

THE FUTURE IS NOW

EDUCATION FOR CHILDREN
IN COUNTRIES AFFECTED
BY CONFLICT



Save the Children

Rewrite the Future

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COUNTRIES AFFECTED BY CONFLICT

Save the Children is the world's leading independent children's rights organisation, with members in 29 countries and operational programmes in more than 100. We fight for children's rights and deliver lasting improvements to children's lives worldwide.



Save the Children

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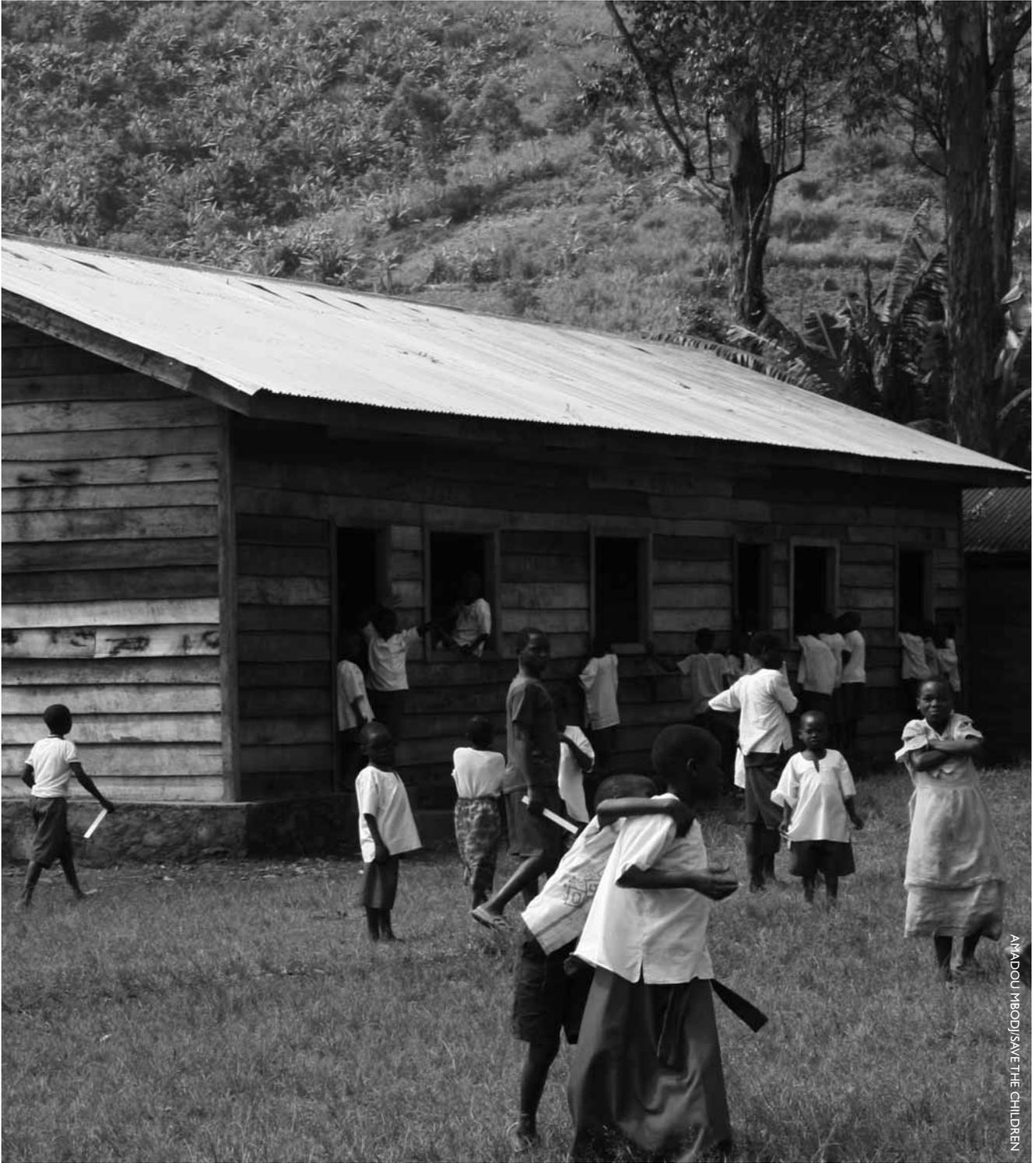
Cover photo: Girls in a tent classroom in Gawarshad Begum Girls' School in Mazar-i-Sharif, northern Afghanistan. The school does not have enough classrooms for the 3,000 girls who attend, so three large tents have been put up. (Photo: Mats Lignell/Save the Children)

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Children playing outside their newly built school in Masisi, Democratic Republic of Congo. More than 5 million children in the DRC are out of school.

FOREWORD

I had just been elected President of Liberia when Rewrite the Future was launched in 2006, and was faced with the daunting challenge of healing a country emerging from 14 years of brutal civil war.

I knew from the start that – in order to recover and build peace – we needed to invest in education. A generation of children had never had the chance to go to school, and the quality of education had deteriorated because most teachers had left the country. Restoring the education system thus became a key priority of our development agenda.

As a woman, and the first elected female Head of State in Africa, I know how important a good-quality education is and I am all too aware of the particular barriers facing girls. That is why I have been such a keen supporter of Save the Children's Rewrite the Future campaign, and its focus on the poorest and most marginalised children.

Rebuilding a country after years of conflict takes widespread and far-reaching reforms. Four years on, we are still a long way from achieving access to a good-quality education for all children in Liberia. But it remains our goal, and we are making progress.

That is why education continues to be a priority for my government, and why I welcome this report – both the lessons learned and its recommendations for the future. Without investing in education – particularly for the poorest children and those caught up in conflict – generations of children will continue to live in poverty and we will be subjecting future generations to an unjust and insecure world.

We are striving to prevent this in Liberia.



Ellen Johnson Sirleaf
President of Liberia

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ABBREVIATIONS

ALP	accelerated learning programme
CAFS	conflict-affected fragile states
CAP	consolidated appeals process
C-EMIS	community-based education management information systems
CERF	Central Emergency Response Fund
DFID	Department for International Development (UK)
DRC	Democratic Republic of Congo
DRR	disaster risk reduction
ECCD	early childhood care and development
ECHO	European Commission's Humanitarian Office
EEPCTP	Education in Emergencies and Post-Crisis Transition Programme
EGRA	early grade reading assessment
EFA-FTI	Education for All Fast Track Initiative
FTI	Fast Track Initiative
GAVI	Global Alliance for Vaccines and Immunisation
GMR	Global Monitoring Report
HAP	Humanitarian Accountability Partnership
IDP	internally displaced person
INEE	Inter-Agency Network for Education in Emergencies
IRC	International Rescue Committee
LICs	low-income countries
LTTE	Liberation Tigers of Tamil Eelam
MDG	Millennium Development Goal
MRM	Monitoring and Reporting Mechanism
NGO	non-governmental organisation
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organization for Economic Co-operation and Development
PRTs	Provisional Reconstruction Teams
PSNP	Productive Safety Net Programme
SZOP	Schools as Zones of Peace
UIS	UNESCO Institute for Statistics
UPE	universal primary enrolment
WFP	World Food Programme

EXECUTIVE SUMMARY

EDUCATION FOR CHILDREN IN COUNTRIES AFFECTED BY CONFLICT

More than half of all children who are out of school in the world today live in conflict-affected fragile states (CAFS) – 39 million children out of a total of 72 million children who are not in school. While there has been an impressive reduction in the overall number of children left out of school since 2006, progress has been much slower in CAFS.

It is possible to get children in CAFS into education – as Save the Children's Rewrite the Future campaign has demonstrated. But without urgent action to help these hardest-to-reach children, Millennium Development Goal (MDG) 2 – that all children get a full course of primary schooling by 2015 – will not be met.

WHY HAS PROGRESS BEEN SLOW?

Barriers to accessing education: Most of the barriers to education in CAFS are the same as those in other low-income countries – poverty, lack of schools and teachers, and discrimination. Conflict exacerbates these barriers, affecting both the supply of and the demand for education.

Yet there are responses and interventions that are known to work, and that can improve both access and quality. Starting early, investing in equitable and inclusive education, integrating with health and nutrition, and focusing on teachers are essential to progress.

Poor-quality education: For parents to decide to invest in their children's education, they have to believe that education is worth having. Unless the education on offer to children is of good quality, the goal of universal primary education cannot be achieved.

What children need most of all in their education is teachers who make them feel safe and encourage them to learn. In Afghanistan, Angola, Nepal and Southern Sudan, fewer than half of teachers have been to secondary school. A Save the Children evaluation found that between a fifth and a half of Grade 3 students in these countries were unable to read a single word from a simple text.

Children in CAFS will only get the most out of their education if it is relevant, appropriate, participatory, flexible, inclusive and protective – and leads to a broad range of learning outcomes.

Attacks on schools: In 2008 the number of 'highly violent' conflicts had risen to 39. Increasingly in conflict situations, education is either targeted

directly or caught in the crossfire. Schools are bombed or occupied by armed groups. Curricula are manipulated to serve particular interests. And children, and those who work with them, are put at risk through the blurring of boundaries between military interventions and aid. Millions of children are denied their right to education as their schools are destroyed, or it is simply too dangerous to go to school. Education can and must contribute to peace and stability, and be protected from attack.

