous research is currently underway in the Democratic Republic of Congo to analyse the effects of an intervention aimed at improving social and emotional functioning and learning outcomes in post-conflict settings²⁷.

27. In conflict situations educational facilities maybe used for military purposes, halting children’s opportunity for learning and leaving a tainted legacy to the buildings once conflict is over. The primary legal framework for the protection of educational facilities comes from International Humanitarian Law (IHL). Additionally, attacks against schools are one of six grave violations, identified by the UN, that are committed against children during situations of armed conflict. Non-compliance with IHL by parties to conflict can be seen to be increasing since the advent of the Arab Spring and several guidelines have been developed to expand on IHL in order to protect educational facilities from attack such as those from Human Rights Watch, 2011; Global Coalition to Prevent Education from Attack (GCPEA) 2014b.

Part 3 Why is quality education difficult to achieve in these environments?

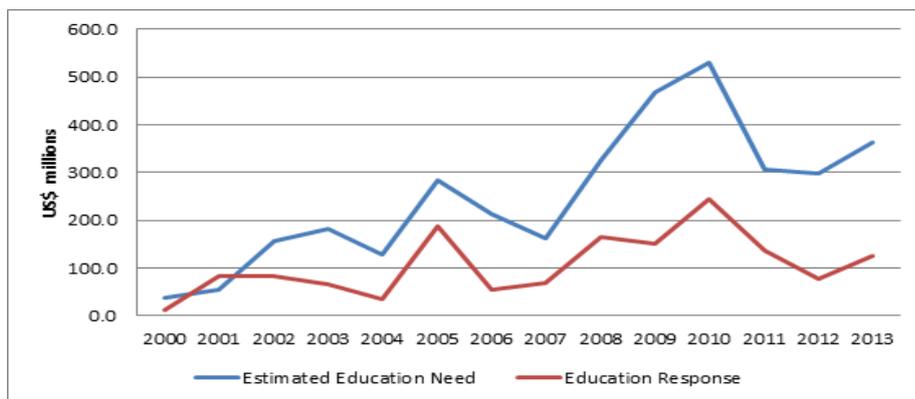
28. Delivering on this complex agenda of access, quality and protection to populations affected by protracted crises is a challenge. It requires the international community and its partners to work differently, and it is not amenable to quick fixes. The analysis below summarises three major challenges to achieving better education outcomes and outlines a draft theory of change to underpin an improved response in these contexts.

- Financing is unpredictable, fragmented, and not aligned to the needs of the school system
- Aid architecture is not delivering targeted and coordinated assistance
- Politics and policies matter but are often not prioritised in a crisis.

Financing

29. **Humanitarian funding has failed to meet demand, is unpredictable and fragmented.** The level of humanitarian funding for education in protracted crisis has not kept pace with need. Between 2004 and 2012 education funding requirements increased by 246 per cent from \$108 million per year to \$375 million per year. Over the same time period the available funding increased by only 139 per cent from \$61 million per year to \$146 million per year, leaving a funding gap of \$229 million in 2012. This reflects the wider gap between humanitarian need and humanitarian finance. The increasing estimated gap in funding to education in humanitarian appeals is shown in figure 1.²⁸

Figure 1 – Funding to education in humanitarian appeals



30. **Low levels of humanitarian funding are further compounded by a lack of predictability** both year to year and emergency to emergency and lack of coherence between humanitarian and development funding. Humanitarian resources are scarce and with competing priorities and new crises emerging, differences in funding from year to year or crisis to crisis can be significant. Of the 19 countries that had UN appeals in both 2012 and 2013, more than two thirds failed to meet targets.²⁹ These low levels of funding are unlikely to be off-set by development funding. On average over the period 2004 to 2012 fragile states accounted for 34% of all ODA support to education and there has been a slight increase in funding to support education in FCAS. However, there is a question over whether this shift towards more support for fragile states is happening quickly enough to meet the challenges in these states.

31. **Education financing plans are not put in place early enough.** Funding is often not aligned with the school year. This, makes it difficult to plan for multiple inputs, including recruitment, teacher training, school rehabilitation, classroom construction, exams, and textbook delivery. The start of a new school year has the potential to act as a turning point for displaced children, however without addressing this at the outset, key opportunities to ensuring children are in school and learning may be missed³⁰.
32. **Annual funding cycles are preventing the development of multi-year plans.** Not all donors deliver funding through multi-year arrangements and as a consequence implementing agencies face high transaction and administrative costs given the number and variety of funding sources. For example, across four countries and 114 grants managed by Save the Children to support education in conflict/crisis situations, 80 were for fewer than 12 months.³¹ Development partners need to consider the incentives they are creating for those implementing humanitarian work on the ground.
33. Box 3 below outlines the situation in Somalia where teaching capacity has been lost and learning centres have been forced to close due to lack of funding.

Box 3: Somalia's education challenge: a protracted crises coming to an end?

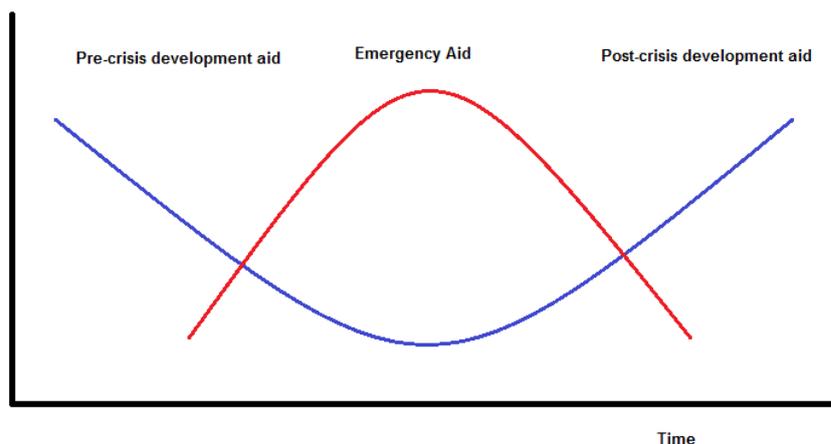
Despite relatively positive progress in political governance and security, the education system in Somalia is facing a new crisis: an acute lack of funding. For example, in 2014, 150 learning centres were shut down due to lack of support, leaving 33,000 children with no education in south and central Somalia. Due to the limited capacity of the Ministry of Education to support teachers and a lack of donor funds, over 700 teachers moved away from teaching to look for other livelihoods. Inadequate support for education in south central Somalia will decrease the likelihood of enrolling out-of-school children while also increasing teacher attrition, school closure and drop-outs in 2015.

Currently, education gaps are most evident in areas under the control and influence of Al Shabaab where children do not have meaningful access to formal schools. The opening up of some of these areas as a result of military operations presents an opportunity to reach more children with education services. In the face of multiple competing priorities and a range of other international crises, it is not clear, however, whether the Government of Somalia or the international community will increase their investment to education to help the next generation of Somalis to build a more stable and prosperous country.

Aid architecture and coordination

34. **The current architecture fails to acknowledge the chronic nature of conflict, which neither humanitarian nor developmental tools are fully able to address.** At present crises are seen as short term and with a linear transition to development as shown in figure 2 below.³² Humanitarian financing instruments tend to be too short term, offer poor value for money, are often fragmented and inherently volatile. Development aid is too slow to respond or does not kick in at all where institutions are weak and where there are high levels of insecurity therefore limiting the degree of predictability and continuity of funding required to invest in long-term education outcomes.