Insufficient funding for education in emergencies: There has been greater recognition for the role of education as a life-saving response in emergencies – for example, the Global Education Cluster has been formed, co-led by UNICEF and Save the Children. However, education is still not fully accepted as an essential part of humanitarian response. Between 2006 and 2009 education represented on average 4.2% of immediate emergency needs, yet it received only 2.3% of the funding available. In 2009, just 31% of emergency education funding requirements were met.

Given the recent increases in the number of conflicts and the predicted growth in the scale of climatic crises, MDG 2 will not be met unless emergency education is made an integral part of every emergency response and funding.

Lack of financing for education in countries affected by conflict: Donors give just a fraction – around a tenth – of the basic education aid CAFS need. Impoverished communities are forced to fund their children's education themselves. The result is a financing system that is poorly managed and unpredictable, and an education system that is inadequately funded.

Donors still prefer to fund countries that have a good track record and have systems in place to disburse funds and monitor spending. Only ten out

of 28 CAFS have met the criteria for the Fast Track Initiative, the funding mechanism established in 2002 to accelerate progress towards achieving universal primary education by 2015. Despite some impressive recent commitments by the Netherlands, the UK and Spain, most donors still do not respond to the urgent educational needs of children in CAFS.

Five years remain until our target date for seeing all children benefiting from a primary education. There is more to be done. The future is now.

RECOMMENDATIONS

Save the Children is calling on governments, donors and other NGOs to:

1. **Increase educational opportunity for the poorest and most disadvantaged children in CAFS.**
2. **Focus on teachers and teaching quality.**
3. **Increase the relevance and purposefulness of education.**
4. **Protect education from attack.**
5. **Address the increasing threat of emergencies.**
6. **Increase the financing of education in CAFS.**

Detailed recommendations are given on pages 59–60.



RACHEL PALMER/SAVE THE CHILDREN

A class at Kavumu Elementary School in the Democratic Republic of Congo where children who have missed out on their primary education because of conflict can catch up and enter formal schooling or vocational training.

INTRODUCTION

Great strides have been made in reducing the number of primary-aged children who are not in school. Between 2006 and 2010, the global figure went down from 115 million to 72 million – an impressive achievement. But an increasing proportion of those children who remain out of school – 39 million (more than half) – live in conflict-affected fragile states (CAFS),¹ where providing education is more difficult and more expensive – but vital (see map on page 3).

As well as killing and injuring millions of children, conflict forces millions of families to flee their homes, separates children from their families, and destroys education. Preventing and resolving conflict is clearly the ultimate goal, and should be an urgent priority for the international community and individual governments. However, by 2008 the number of ‘highly violent’ conflicts had gone up to 39 (from 32 in 2007).² Given that conflict lasts on average ten years, governments and the international community must ensure that children’s right to education in those countries is fulfilled even during conflict.

One child in three in CAFS does not go to school, compared with one in 11 in other low-income countries. In some countries the figure is even higher – for example, in Liberia, where 73% of primary-aged children are out of school, and in Somalia, where 81% have no access to education.³ In Afghanistan’s Uruzgan, Helmand and Badghes provinces, more than 80% of children are out of school.⁴ The barriers to education are highest for the poorest and most disadvantaged children in those countries. Girls, children from minority ethnic groups, disabled children and children living in remote rural areas often have little or no chance of going to school.

Many CAFS – which by definition are already fragile, with weak institutions and weak governance – are also prone to natural disasters. This was witnessed most recently in the January 2010 earthquake in Haiti, where a combination of years of conflict, criminal violence, corruption and hurricanes meant that even before the earthquake, half the country’s primary-aged children were not going to school.

Over the next six years, the number of people affected by climatic crises is projected to rise by 54% to 375 million,⁵ making the provision of education in emergencies an even greater priority.

REWRITING THE FUTURE

In 2006, concerned at the appallingly low number of children in school in CAFS, and recognising that measures to increase enrolment were having little impact in those countries, Save the Children launched a major global campaign to get 3 million of these children into school and to improve the quality of education for a total of 8 million. In addition to direct work in more than 20 countries, Save the Children lobbied governments, donors and international agencies to recognise the crucial role education plays in protecting children in conflict and other crises, and to take special measures to increase educational resources for children in CAFS.

Four years on, Save the Children – through its programme work – has succeeded in getting 1.4 million children into school. The quality of education for more than 10 million children has also improved through teacher training and by,

for example, working with teachers and education ministries to introduce codes of conduct banning corporal punishment and other harmful practices.

Prior to the launch of the campaign, many key actors believed it was too complicated for education to be delivered in countries affected by conflict. This is no longer the case. Through our campaigning work, and the analysis of the *Education for All Global Monitoring Report*, it is now widely recognised that CAFS are the biggest obstacle to achieving the education MDGs. There is now institutional commitment on the part of most UN agencies, bilateral donors, aid organisations and other NGOs to increase access to education in CAFS. The Inter-Agency Network for Education in Emergencies Minimum Standards have become the framework for practice, there is an Education Cluster within the global humanitarian cluster system that prepares for and coordinates emergency responses, and the global aid architecture is under review to ensure the inclusion of CAFS.

THE FUNDING SHORTFALL

However, funding for education in CAFS and in emergencies is still woefully inadequate, volatile and unpredictable. The drop in the actual overall amount of basic education aid to CAFS between 2007 and 2008 is a considerable cause for concern. CAFS make up 60% of the current annual funding requirement for education, yet only one-tenth of what they need was committed in 2008, and even less actually reached them. According to the Education Policy and Data Centre, only two CAFS – Myanmar (Burma) and Cambodia – are on track to meet the goal for universal primary education by 2015.⁶

The global financial crisis is slowing down economic growth and bringing mounting pressure on government budgets. Despite bearing no responsibility for the world's economic troubles, it will be the poorest and most disadvantaged children who are worst-affected by the global downturn. Measures must be taken to bridge the huge shortfall in donor financing, and to use aid not just to back winners, but to increase funding for education in CAFS.

TIME FOR ACTION

Inequity and conflict are the biggest remaining obstacles to achieving MDG 2. Yet, progress is possible in countries affected by conflict, as this report demonstrates. Now donors and governments need to build on the progress made in a push to achieve education for all by 2015. And Save the Children will continue to focus its education work in conflict and emergency situations over the next five years.

Education is every child's right. It is also crucial to improving a child's chances of survival, attaining better health and getting out of poverty. Increased investment in and commitment to education in CAFS – including preschool and secondary as well as primary – and by both governments and donors is urgently needed. In the absence of a substantial increase in domestic and international investment, countries both in and emerging from conflict will see generations of uneducated adults destined for a life of poverty in countries with little chance of economic growth, political stability or security. Neither the international community nor national authorities can afford to delay.

Save the Children has learned – through experience and research – that greater efforts are needed to overcome the particular barriers to providing good quality education in CAFS. These efforts include innovative measures to provide protection and care for young children, and to meet the needs of older children who have missed years of schooling due to conflict. Special efforts are also needed to improve the quality of education in CAFS and to make sure that children's experience of school is safe, that their rights are protected and that they learn literacy, numeracy and other vital skills. This means addressing the dire shortage of teachers in CAFS and providing them with training and regular remuneration.

Education can be a victim of conflict, a cause of conflict, or it can play an important part in the solution to conflict. It is up to international donors, governments and those working in the education sector to make sure it is the solution.

Figure 1: Countries affected by conflict

Country	Number of primary-aged children out of school – 2006 ⁷	Number of primary-aged children out of school – 2010 ⁸
Afghanistan	1,139,000 ⁹	1,816,000
Angola	533,000	824,000
Burundi	536,000	244,000
Cambodia	301,000	220,000
Central African Republic	354,000	310,000
Chad	577,000	1,186,000
Colombia	497,000	413,000
Côte d'Ivoire	955,000	1,164,000
Democratic Republic of Congo	5,290,000	5,203,000
Eritrea	312,000	349,000
Ethiopia	5,994,000	3,721,000
Guinea	493,000	362,000
Haiti	572,000	706,000
Iraq	818,000	508,000
Liberia	142,000	447,000
Myanmar (Burma)	968,000	16,000
Nepal	1,049,000	714,000
Nigeria	7,622,000	8,221,000
Pakistan	7,813,000	6,821,000
Republic of Congo	292,000 ¹⁰	244,000
Rwanda	206,000	88,000
Sierra Leone	431,000	285,000
Somalia	1,580,000	1,280,000
Sri Lanka	22,000	51,000
Sudan	2,405,000	2,798,000
Timor Leste	75,000 ¹¹	71,000
Uganda	1,068,000	341,000
Zimbabwe	498,000	281,000
TOTAL	43,304,000	38,684,000

 Conflict-affected fragile states





Khatera, 12, and Shamayel, 10, during a class at the Working Street Children Centre in Mazar-e-Sharif, Afghanistan. Only half of Afghan children aged 7–13 attend school; just one-third are girls.

I OVERCOMING THE BARRIERS TO EDUCATION

“The Taliban beat my father and now he cannot work. My brother and I have to work instead of him, and can’t go to school. When I see other children go to school I feel happy for them, but I feel very sad for myself.”

An out-of-school boy in
Jawzjan, Afghanistan

Between 2006 and 2009 there was an impressive 40% reduction in the global number of out-of-school children.¹ But in conflict-affected fragile states (CAFS)² a reduction of just 14% was achieved. In some of those countries, including Chad, Haiti, Nigeria and Sri Lanka, the number actually increased. Clearly, measures that were succeeding to get children into school in other low-income countries were not being made or were not as effective in CAFS. In 2009, Save the Children commissioned research to better understand why.³

Save the Children’s research found that, while most of the barriers to accessing education in CAFS are the same as those in other low-income countries – poverty, lack of schools and teachers, and discrimination – conflict exacerbates these barriers, affecting both the supply of and the demand for education. In particular, different factors intersect to create seemingly insurmountable barriers for some children. However, the research also described solutions that can increase children’s access to education, even when conflict affects every aspect of their lives.

BARRIERS TO ACCESS

Poverty – the biggest barrier

As in other low-income countries, poverty is the single most significant factor keeping children out of school in CAFS. On average in CAFS one child in three is out of school. Children from the poorest families are by far the worst affected. In Somalia, children from the poorest families spend just 0.4 years in school, compared with those from the wealthiest families who get an average of 6.6 years of schooling.⁴ The poorest rural boys in Nepal receive five years of education, compared with the richest rural boys who get 9.4 years of schooling. And a poor rural girl in Nepal can expect to go to school for just 2.4 years, compared with a rich urban girl who will benefit from an average of 8.4 years.⁵

Almost all countries affected by conflict charge parents fees for primary education. Even in countries where fees have officially been abolished, this can mean little at school level. For example, although the DRC’s 2006 constitution states that elementary education is free, parents finance 80–90% of all public education outside of the capital, Kinshasa.⁶ As teachers rely on school fees for their living, they turn children away who cannot pay. UN staff reported that children whose parents have no money sometimes pay teachers in bananas; those who cannot pay – even in bananas – are “chased away”.⁷

In addition to the demand for cash or gifts, there are also significant ‘opportunity costs’ for families in sending their children to school, such as loss of labour or of help with domestic chores. This affects girls particularly; when forced to choose, parents are more likely to invest in their sons’ education and keep their daughters at home. An out-of-school girl in Nangarhar, Afghanistan, whose parents could not afford to send all of their children to school, told Save the Children, “My mother loves my brothers and doesn’t love me as much as them.”⁸

Discrimination

Gender differences in accessing education can be particularly acute in some CAFS, including within wealthier families. For example, in Chad a well-off rural girl will receive only one year of education, compared with a well-off rural boy’s nine years.⁹

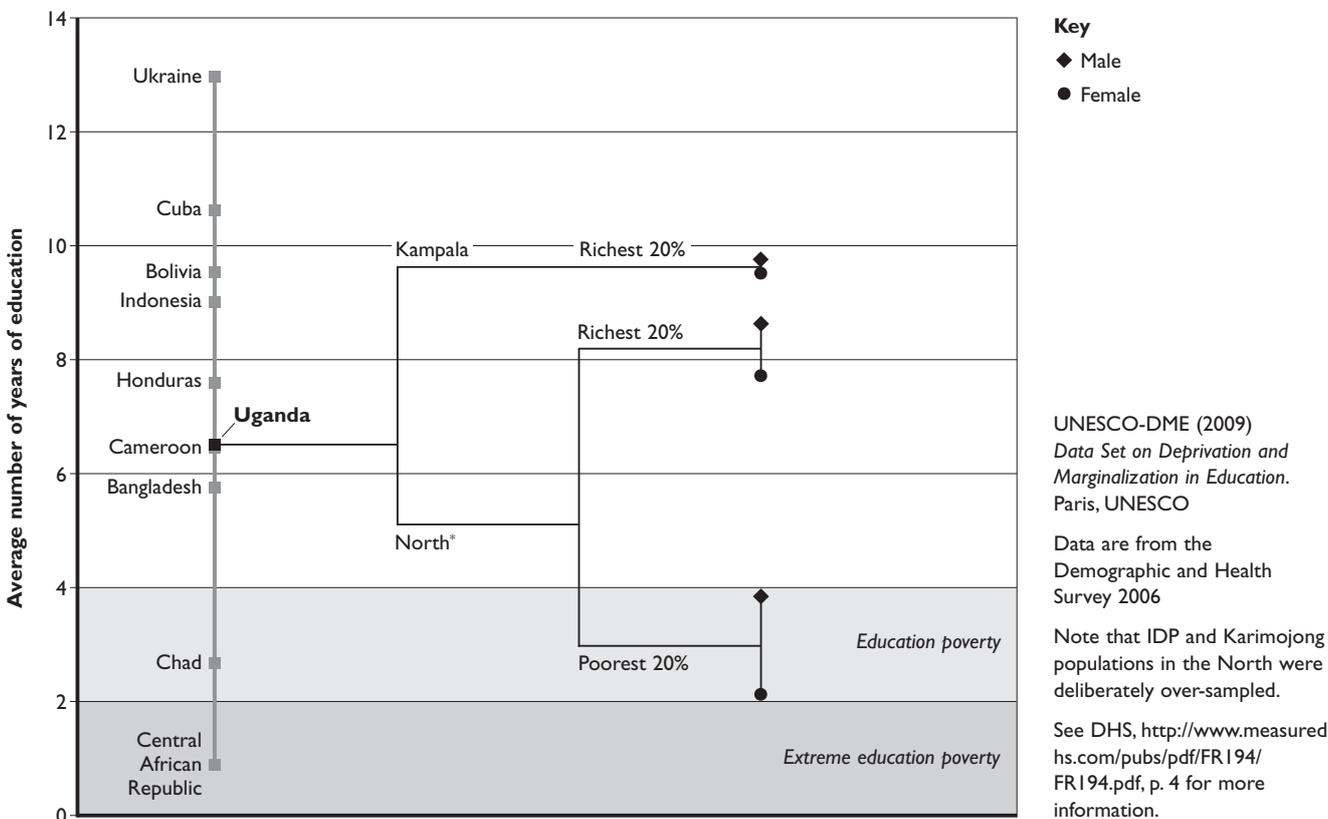
Countries affected by war and conflict are among the most ethnically and linguistically fractured.

Indeed, this is often a source of conflict and discrimination and is one of the reasons why a disproportionate number of children are out of school in these countries.¹⁰ Children from minority groups may find themselves the targets of violence and intimidation. They are also more likely to live in rural areas that governments are less likely to invest in. As a result, there are fewer schools in these areas, with fewer resources, including teachers.

Intersecting barriers

For children from more than one of the marginalised groups referred to above, the chances of being able to get to school are shockingly low. For example, the poorest children from the Ateso-Karamojong minority group in the north of Uganda (which is affected by conflict) can expect 2.9 years of education, compared with the average 9.4 years for children in the capital, Kampala.¹¹

Figure 2: Education marginalisation and inequality in Uganda



Source: Education for All (2010) *Global Monitoring Report: Reaching the Marginalized*

Not enough schools

Since many schools have been destroyed or damaged, or fallen into disrepair for lack of funds, another barrier and deterrent to children being able to go to school in CAFS is that there are simply not enough school buildings. In Afghanistan, 50% of classes are still held in tents or open spaces.¹² And in Angola and Southern Sudan, more than half of lessons observed as part of Save the Children's evaluation were held under trees, in temporary structures made from local materials or in ruined buildings.¹³

This means that for many children in CAFS, particularly girls, and children living in rural areas, school is often simply too far away and too unsafe to reach for fear of landmines, armed attacks, rape and abduction. Research in Ghor province, Afghanistan, found that when children have to walk less than one mile to school, there is 70% enrolment. When they live two or more miles away, enrolment is just 30%.¹⁴ The effects of distance are even more pronounced for girls. When there is a school in the village, the gender gap drops to 4 percentage points, compared with 21 percentage points in villages without a school.¹⁵

The lack of adequate school facilities (such as separate toilets for girls and boys) also keeps more girls out of school. In Afghanistan, Save the Children found that parents were reluctant to send their daughters to schools that had no proper walls separating girls from boys, and where there were no female teachers.

Not enough teachers

Being able to go to school means nothing if, when children get there, there are not enough – or not any – teachers, as is often the case in CAFS. UNESCO's Institute for Statistics (UIS) has estimated that 10.3 million teachers would be needed between 2007 and 2015 to achieve universal primary education. Nearly half of the 37 countries facing severe primary teacher gaps are CAFS, and more than two-thirds are in sub-Saharan Africa. The Central African Republic needs to expand its teacher stock by 18.5% each year over and above

those who leave and need to be replaced, and the DRC needs an additional 166,000 teachers.¹⁶

Gender parity in the teaching force is a long way off in many CAFS. In Southern Sudan, less than 7% of teachers are women.¹⁷ In Afghanistan, shortages of female teachers are a powerful disincentive for girls to go to school. Nationally, women make up 28% of teachers, but in some provinces, such as Uruzgan, the figure is as low as 1%.¹⁸

There are many reasons why there are so few teachers in CAFS. Some may have been killed, many may have fled the country to escape violence and, if there has been no teacher training for years, supplies of qualified teachers have often dried up. Save the Children's research shows that in the DRC, teachers' pay is so low and so irregular that many teachers take on other jobs, such as farming, and as a result are often away from school.¹⁹

Trained teachers may also get jobs outside the sector by selling their skills in more lucrative markets. In Southern Sudan, for example, Save the Children found that many graduates from NGO teacher training programmes were getting jobs with government or international agencies, rather than remaining in teaching.²⁰

Years of missed schooling

With conflict lasting on average ten years, children in CAFS are often in and out of school (and mostly out) for all or most of their primary years. In addition to the 39 million out-of-school primary-aged children in CAFS, there are therefore millions more older children and young people who have had little or no primary education. In Liberia, after 14 years of conflict, an estimated 60% of primary school students are over-age.²¹ Some of those in Grade 1 are as old as 20.²² In the DRC, where thousands of children have missed years of schooling (many because they were recruited by armed groups) a boy told a Save the Children researcher that some older children do not go to school because "they are ashamed to be in the same class with younger children".²³ In addition, children who have been in armed groups – carrying guns, or being used as spies or sexual slaves – are often

ostracised by other children, their families and the rest of the community when they return home, and find it difficult to enrol or settle in school.