Figure 2 – Linear aid transition



35. **The Education in Emergency architecture has challenges in coordinating efforts on where and how to target assistance.** The Inter-Agency Network for Education in Emergencies was established in 2004 to develop knowledge sharing and capacity building, the Inter-Agency Standing Committee Education Cluster was created in 2007 to respond to crises. However, the educational needs of all children affected by crisis are still not being addressed. The Cluster is a network rather than a strong decision-making mechanism, established primarily to promote country-level coordination. Its focus is understandably on the short-term and ensuring coordinated and rapid emergency responsiveness across a range of players. Because of the way they are configured, humanitarian coordination and the annual humanitarian Strategic Response Plans, are not easily able to consider and reflect priorities of medium and long-term education needs and are not necessarily well integrated with the wider mechanisms for coordination of education policy by governments or by the wider international development community.
36. **It is very difficult to transition quickly and easily from humanitarian to developmental instruments,** largely because it is difficult to deliver developmental programmes at scale in conditions where governance remains highly contested and the institutional framework for delivery of basic services remains very weak. With regard to refugee populations, national governments and international development organisations can be reluctant to invest long term development resources in these populations, as they wish to encourage them to return home as soon as circumstances permit. This suggests looking at new sources of financing that can bridge the gap between humanitarian and development interventions and that are focused on a long term approach. This includes smarter use of existing development funding and coordination instruments³³.
37. **There is a lack of consistent and objective needs assessment in crisis situations.** Furthermore, the Education Cluster's global resources do not allow it to play an expansive role in setting standards for needs assessment, costing of needs, adjudication of proposals for

humanitarian funding within the cluster, monitoring and tracking of expenditures, or the monitoring and evaluation of outcomes. In the absence of a consistent methodology for objective needs assessment and resource allocation, each agency has developed its own approach to needs assessment, targeting, delivery, monitoring and due diligence, and proposals for funding are not necessarily aligned. A form of “needs bargaining,” occurs whereby aid agencies and donors play the game of guessing what funds are available and making estimates based on those priorities. Thus according to a recent study “appeals often overstate need, whether it be for reasons of bias in perception or wilful overstatement of need to ensure a greater allocation of funding”.³⁴

Box 4: Emergency Education System Stabilisation Programme in Lebanon

In Lebanon, donors are working with a World Bank Multi Donor Trust Fund to create the *Emergency Education System Stabilisation Programme* that enables donors to use Government systems with greater confidence in results, public financial management and value for money. At the same time, they are investing at least £1.3m in a world class *Lebanon Education System Improvement Research Programme*, to generate evidence on what works to improve education access, efficiency and quality for Lebanese and Syrians. This includes investment in a research impact strategy targeting parents, school principals, private sector as well as policy makers as the clients of research, and specifically seeks to build a coalition for education reform within the complex political economy of Lebanon and the Syrian refugee presence.