As in most poor countries, many older children growing up in or after conflict are expected (or need) to work rather than go to school. Lack of childcare means that older children have to stay at home to care for their younger siblings. School drop-out rates are especially high for girls because they have to help out more at home, or even take on running the family when parents have died or disappeared. In Southern Sudan, the drop-out rates for grades 1 to 7 were 5% for boys but 16% for girls; in Grade 3 in Angola it was 10% for boys and 25% for girls.²⁴

Early marriage and pregnancy also force many girls to give up school.²⁵ Save the Children's research confirmed this when several children in the DRC said their sisters had been forced to drop out of school when they became pregnant – often as the result of rape. One education official explained that girls are excluded from school once they are pregnant or have a child because it is a “morality question”.²⁶

Forced to flee

Many children in CAFS have been forced to leave their homes to escape violence. Globally, there are 18.5 million refugee or internally displaced children²⁷ who on average can expect to be displaced for 17 years.²⁸ CAFS and their neighbouring countries are home to the vast majority of refugees and internally displaced people, who have often lost all their belongings and their means of earning a living. Many face hostility and discrimination from the host community. In 2008, Save the Children supported thousands of Zimbabwean refugees in South Africa – including unaccompanied children – who were attacked by local people.²⁹

In eastern DRC where, in July 2009 alone, 2 million people were forced to leave their homes to escape violence, most displaced children have had no access to formal or informal education since 1998.³⁰ One official told Save the Children, “Displacement is sometimes daily.” Not surprisingly under these

circumstances, “people are losing their sense of schooling.”³¹

Returning home does not necessarily mean children have an easy return to school. Communities in conflict-hit areas can be resentful when displaced families come back, believing that those who stayed behind should be prioritised for services (see example from West Timor on page 13). Children returning to Afghanistan from Pakistan told Save the Children they felt like strangers in their own country and missed their schools and classmates in Pakistan. One boy said, “I was very sad when I got back to Afghanistan because I could not enrol in school for two years due to the lack of schools.”³²

OVERCOMING THE BARRIERS

Although the barriers to education in CAFS may seem high, they are not insurmountable. Save the Children's experience, and that of many other agencies within the Inter-Agency Network for Education in Emergencies (INEE), points to both small and large steps that can be taken. Even in the midst of conflict, at the height of insecurity and chaos, measures can be taken to ensure that as many children as possible get an education and that issues of equity are addressed.

Building back better

Investing in equity is vital, particularly for countries that are rebuilding school systems after crises and have the opportunity to ‘build back better’. Enabling school communities to monitor the accessibility, cost, fairness and relevance of schools, and using that oversight to inform local management and resourcing of education services, can promote equal access.

Approaches like community-based education management information systems (C-EMIS) – designed in India and piloted by Save the Children in Nepal and Tajikistan among other countries – offer sustainable local mechanisms for generating the required resources. Such approaches allow communities to accurately capture which groups of children (such as disabled children or those from

Table I. Interventions and the barriers they address

Interventions	Barriers to education													
	Conflict and violence	Individual- and group-level characteristics								Systemic discrimination in policies and practices				
		Poverty	Region/rural	Gender	Disability	Ethnicity/language	Age	Displacement	Curriculum	Quality	Pedagogy			
Abolishing direct and indirect costs, while preventing a decline in quality from rapid expansion in primary enrolment	✓	✓	✓	✓			✓							
Reducing physical, time and cultural distance to school by building more schools, preferably within each village	✓	✓	✓	✓	✓									
Supporting conditional cash transfer programmes, especially in situations where the opportunity cost of children's labour is high, such as for poor, female and rural children	✓	✓	✓			✓								
Providing school feeding programmes managed by the community that do not use teacher or child labour, especially in situations where opportunity costs of sending children to school are high	✓	✓	✓							✓				
Promoting flexible and alternative learning opportunities appropriate for children and young people who have missed out on their education, such as accelerated learning programmes (ALPs), linked to and recognised by the Ministry of Education	✓	✓	✓						✓		✓	✓		✓
Investing in teachers through adequate compensation to ensure their retention and commitment to the profession, including incentives for remote areas	✓	✓	✓		✓								✓	

continued overleaf

Table I continued

Interventions	Barriers to education											
	Conflict and violence	Individual- and group-level characteristics								Systemic discrimination in policies and practices		
		Poverty	Region/rural	Gender	Disability	Ethnicity/language	Age	Displacement	Curriculum	Quality	Pedagogy	
Increasing educational inputs and teaching and learning quality in schools serving ethno-linguistic minorities	✓	✓	✓		✓					✓	✓	
Promoting codes of conduct that reduce the use of corporal punishment and violence and increase protection in the classroom	✓		✓								✓	
Supporting teacher training that involves learning about and practising approaches to education that are inclusive in their design to meet the individual needs of each learner		✓	✓	✓	✓				✓	✓	✓	

the poorest families) are most persistently excluded from education and why, and to plan how to support their access. C-EMIS also includes data on learning achievement, so children, parents and communities know what is being learned and how well.³³

Clearly, children need schools that are near enough and safe enough to reach – whether they live in a town or city or in a remote rural area or camp. Reducing the physical time and cultural distance between children’s homes and their schools is therefore essential to improving access. The abolition – in reality as well as in principle – of all school fees is also critical.

Where schools have been destroyed, interim measures can be taken within a long-term plan to build permanent schools. In Côte d’Ivoire, Save the Children has set up non-formal education centres, and provides teacher training, school furniture and free school kits for students and teachers. As well as supporting the centres directly, Save the Children is working with the Ministry of Education to get them recognised as formal schools so that they can receive government funding, teachers that are fully qualified and salaried, and regular inspections.

Supporting families and children’s health

In some countries, ways have been found to support families who cannot afford the opportunity costs of sending their children to school. For example, evaluations of cash transfer programmes in several sub-Saharan African countries showed that families mainly use the cash they receive to meet basic needs (food and healthcare), but that they also invest some cash in their children’s education, in agriculture and in business. In Ethiopia, 15% of beneficiaries of the Productive Safety Net Programme (PSNP) used cash transfers to pay for education costs, and 43% of households kept their children in school for longer because of the PSNP.³⁴ Cash transfers are consistently found to have positive effects on girls’ education.³⁵

Where food is scarce and where many children are malnourished, as in many CAFS, providing a midday meal or take-home food can ease the burden on families, and increase enrolment and the number of

hours children – especially girls – spend in school. An out-of-school boy in Nangarhar, Afghanistan, told Save the Children, “if there were food items and relief assistance to support our families, then we would go to school.” School meals also mean that children do not have to travel home – often long distances – for a midday meal. In five war and drought-affected zones in Eritrea, providing food at midday helped increase enrolment by nearly 12%.³⁶ In Morocco, Niger and Pakistan, the World Food Programme (WFP) found that providing take-home rations improved girls’ enrolment by as much as 50% and increased the value of girls’ education to parents.³⁷ However, as with all interventions to improve access, the whole picture needs to be monitored. In Southern Sudan, providing food decreased teaching time, as teachers were taken out of class to prepare and serve meals.³⁸

Children’s health also affects their access to education and their ability to learn. The 2010 Education for All (EFA) Global Monitoring Report (GMR) estimates that 175 million children annually enter primary school having experienced malnutrition.³⁹ It is estimated that, globally, children lose 272 million school days a year due to diarrhoea, and around 400 million school-aged children are infected with worms that cause anaemia,⁴⁰ which affects their ability to learn.⁴¹ In Nepal in 2008, Save the Children provided de-worming treatment and iron supplements for 300,000 children, which reduced their anaemia and improved their overall health.⁴²

Improving children’s health means they are able to learn and stay at school. As well as receiving food and simple de-worming remedies, it is vital that children at school have access to clean water and sanitation, including separate toilets for girls and boys.

Supporting teachers

Any strategy to strengthen and increase access to education in CAFS must include government provision of both pre- and in-service teacher training and adequate, regular pay for teachers – including incentives to teach in remote areas. Governments and international agencies need to work together to plan, fund and deliver this.

Where the pay and status of teachers are low, incentives can be used to build teachers' confidence and self-esteem, while better terms and conditions are secured. In Southern Sudan, for example, Save the Children provided bicycles, bags and shirts for teachers. This low-cost input boosted teachers' confidence and improved how they were viewed and treated by children and parents. Even small, short-term interventions can help to motivate teachers, improve their performance and encourage them to stay in teaching.