Politics and policies

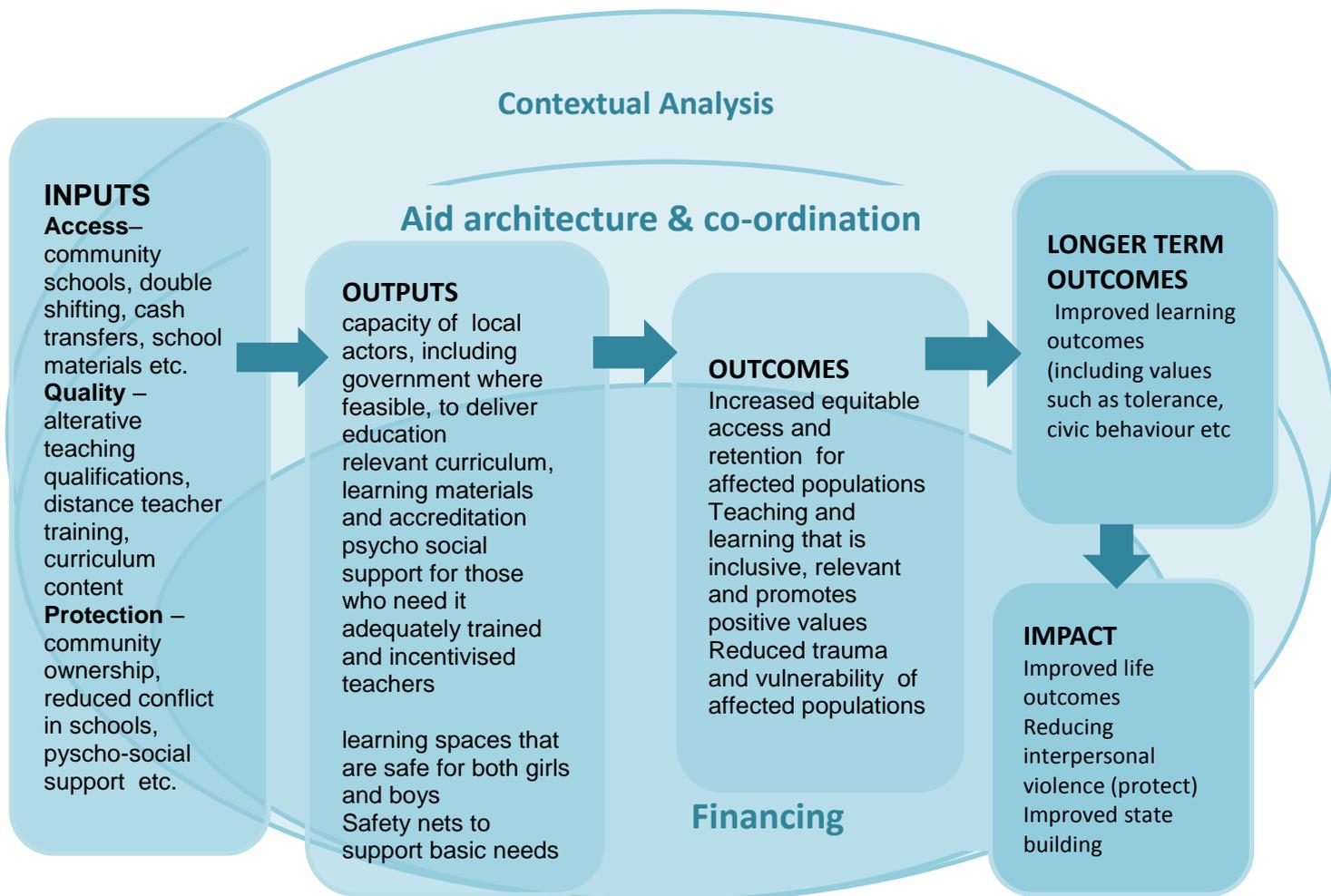
38. **Politics of protracted crisis are complex and multi-faceted and these affect government approaches to refugees and internally displaced persons.** For example, host governments may be reluctant to integrate refugees into the education system at all (such as in the Kenya example in box 1) or, even if a government will permit integration, absorbing large numbers of refugees into schools can be politically difficult (such as in Lebanon – see box 2). The situation with respect to internally displaced persons can be equally complex. In circumstances where there is internal conflict, a government may actively exclude elements of the population who are perceived to be opponents, or the state may lack the reach and authority to effectively respond to the movement of populations from one geographical location to another. Children may be denied access to schools because they lack the necessary paperwork, or schools may be physically unable to absorb additional students without negatively affecting the provision of education for the existing school population.

Developing and implementing policies to address access, quality and protection is challenging. The evidence reviewed for this paper indicates that ensuring that schools are safe and that parties to a conflict comply with international law is an important first step in re-establishing education provision but may not always be prioritised. Furthermore, even where schools are safe enough to attend, refugee populations may be unfamiliar with the curriculum, the language of instruction as well as the exam system of the host community. It is clear from parts one and two of this paper that the variation in challenges found in different protracted crisis contexts imply that finding out “what works” across all contexts is likely to be unrealistic. Policies that address access, quality and protection are interconnected and interdependent, so a holistic approach to needs assessment and programming is likely to work best. Investing in the evidence base also appears to be a priority based on the gaps in literature that have been found when reviewing the evidence for this paper.