Making schools safe

Children, especially those surrounded by conflict, are not going to go to school if they feel unsafe there. Measures to improve the safety of schools in CAFS have contributed to marked improvements in enrolment rates. In Nepal, for example, where schools were often targeted by armed political groups, Save the Children introduced 'Schools as Zones of Peace'. Working with children and adults in the local community – including representatives of political groups – codes of conduct were agreed to make schools safe – free from fear, violence and political interference. As a result, schools that took part were able to stay open, and students' and teachers' attendance improved (see Chapter 3).⁴³

Starting early

One of the most effective ways of getting children into – and helping them to benefit from – primary school is by providing preschool care. Save the Children found that primary school enrolment increased by nearly 20% (from 57% to 75%) when children attended early childhood care and development (ECCD) centres in Siraha, Nepal. The impact on girls' enrolment was even greater, increasing the proportion of girls in school from 39% to about half. Primary school teachers also reported better attendance and retention rates among children who had come through the ECCD centres, and better test results, which meant that fewer children had to repeat school years. Parents – particularly mothers who had helped run the centres – were more likely to visit school and were more confident about discussing their children's education with teachers.⁴⁴

Older children who have missed out on primary school

An important way to increase access to education in CAFS is to educate older children who have missed out on primary schooling, and to ensure that their catch-up education is recognised within the

WHAT IS ECCD?

Early Childhood Care and Development (ECCD) supports children's survival, growth, development and learning, covering cognitive, social, physical and emotional development from a child's birth up to their entry into primary school. It is a multi-sectoral approach that includes health, nutrition, education and care.⁴⁵

ECCD programmes are increasingly recognised as an essential part of development programmes, and are gradually being introduced in conflict and emergency situations. As well as protecting

young children, they can bring about the biggest improvements in children's cognitive development and readiness to learn. The earlier children – particularly the poorest and those who have lived through conflict – start on their education journey, the more successful they will be in their first year of school,⁴⁶ and the more likely they are to continue and complete school successfully. At the same time, providing ECCD frees up older siblings, especially girls – who would otherwise have to look after their younger siblings – to attend school.

formal system. Accelerated learning programmes (ALPs) enable young people to catch up and complete their education. The primary curriculum is condensed and delivered in half (or less than half) the number of years stipulated, using age-appropriate teaching methods and materials. In Southern Sudan, Save the Children piloted an ALP for more than 3,500 demobilised child soldiers, adapting and condensing the primary curriculum from eight years to four. From its very first day the ALP programme was planned and implemented in partnership with the authorities – initially the Sudan People’s Liberation Movement (SPLM) and now the Government of Southern Sudan (GoSS), which has incorporated ALP into its Master Plan of Education.

ALP programmes are also able to be more flexible to meet the specific needs of older learners. For example, in western Uganda, Save the Children’s ALP programme has enabled more than 800 young mothers, aged from 12 to 22, to re-enrol in school.

They can choose between morning or afternoon sessions, and learn vocational skills as well as the primary curriculum. After completing the three levels of the ALP programme they can choose to sit for primary leaving examinations and transfer to formal post-primary education, or continue to non-formal vocational training.

Working with local communities to overcome divisions

Save the Children’s experience has consistently shown the importance of closely and continuously involving children, their parents and communities in order to improve access to education.

In West Timor, Indonesia, Save the Children worked for several years to develop strategies to mitigate tensions between the local community and incoming displaced people from Timor Leste. Festivals and informal activities were held to encourage the different communities to air their grievances and

CATCHING UP ON MISSED YEARS OF SCHOOL IN EASTERN DRC

In North Kivu province in eastern DRC, only one child in three has access to basic education. 396,000 children in the province are out of school.

Overall, more than 5 million children are out-of-school in the DRC.

In late 2008, a new wave of fighting began in North Kivu. Rebel militias led by General Laurent Nkunda threatened to take the regional capital of North Kivu province, Goma. The UN estimates that in May 2009 alone nearly 1.8 million people were displaced in North Kivu. The experience of being displaced, often repeatedly, means many children have stopped going to school:

“We fled the war and, as a result, I failed my 2nd grade. When we came back, Papa found our fields destroyed, pillaged, and even our livestock killed. He said it was difficult to pay school fees for everyone, and he asked us to abandon our studies.”

Girl in Kipese, Nord Kivu

Thousands of children have been separated from their families in the displacement. NGOs have also reported the militias’ use of children as soldiers or servants, and as so-called ‘wives’. In 2009, Save the Children estimated that more than 1,000 children were still being held by militias.

continued overleaf

CATCHING UP ON MISSED YEARS OF SCHOOL IN EASTERN DRC

continued

Many **older children** who want to catch up on the schooling they have missed as a result of displacement or recruitment into armed forces do not get the chance. Children who are ten or over are officially not allowed to enrol in the first year of primary school. In addition, “some older children are ashamed to be in the same class with younger children,” as one boy in Lukanga explained.

Even before this latest outbreak of conflict, many children in North Kivu were unable to go to school because their families couldn’t afford **school fees**, despite fees having been officially abolished. Many families live on subsistence agriculture, and have limited access to cash. The recent conflict has reduced their resources still further.

There is a desperate shortage of **trained teachers and schools** in North Kivu – and throughout the DRC. Nationally, only 57% of teachers are trained. Those teachers who are trained tend to prefer to take up posts in

cities. School admission rates in rural areas are 44%, compared with 72% in urban areas.

Back to school

North Kivu is one of six provinces in the DRC where Save the Children is working. In camps for displaced people around Goma, the capital of North Kivu, this involves running emergency education classes and early childhood centres for preschool children.

In North Kivu, and elsewhere in the DRC, Save the Children is also running accelerated learning programmes to help older children catch up on schooling they have missed. Save the Children has also helped train thousands of teachers in DRC, and trained parent associations in budgeting, in monitoring accountability, and in school development. Save the Children’s Rewrite the Future programme in DRC aims to ensure that more than 80,000 out-of-school children get a basic education.

This case study is drawn from Save the Children (2009) *Barriers to Accessing Education in Conflict-Affected Fragile States: Democratic Republic of Congo*.

get to know each other. When new schools were being set up for incoming displaced children, education authorities were made aware of the needs of existing communities for new or improved schools, and these were included in planning.

In Afghanistan, Save the Children has worked with local communities, including religious leaders, to set up ALP classes in Kandahar and Uruzgan – two conservative and insecure areas. Classes are sometimes held in villagers’ homes or in the local

mosque, and have higher numbers of girls, as parents see them as safe for their daughters to attend. In many cases, the involvement of the local mosque and religious leaders has led to greater acceptance of formal education. One girl in Kandahar explained how her brother slapped her when he discovered she was going to school, but after the Mullah told her brother that “education is obligatory for all Muslims, men and women”, her brother’s attitude changed, and he now helps her with her homework.⁴⁷

Given the dysfunctionality of many governments in CAFS, local communities often have to step in to make sure their children get an education. Many, particularly in rural areas, have taken on building or repairing classrooms, paying teachers and providing materials. While community schools have many advantages – including relevance and accessibility – they need substantial support to provide sustainable and equitable access for all children. Wherever possible, they should be part of a long-term plan that leads ultimately to government provision.

The way forward

There is no blueprint for increasing access to education in CAFS. Clearly, ensuring that all children

complete a good-quality, basic education requires much more than funding and building more schools. The context of each country must be carefully considered to determine the barriers to access and what is needed to address them, with particular consideration given to children experiencing multiple barriers. More research is therefore needed, and better use made of existing data.

Most importantly, in order to see the value of going to school, and of staying there, parents and children must be able to trust that school will be safe, and that the education children get will be relevant and worthwhile, and will help lead their countries out of conflict and poverty.

WORKING WITH LOCAL COMMUNITIES IN AFGHANISTAN TO GET GIRLS INTO SCHOOL

Just over half of children in Afghanistan are enrolled in school – this is a significant increase from a decade earlier, particularly for girls. In 2001, girls' enrolment in many provinces was almost zero following a Taliban campaign to close all girls' schools in the areas they controlled.

There has been a lot of investment in education infrastructure and teacher training. Around 4,000 schools were reconstructed or built between 2003 and 2009. There was a six-fold increase in the number of teachers between 2001 and 2008.

Nevertheless, 1.8 million children in Afghanistan are out of school, two-thirds of them girls. In rural provinces like Uruzgan, Helmand and Badghes enrolment is below 20% (compared with almost 90% in the capital, Kabul).

Barriers to education

There are still **not enough schools or trained teachers**. Half of all schooling occurs in tents or open spaces. Only 22% of teachers have completed secondary school and have some basic teacher training.

More than half of all girls (58%) are still *not* enrolled at primary school. Girls' education is a highly – and violently – contested issue. However, today's rates are a dramatic improvement from ten years ago.

Many girls **still face opposition and even violence** in their pursuit of an education. At home many girls encounter substantial family pressure not to go to school. When families have to choose for only some of their children to

continued overleaf

WORKING WITH LOCAL COMMUNITIES IN AFGHANISTAN TO GET GIRLS INTO SCHOOL *continued*

go to school, the boys are usually chosen, since they will not leave the household once they are married.

In a survey, 38% of children said they felt that “girls are not welcome” in schools. Only 28% of teachers are female; in some areas this is much lower – just 1% of teachers are women in Uruzgan. Children also report that older girls face harassment and intimidation on their way to school. Girls’ schools are particular targets for attack by groups who believe girls’ education should be forbidden.

In a Save the Children study, almost 70% of children cited the **need to work** as a barrier to education. Children do a wide range of jobs – carpet weavers, market traders, metal workers – as well as doing household tasks like working in fields, collecting wood and taking care of younger siblings.

“Children are forced to do hard labour out of poverty,” a father in Jawzjan province said. “I think if people lived a better life in terms of economy, everyone would have sent their children to school.”

Breaking down the barriers

In more conservative and less secure areas of Afghanistan, such as Kandahar and Uruzgan, Save the Children has established community-based accelerated learning classes. Save the Children approaches the community through the local

shura (a traditional village council), and work with the community to establish a community education council. This is responsible for finding a learning space (often a room in a private house or a mosque), appointing a teacher or mentor, and identifying the students. Save the Children trains and supports mentors, pays their salaries, and provides equipment.

The classes do not specifically target girls, but are attractive to girls because parents have confidence in the small community-based schools and are not always happy for their daughters to walk the long distances to the formal primary school. In all, 60% of students in the accelerated learning classes are girls. There is also a higher proportion of female teachers than in formal schools. This is partly because the requirements for qualifications tend to be lower. There are also fewer cultural barriers for a woman working in a community-based class than in a formal school.

In some classes, the mentor is a mullah from the local mosque. Involving mullahs helps promote the classes to the broader community. It has also helped increase girls’ enrolment, as parents are more willing for their daughters to be taught by mullahs than by other male teachers.

In 2009, Save the Children’s Rewrite the Future programme in Afghanistan helped set up 455 accelerated learning centres in five provinces. More than 25,000 children benefited, including 13,650 children who started to get an education for the first time.

This case study is drawn from Save the Children (2009) *Barriers to Accessing Education in Conflict-Affected Fragile States: Afghanistan case study*

2 IMPROVING EDUCATIONAL QUALITY

QUALITY, NOT JUST QUANTITY

Access to ineffective schools, where little is learned and children are unable to develop their potential, is not meaningful access. For parents to invest in education, especially where the costs are high in terms of school fees or lost labour, they have to believe it is worthwhile.

Unless the quality of education is addressed, universal primary education cannot be achieved. Arguably, this is particularly true in conflict-affected fragile states (CAFS), given the greater barriers children in these countries face to access education.

However, in countries that have suffered years or decades of conflict, education systems often have to be rebuilt virtually from scratch. And in the rush to get as many children as possible into school – with limited resources and especially where education was touted as a ‘peace dividend’ – issues relating to quality can be overlooked.

An education worth having

If improved enrolment figures and completion rates – and achieving the education MDGs – are to mean anything, children need to get something out of their education. They need to gain the knowledge, skills and attitudes that will enhance their lives. What they learn will also enable them to contribute to their communities, wider society and to the long-term stability and prosperity of their countries.

Early drop-out rates are higher where there are high levels of repetition, low achievement and over-age enrolment, and where poor teaching, degraded facilities and very large classes are common¹ –

factors that are all characteristic of countries in or recovering from conflict. Some CAFS, such as the DRC and Somalia, have been like this for decades.

Save the Children’s research in Afghanistan and the DRC found that parents had high expectations that education would help their children gain useful skills, including literacy, and enable them to find good jobs and become valuable members of society. When these expectations are not met – for example, when children fail to learn, graduate or gain exam certificates – disappointment can be severe, and parents are more likely to take their children out of school to work or support the family in other ways.

Likewise, children are less likely to stay in school if they are not learning what they themselves believe to be relevant and useful. Once they have dropped out, it is difficult for them to return. Out-of-school children interviewed in Afghanistan told Save the Children they would like schools to focus on teaching subjects that would help them earn money. Children in both Afghanistan and the DRC talked about the importance of how they learn, emphasising the importance of teachers asking them questions.² In both countries, children’s definition of a good teacher was one who did not beat them.³

Clearly, schools need adequate buildings and classrooms. No child should have to spend years being taught under a tree or in a tent, although in the short term it might be the only option for some children. Schools need proper facilities –including separate toilets for boys and girls – and appropriate equipment and learning materials. Most importantly, however, children need teachers who make them feel safe and who encourage them to learn.

WHAT MAKES FOR GOOD QUALITY?

Save the Children defines good-quality education as:

- **relevant** to children's needs and country contexts, now and for the future
- **appropriate** to their developmental level, abilities, language and potential developmental opportunities
- **participatory** – involving children, their families and communities in the process of learning and the organisation of the school
- **flexible** enough to meet different and changing conditions such as environmental and social developments, technological advances and crises
- **inclusive** of all children – seeing diversity and differences between children as resources to support learning and play, rather than problems to overcome
- **protective** – safeguarding children from exploitation, abuse, violence and conflict.

Learning outcomes for children should include:

- language development
- literacy and numeracy
- new knowledge and skills
- emotional and social development
- critical thinking
- attitudes and values that reflect human rights
- development of their personalities, talents and creativity to their fullest potential.

IMPROVING QUALITY

Teachers and classroom practice

Teachers are, without doubt, the most important and defining factor in determining the quality of education provided to children. Their classroom practice is vitally important in CAFS, where there may be no culture of formal schooling, where overall security is compromised and where children have experienced or witnessed brutal violence.

In these situations, children need teachers who are trained and confident enough to engage with individual students and who are attentive to children's individual needs. This is often not the

case in CAFS. Save the Children's 2008 *Rewrite the Future* mid-term evaluation in Afghanistan, Angola, Nepal and Southern Sudan found that fewer than half of teachers (42%) had been to secondary school, let alone received teacher training.⁴

Teachers who lack knowledge and confidence are less likely to engage with their students or encourage them to ask questions. They are also more likely to use corporal punishment. A teacher trained by Save the Children in Afghanistan said, "When I was at school we would all say 'yes' whether we had understood or not because we were afraid we would be beaten... We have learned not to beat the students or get angry."⁵



A temporary school in Jaffna, Sri Lanka, for children who had to flee from the Vanni region in 2009 as a result of fierce fighting between government forces and the Liberation Tigers of Tamil Eelam.

Save the Children's evaluation found that a significant proportion (between a fifth and a half) of Grade 3 students in the four countries studied were unable to read a single word from a simple text. Since lessons from Grade 2 onwards assumed a reasonable level of literacy, these children spent most of the time copying what was on the board, often writing in squiggles because they could not identify the letters. Teachers tended to concentrate on the more vocal students, rarely encouraging or offering help to those who were silent, and therefore having no way of knowing what or how little those children were learning or what their experience of school was.⁶

Facilitating group work, encouraging real discussion and teaching critical thinking are essential skills for teachers if they are to improve the quality of the education they offer. Yet they are also new skills to many teachers, which involve reflecting on the teaching and learning process, and which require time and support to develop. Teachers may feel threatened when asked to step outside their traditional relationship with students. With training and support, however, they can teach skills that enable their students to develop emotionally and socially. Of particular relevance in CAFS is the ability to help children solve problems through discussion and negotiation rather than through violence. Teachers and students who have lived through violent conflict have a shared experience that can be used – with mutual trust and respect – to transform lives and build peace.

All Save the Children's education work demonstrates that children – particularly those facing other barriers such as poverty, hunger or poor health, or who have experienced violence – need 'child-friendly' teaching in order to learn. In order to improve the quality of teaching, teachers urgently need the skills and motivation to encourage active learning and to promote children's rights and protection in the classroom and school. To achieve this, teachers need pre- and in-service training. Teachers trained by Save the Children in the four-country evaluation (see page 18) were more likely to address students by name, praise them, ask individuals questions and help them to

solve problems. They were also more likely to speak in a friendly tone, bend down to children's level and make eye contact.⁷

Another route to positively influence teachers' behaviour – and to improve the protection of children – is through the establishment of teacher codes of conduct at ministry and local levels, and complementing this with training for the community (including children) on children's rights and protection. In Côte d'Ivoire, Save the Children worked with teachers, students, regional education officers and the Ministry of Education to develop a code of conduct outlining the role of teachers and listing behaviour that is not permitted in the classroom, school or local community. A child attending one of the 1,800 schools that have already adopted the code of conduct said, "Since Save the Children has been working with our school, teachers don't hit the students."

Many schools in CAFS have a local or regional school supervisor whose role is little more than to visit schools and report back to the authorities. However, with the right support and training, school supervisors can become mentors to teachers. They can also play a vital role in protecting children by monitoring teacher codes of conduct and ensuring that teachers understand how to control classes without using corporal punishment.

Teachers need time to deliver the curriculum and to reflect on their practice, but in CAFS teaching time is often limited. Often teachers have to teach in two or three shifts a day, with some shifts as short as two hours. Even in single-shift schools, the official school day was very short in Save the Children's evaluation countries. From a review of students' exercise books and a lesson attendance register in Angola, students appeared to be taught on average around one lesson a day, out of a timetable that had at least five lessons a day.⁸ In a field study in Sri Lanka in 2006, Save the Children found that children in the north and east of the country, which had been affected by years of conflict, spent on average only 80 days in school, compared with the 210 school days in the rest of the country.⁹

A curriculum that is relevant

Save the Children's experience shows that shaping what children know and how they think about themselves and their country is critical to re-imagining individual and collective identities and charting a course for economic, political and social development. In order to achieve this, curricula need to be relevant and appropriate to children's specific needs, including those of older children and young people who are catching up after years of missed schooling, and to the needs of children from different ethnic and language groups.