Towards a more effective Theory of Change

39. There is currently no Theory of Change (ToC) to underpin education interventions in protracted crisis. The international community has been working to develop a common framework to guide action and evidence generation. The current draft is presented below as figure 3.

Figure 3: Theory of change



40. The ToC is underpinned by a focus on contextual analysis, financing and aid architecture including coordination – the three challenges identified above. These background factors underpin outputs focused on a combination of quality, access and protection, with outcomes focused on learning outcomes and in the longer term more peaceful and inclusive societies. The means by which the international community might begin to harmonise and align their efforts around this theory of change are discussed in section 4 below.

Part 4 What principles could underpin an effective international approach to education in protracted crises?

41. **Given the importance of education, the scale of the problem and the complexity of delivering quality education in crisis, a major shift in the international response is needed in order to achieve greater impact.** The evidence and analysis presented in this paper suggest the following five principles which could be used to guide the design and delivery of education initiatives to deliver on the Theory of Change outlined above.

➤ **Start with strong contextual analysis that looks at access, quality and protection.** There is no one size fits all approach: the needs and capacities of communities differ markedly between countries as does the political economy of the education sector. The mix of interventions that can work in one context may not work in another. The education needs of populations displaced across borders into refugee camps are very different from those in the midst of conflict or who are suffering repeated natural calamities. Choices governing which combination of approaches to use need to be based both on the evidence and on a strong understanding of the broader development context, including the social, political, historical contexts as well as the causes of crisis and conflict. In addition, a more nuanced understanding needs to be developed of the drivers of exclusion from education services and the policy and capacity barriers to improved service delivery in any particular situation. This analysis should not be at the expense of an early response to education crisis, but should be prioritised alongside it. This will require agencies to mobilise high quality staff with the right expertise.

➤ **Avoid establishing parallel systems.** The response to education in emergencies is often to develop parallel structures, and support is fragmented. Wherever possible, the international community should avoid creating parallel systems by working with national and local actors to work with and build the capacity for the delivery of education services. This is not always easy when countries are in situations of active conflict and humanitarian actors do not want to be associated with either party and/or where governments in countries hosting large numbers of refugees are unwilling or unable to provide an enabling environment for education.

Box 5: Improved coordination between UNICEF and UNHCR
UNHCR and UNICEF have recently signed a Letter of Understanding (January 2015), and are making a significant investment in guidance for developing joint plans of action for UNICEF and UNHCR at the country level. The collaboration also aims to leverage the expertise of each organisation to address humanitarian-development gaps, stating that “Education services in emergency contexts [be] developed in line with strategic planning and principles of sustainability in cases where protracted displacement is likely”. ¹

This should begin with long term planning with host governments to ensure programmes are flexible. Ultimately governments play a key role in establishing the legal, financial and delivery systems required for equitable access to high quality education. To note that in some cases it may be more efficient to operate on a regional basis than at country level, especially where a number of neighbouring countries are affected by conflict.

➤ **Mobilise predictable medium to long term financing that flows through an agreed coordination structure.** Recognising that education is a long term investment, education financing should, where feasible, be medium to long term and support and augment domestic financing. It needs therefore to move from short term funding approaches, and to flow through an agreed planning framework. Given the under-financing of education in protracted crises, a second objective should be to crowd in development funding as well as to attract less

traditional sources of financing, for example from foundations, the private sector and non-traditional donors. Thirdly, education finance needs to be relatively quick to access and set up but underpinned by a robust contextual and needs analysis that does not leave gaps in the system.

Box 6: Education financing: the Global Partnership for Education

The Global Partnership for Education has helped improve coordination of financing from donors and development partners during emergency interventions, and has assisted transition into greater stability. GPE has a mechanism for accelerated support in fragile contexts, which is critical for providing quick assistance in emergency situations, as well as serving as a bridge between humanitarian and development interventions. Somalia and CAR benefitted from this support in 2013. GPE can adapt its financing rapidly when a country becomes unstable, through leveraging support from partners to continue managing grants, and thus minimize disruptions to the education sector due to a crisis (such as in Mali and Madagascar). GPE supports countries in emergency situations to develop and implement Transitional Education Sector Plans and programmes, to assist longer-term planning.