In the aftermath of conflict, the curriculum may be used to forge a national identity that does not reflect children's experience and that excludes some children – for example, those from particular ethnic or religious groups (see Chapter 3). Where a curriculum does not match the interests of certain groups, those groups are likely to resist it. In Afghanistan, for example, the Taliban Leadership Council has stated that, "Use of the curriculum as a mouthpiece of the state will provoke the people against it."¹⁰

Giving space to local languages

Many CAFS contain a range of deeply divided ethnic and linguistic groups, which can itself be a source of conflict.¹¹ There may be a strong political drive to teach in one language, in a quest to promote national unity. Where only urban elites use the school language in everyday life, poor rural populations are likely to be significantly held back. In Afghanistan, for example, national statistics indicate that ethnic and linguistic minorities face increased barriers to accessing education. Enrolment rates for the Kuchi minority group in the southern and eastern part of the country are only 6.6% for boys and 1.8% for girls.¹²

Parents are usually keen for their children to learn a national or even an international language in order to increase their chances of employment. However, evidence shows that children learn much better if they start in their mother tongue, learn a second language, and later switch to learning in that second

language.¹³ For example, in Haiti all children speak Creole but are taught in the national language, French, which many find difficult. Save the Children has worked with the Ministry of Education to encourage the use of Creole until children are fluent in it, before introducing French.

In the classroom, it may of course be difficult to accommodate all the languages spoken, especially where children have been displaced and are from different regions. However, in order to ensure the best learning environment for all children, governments and teachers should be encouraged and supported to increase the amount of local language teaching in primary school and gradually introduce other languages to children in a structured way. Education authorities should allocate teachers who speak a local language to an area where that language is used, and should encourage the production of materials in local languages. When teachers' own level of education is low, *and* the language of instruction is not their language, teaching well becomes a great challenge. Teacher training should therefore also be delivered in the language that is most familiar to teachers, who can then be supported to learn and teach in other languages.

Focus on learning

Literacy and numeracy skills are vital outcomes of a good quality education. However, they are not enough in themselves. In countries affected by conflict, a broader set of learning outcomes are arguably particularly important, including critical thinking, practical skills, emotional and social development, and attitudes and values that reflect human rights. To achieve these broader learning outcomes and improve teaching practice, teachers need to be trained and supported to continuously measure children's progress in a range of areas, rather than simply looking at whether children reach fixed annual targets.

Some countries, such as Liberia, are using tools like USAID's Early Grade Reading Assessment (EGRA), not just to assess reading skills, but to improve the quality of literacy teaching and

WHAT DO CHILDREN NEED IN ORDER TO LEARN?

To learn, children need:

- to be healthy and not hungry
- an accessible and safe school environment, where they are free from fear
- to be involved, along with their parents and other members of the local community, in school management
- more well-trained and adequately paid teachers, including those who can teach in local languages
- teaching methods that encourage active learning
- updated, relevant curricula
- a move away from standardised tests to other forms of assessment, including in local languages.

learning. And the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ), made up of 15 education ministries, undertakes research and training to improve the quality of education in their countries.

To be useful, assessment and examination approaches need to capture information on a child's characteristics and background, as well as on what education is available to them. For example, when assessing literacy, it is necessary to know if the language used is familiar to the child. This way, it is possible to see whether it is the language of instruction or the quality of teaching that is an issue.

Education authorities therefore need to develop formal assessment mechanisms that are carefully adapted to national and local priorities, and that focus not just on learning outcomes but on whether or not the right processes are in place to support learning and improve teaching practices. Building on its Minimum Standards for Education in Emergencies, the INEE is working with a wide range of partners to develop guidance notes and a resource pack to help relief agencies, teacher-training colleges and

education ministries address the complex issues surrounding curriculum assessment, development, monitoring and evaluation.¹⁴

Flexible schools to serve community needs

Documentation and evaluation data from Save the Children's work show that, despite the high barriers, there are ways of improving the quality of education in CAFS. Parents can be encouraged to engage with education; teachers can deliver positive learning outcomes; and children can have a positive experience of school and gain valuable knowledge and skills.

One of the most important pieces of learning from education work in CAFS is that where schools can operate in a way that clearly meets the needs and priorities of the whole community, community engagement in education is much better, and this then drives further improvements. Given the high level of unmet demand for education in post-conflict countries, schools need to offer services for children and young people from all sections of the community: young children, primary-aged children and older children who missed out on schooling;

LEARNING TO TEACH IN SOUTHERN SUDAN

Children need good teachers. They need teachers who are sensitive to their needs and trained in inclusive and active learning methods.

In Southern Sudan – where in 2006 only 29% of teachers had post-primary education and there was no government system of teacher training – a training course had been developed by a consortium of education agencies and the de-facto authorities for teachers to complete during the three-month long school holidays over three years. As well as improving their subject knowledge and English skills, they learned how to structure their teaching and prepare lesson plans.

Teachers with training observed during Save the Children's 2008 mid-term evaluation of *Rewrite the Future* were found to have better relationships with their students. They listened to their students, helped them solve problems and made greater efforts to include everyone. They also used less corporal punishment.

Developed with teachers, children and parents, a teachers' code of conduct was introduced in Save the Children supported schools and has now been taken up by the Ministry of Education, Science and Technology.

children who have work commitments; and young people who missed out on basic education. This means providing reading materials that are available and appropriate for different members of the community; timing school hours in shifts to fit in with the schedules of different groups of learners; being willing to accommodate individual learning needs; and making sure that teachers are supported to use a range of teaching and classroom management strategies that encourage learning and make children feel safe.

Quality is not a luxury. Without it, universal enrolment in – and completion of – primary education will not be achieved. In order to sustain quality in CAFS, governments, donors

and international agencies that support them must make a long-term commitment to invest in teacher training, professional development and remuneration. They must develop appropriate curricula and learning materials (including, wherever possible, in local languages), along with improved monitoring and assessment mechanisms.

Parents will not engage in education and send their children to school unless they can be reassured that it is safe and that they will benefit from it. This means that schools and education authorities (at local, regional and national levels) need to communicate with children and their parents, and involve them in their efforts to improve the quality of education.



JONI BUGGESAVE THE CHILDREN

A school in Qarara village, Gaza that was damaged during the conflict in 2008–09. The headteacher said: “It is crucial that the children can get back to school. Education is the basis for continuity in life.”

3 SCHOOLS AS SITES OF CONFLICT OR AGENTS OF PEACE

Increased levels of good-quality primary and secondary education reduce conflict,¹ and with every additional year of formal schooling a boy's risk of becoming involved in conflict falls by 20%.² Yet, along with other civilians, children and schools are increasingly the specific targets of violence in conflict-affected fragile states (CAFS) or caught in the crossfire. Civilians now make up more than 90% of casualties in armed conflicts – and about half of them are children.³ Children are being used, manipulated and even killed, and their

right to education – as well as to other rights – is being violated.

Perpetrators include governments, armed militias and criminal groups, and both internal and external forces. Schools are bombed or occupied by armed groups. Curricula are manipulated to serve particular interests. And children, and those who work with them, are being put at risk through the blurring of boundaries between military interventions and aid.

ATTACKS ON SCHOOLS

Afghanistan – from March 2006–February 2008 there were 2,450 attacks on schools. 235 learners, teachers and other education staff were killed and 222 were wounded.⁴

Occupied Palestinian territory – 300 kindergarten, school and university buildings were damaged during Israel's 22-day bombardment of Gaza in 2008–09.⁵

Colombia – 90 teachers were murdered from 2006–08.⁶

Democratic Republic of Congo – 5,517 cases of sexual violence against school-aged children were reported in Ituri, North Kivu and South Kivu in 2007–08.⁷

Pakistan – on 3 February 2010 a convoy en route to the re-opening of a school in North-West Frontier Province was bombed, killing four school girls, three US soldiers in civilian clothes and a Pakistani soldier; the school was destroyed.⁸

POLITICAL MANIPULATION OF EDUCATION SYSTEMS AND CURRICULA

Education does not exist in a vacuum; it reflects the society around it, and imparts values as well as learning. What is taught in schools is therefore contentious in all countries, whether rich or poor, and with or without conflict. But in countries affected by conflict, the national curriculum can become particularly politicised. It can serve to educate a just and skilled society, or it can be used to indoctrinate and forge a national identity that ignores cultural and ethnic diversity and foments conflict.