However, GPE is currently going through significant strategic and operational reforms, and has only raised 60% of its replenishment goal. While this is limiting its capacity to work in this area, GPE are currently working with other UN agencies to explore what more can be done.

- **Prioritise protection, education access and quality in the response.** Education can make children vulnerable to attack. The international community should focus on approaches which ensure protection, either through making formal schools safer, or finding alternative ways of delivering education services. In school, children need to be protected from harassment, bullying and physical or sexual violence. There is also an imperative to protect the providers of education whether they are government workers, non-state providers, or humanitarian and development actors. Well-designed psycho-social programmes, particularly in early childhood, can promote resilience through better cognitive function and expression in children and young people affected by crises. However, safer learning spaces are only part of the solution. Priority should also be given to measures to ensure the most vulnerable have access to education (through targeted demand side interventions or alternative provision, for example) and that the curriculum is relevant and teachers are equipped to deliver it effectively. Better data on access and learning are vital.
- **Build evidence and data on impact and invest in innovation.** As part two demonstrates, there is a lack of evidence about what works in terms of delivering good education outcomes in these contexts. It is also difficult to get accurate, age and sex disaggregated data about the numbers of children who are in need of education in these contexts, their access to educational opportunities and the quality of the education they receive. It is also hard to track the overall availability of resources for education in these contexts from both humanitarian and other sources. Yet without such information it is difficult to prioritise among options for what might work, and to ensure value for money. Successful interventions will be supported by the collection, sharing and coordinated use of locally-specific evidence. The international community will also need to find new and better ways of delivering better education outcomes at lower cost in these very challenging situations.

Part 5 Next steps

42. The analysis in this paper indicates that the international community should be aiming for strategic multi-year plans that guide investment in education in protracted crises, drawing on humanitarian and development expertise and finance. In addressing the challenge of delivering quality education for all in protracted crisis, a focus on the coordination and delivery of aid to education in humanitarian and protracted crises is judged as important as the financing gap itself. New instruments may be required and existing ones reviewed and invested in to achieve the much needed gains in access, protection and learning outcomes. New funding sources such as foundations, the private sector and emerging donors are needed with funding coordinated with the ongoing response. The following global actions are suggested for to take forward the principles:
43. Key actions include:
- **Review whether the global education architecture and finance are fit for purpose.** The objective should be to support the most effective ways to coordinate and fund education in protracted crises. This could include encouraging dialogue and consideration of the global architecture, and whether an alternative global fund is part of the answer. It could also consider how to get humanitarian and development actors to work in a more coherent way to support longer term planning and delivery.
 - **Agencies should also consider reviewing their own operational delivery.** This might include looking at how they internally organise their humanitarian and development response and financing. It might also involve working to achieve better coordination with host government systems where possible. Agencies may also want to consider whether they can get better at sharing best practise on delivery across their programming both internally and externally.
 - **Look for opportunities to scale up investment in evidence and innovation.** This could include testing new approaches and developing the evidence around what works to deliver quality education that also protects. For innovation this might include smarter use of technology and approaches to systems strengthening. Investment in research and evaluation will be used to shape new approaches to our work.
 - **Integrate approaches to basic services and child protection, especially for girls, in programming.** This is pivotal to an effective response. The international community should focus on supporting efforts to implement international law. It will also be important to develop and implement education interventions which address psycho-social needs as well as learning needs, especially of vulnerable girls.

End Notes

- ¹World Development Report (2011)
http://siteresources.worldbank.org/INTWDRS/Resources/WDR2011_Overview.pdf
- ² DFID (2013) [DFID Education Position Paper: Improving Learning, Expanding Opportunities](#)
- ³ UNESCO Education Global Monitoring Report 2014
- ⁴ EFA GMR (2013) “*Children Battling to go to School.*”
- ⁵ World Development Report (2011)
- ⁶ UNESCO Global Monitoring Report 2011
- ⁷ UNICEF (2014) Humanitarian Action for Children.
- ⁸ <http://www.unhcr.org.uk/about-us/key-facts-and-figures.html>
- ⁹ ODI 2014
- ¹⁰ ODI 2014
- ¹¹ Burde et al, 2015
- ¹² Sullivan-Owomoyela J, and Brannelly L (2009) “*Promoting participation: Community contributions to education in conflict situations*” Paris: UNESCO-IIEP
- ¹³ Bray (2008)
- ¹⁴ <http://reliefweb.int/report/lebanon/emergency-economies-impact-cash-assistance-lebanon-impact-evaluation-2013-2014-winter>
- ¹⁵ <http://www.3ieimpact.org/en/evidence/systematic-reviews/details/327/>
- ¹⁶ See Burde et al, 2015, p35
- ¹⁷ Kirk & Winthrop (2007) “*Promoting quality education in refugee contexts: Supporting teacher development in Northern Ethiopia*”. International Review of Education, 53(5/6), 715-723.
- ¹⁸ USAID (2012) EGRA Plus, Liberia. DFID / ESSPIN (2014)
- ¹⁹ Johannsen, 2005; Morpeth et al., 2009; Gulati, 2008
- ²⁰ Johannsen (2005)
- ²¹ (Morpeth et al., (2009).
- ²² UNESCO (2009) “*Certification counts: recognising the learning attainments of displaced and refugee students.*”
- ²³ USAID (2014) “*Literacy education in conflict and crisis affected contexts.*”
- ²⁴ Nicolai & Triplehorn, 2003
- ²⁵ Burde, 2007; 2010; Save the Children, 2011; GCPEA, 2014c

²⁶ Burde. D, (2010) *'Preventing violent attacks on education in Afghanistan: Considering the role of community-based schools,'* UNESCO, *Protecting Education from Attack: A State of the Art Review.* (pp. 245-259).

²⁷ Torrente et al., 2012

²⁸ Between 2004-2012 education funding requirement has increased by 246% from \$108m per year to \$375m per year. Over the same period the available funding has only increased by 139 per cent from \$61m per year to \$146m per year. Relative to overall humanitarian funding, funding available for education programming has not increased at the same pace. Total humanitarian need has increased by 167% while available funding has increased by 150%.

²⁹ UN OCHA FTS Data

³⁰ UNICEF (2011) *'Back to School Guide – Evidence based strategies to resume education in emergencies and post crisis transition.*

³¹ Dolan and Ndaruhutse (2010). *"Save the Children UK's financial flows, programme choices, and the influences of the Rewrite the Future Campaign."* Background paper prepared for the EFA GMR 2011.

³² According to the current theoretical framework immediately following an emergency, the Central Emergency Response Fund (CERF) and/or a Flash Appeal are available to cover life-saving and time-critical projects. This is followed by a Consolidated Appeal Process (CAP), allowing a Common Humanitarian Fund (CHF), Emergency Response Fund (ERF) and bilateral funding to support agreed priorities at the country level.

³³ Marcus et al. (2012); OECD DAC (2010); OECD DAC (2012a). The OECD (2012b) defines four sets of criteria to guide the choice of aid instruments during transition: coordination and harmonization, institutional transformation, speed and flexibility, and scope for risk management. OCHA (2013); Regional Humanitarian Coordinator (2013). Steets et al. (2011) notes "most donors' official acceptance of the contiguuum model", which replaced the continuum model in the debate about linking relief, rehabilitation and development (LRRD). Similarly, Commins (2013) notes that "a simple dichotomy between humanitarian and development approaches is unhelpful."

³⁴ see, for example, Carfax Education, 2013; Carfax Education, 2014, p. 33; UNESCO, 2011)