The war between the north and south of Sudan, for example, arose to some extent from the government's attempts to 'Arabise and Islamicise' the entire country's education.⁹ In Rwanda, leading up to the 1994 genocide, teachers were accused of using the curriculum to indoctrinate children with hate messages against minority Tutsis. One Ministry of Education official said it was common for mathematics teachers to say, for example, "You have five Tutsis, you kill three, how many are left?"¹⁰

Education ministries may also refrain from developing subjects deemed too sensitive to teach, such as history, geography (because of disputed boundaries) and civics/citizenship. Immediately after the Rwandan genocide, history was not taught at all. As Scott Weber, Director General of Interpeace explained: "In Rwanda they stopped teaching history in the schools in 1994 – because they didn't know which version of history to teach. All the textbooks they had available were written by regime after regime after regime, and only reinforced differences, divisions and ethnic hatred. So they just stopped teaching it."¹¹

And in Afghanistan, after decades of occupation and conflict, the curriculum remains highly politicised. During the 1980s, secular education was seen by many as an instrument of 'Sovietisation',¹² and there is still a strong resistance to the introduction of a national curriculum. The Taliban Leadership Council

takes advantage of this and states provocatively: "Present academic curriculum is influenced by the puppet administration and foreign invaders... Use of the curriculum as a mouthpiece of the state will provoke the people against it. If schools are turned into centres of violence, the government is to blame for it."¹³

However, the curriculum can be used to promote peace. Specific guidance on curricula for primary schools does not exist, but would include human rights, humanitarian law, citizenship and life skills. Save the Children's violence prevention project in Bosnia and Herzegovina has been adopted by the Ministry of Education and is included in the national teachers' manual. The curriculum, which is used in all primary schools, encourages children to respect difference and helps them learn how to deal with conflict. Working with local communities in social work centres, health centres, and with the police and other NGOs, the programme enables children and professionals to discuss and tackle the causes of conflict, rather than simply deal with the outcomes.

The guidance notes and resource pack currently being developed by the Inter-Agency Network for Education in Emergencies (INEE) will help address the complex issues surrounding curriculum development and assessment in crisis situations. The guidance recognises that curriculum review is carried out in order to assess whether the content, methods and structure of the curriculum are meeting learners' needs – and that an immediate need is eliminating biases (ie, stereotypes and prejudices), conflict-inciting materials and ideologically-loaded/mythified content.¹⁴

OCCUPATION AND USE OF SCHOOL BUILDINGS

Hosting political meetings, rallies or elections in schools – as often happens in rural areas where schools are the only buildings big enough to hold large gatherings – exposes children and teachers to danger and political interference. During the

August 2009 elections in Afghanistan, more than 20 schools being used as polling stations were reportedly hit by rockets, missiles and improvised explosives. Fortunately there were no casualties, as children were off school that day, but schools were left damaged – in a country where 50% of schoolchildren were already without permanent school buildings.¹⁵

Children interviewed by Save the Children in eastern DRC described being “afraid to go to school”, saying that armed groups occupy schools and force them to close indefinitely. They also talked about being afraid when they were in school. One headteacher described how personnel from a military camp that was set up on a hill just above the school took the school’s benches and doors to burn when they ran out of firewood. He described them as “feeding off the school and local community”, as they sent their children to the school but refused to pay fees (which the headteacher relied on to keep the school going).¹⁶

Schools can provide a valuable resource where there are few other community services. And involving parents and other members of the community can improve safety and community ownership by preventing school buildings being taken over by political groups (see case study on page 31).

ABDUCTIONS FROM SCHOOLS

In the DRC and some other countries affected by conflict, armed groups attack schools to kidnap children to serve as child soldiers, militia ‘wives’ and labourers. In 2008 the UN estimated that globally there are between 250,000 and 300,000 children involved in armed groups.¹⁷ This is in contravention of international humanitarian laws and the UN Convention on the Rights of the Child.

In Bunia, eastern DRC, in September 2008 – despite the Goma peace agreement having been signed by all parties to the conflict just a few months before – the Lord’s Resistance Army kidnapped 50 children

from a primary school in Kiliwa and 40 children from a secondary school in Duru.¹⁸ Twelve managed to escape, but one was killed. Local children told Save the Children they were afraid to go back to school for fear of being attacked again.¹⁹ In Sri Lanka, Save the Children found that parents were keeping children home from school to avoid them being re-recruited into the Liberation Tigers of Tamil Eelam (LTTE).²⁰

THE TOLL ON TEACHERS

Teachers are frequently targeted, threatened and killed by armed groups. The Taliban military rulebook, published in a report by Amnesty International, states: “Anyone who works as a teacher for the current puppet regime must receive a warning. If he nevertheless refuses to give up his job, he must be beaten. If the teacher continues to instruct contrary to the principles of Islam, the district commander or group leader must kill him.”²¹

In Colombia, where schools have suffered attacks by guerrillas, paramilitaries and state agents over a period of 15 years up to 2006, 808 educators were assassinated, 2,015 received death threats, 21 were tortured, 59 were ‘disappeared’, 1,008 were forced to leave their homes and jobs, and 161 were arbitrarily detained. A number of initiatives have been developed in response to this violence, including providing teachers with mobile phones, armed bodyguards and bullet-proof vehicles. However, lack of trust between education trade unions and the Colombian authorities continues.²²

Faced with physical attacks and verbal threats, those teachers who can get away often flee the country or move to a safer part of their own country, leaving few qualified teachers in some districts. Those who remain are overstretched, underpaid and have to teach in overcrowded classrooms or have no classroom at all. Parents in Lubero, DRC, told Save the Children that no one who is educated wants to be a teacher because they are paid so little (if at all).

Instead of providing safety and protection, teachers' behaviour and attitudes towards children can reflect the violence outside. In the DRC, for example, Save the Children witnessed a teacher constantly referring to her students as 'bandits' and continually berating them for disrupting her class. One child told how "the teacher asks children to carry rocks on their heads for distances as long as two kilometres." Others reported that children dropped out of school due to merciless corporal punishment.²³

With the right training and support, teachers can develop teaching methods that respect children's rights and that help children deal with the effects of having experienced or witnessed violence.

SEXUAL AND GENDER-BASED VIOLENCE AGAINST SCHOOLGIRLS

Rape and other forms of sexual violence against girls and women are frequently used as a weapon in conflict and war. According to Major-General Patrick Cammaert, former commander of UN peacekeeping forces in eastern DRC, where mass rape is used to terrorise the local population, "It has probably become more dangerous to be a woman than a soldier in armed conflict."²⁴ In Liberia, a World Health Organization study found that more than 90% of women in some of the areas most afflicted by the 14-year war had experienced some form of sexual violence, and that almost 14% of the victims were under the age of 15.²⁵

Médecins sans Frontières, which runs clinics in some of the worst-affected areas, says that 40% of rapes in eastern DRC are of girls and young women under the age of 18.²⁶ Many girls are forced to drop out of school because they are pregnant or have children as the result of rape.²⁷

Political groups may also use attacks and intimidation to keep girls out of school. A leaflet found in one girls' school in Afghanistan read,

"Respected Afghans: Leave the culture and traditions of the Christians and Jews. Do not send your girls to school."²⁸ Because of threats and physical attacks, parents are often unwilling to allow their daughters to risk the dangerous journey to school. In November 2008, 15 girls on their way to school in Kandahar had acid repeatedly thrown in their faces. The attack left at least one girl blinded and at least two permanently disfigured. The attackers were reportedly paid \$1,187 for each of the girls they were able to burn.²⁹

ATTACKS ON SCHOOLS

"UN humanitarian actors on the ground and their partners have constant discussions with combatants to secure schools so that children can be protected but this has been increasingly difficult with schools becoming targets for attack. This is a very disturbing phenomenon calling for international action to demarcate schools as safe zones and to protect the right to education during emergencies."

Radhika Coomaraswamy, UN Special Representative for Children and Armed Conflict, statement to Second Arab Parliamentary Conference on Childhood, Cairo, Egypt, 21–23 June 2009

As well as injuring and killing children and teachers, attacks on schools destroy buildings, drive away teachers, and make children too frightened to go to school.

Attacks include bombings and mortar attacks, school buildings being taken over by armed groups, children being attacked on their way to school or abducted from their classes to join armed groups, and threats to students, teachers and other education personnel aiming to intimidate them and disrupt schooling.

A survey carried out by the Iraqi government found that more than 700 primary schools had been damaged by bombing between March 2003 and February 2004.³⁰ In December 2008 and

PROTECTING SCHOOLS FROM ATTACK

Attacking a school violates international law, as outlined in:

- the 1907 Hague Convention, which states that education institutions should not be seized under situations of occupation³¹
- the Geneva Conventions, specifically the Fourth Geneva Convention,³² Additional Protocol I, and Protocol II,³³ which address the protection of civilians in times of war
- the Rome Statute,³⁴ which defines all attacks on civilians and on non-military targets as war crimes; these attacks can be prosecuted through the International Criminal Court.

Attacks on schools clearly violate children's fundamental human rights. They threaten their right to life, as stated in Article 3 of the Universal Declaration of Human Rights (UDHR) and Article 6 of the UN Convention on the Rights of the Child (UNCRC). And they undermine children's right to education, as enshrined in Article 26 of the UDHR and in Articles 28 and 29 of the UNCRC.

January 2009, 300 kindergarten, school and university buildings were damaged during Israel's 22-day bombardment of Gaza. And in early 2009, 356 schools were destroyed or damaged in the North-West Frontier Province of Pakistan.³⁵

Unlike hospitals and religious buildings, there is no internationally agreed symbol identifying education establishments as privileged sites. Even if they are not targeted directly – which is likely if they are occupied by armed groups – they can be hit during aerial bombardments, as has happened in Iraq and Afghanistan.³⁶

Talking about Afghanistan in April 2009, the UK's Secretary of State for International Development, Douglas Alexander, said, "Violence still stalks the south – including beheadings, kidnappings, suicide bombings and attacks on civilians, including teachers and the girls they teach."³⁷

A female representative from the Kandahar provincial council in Afghanistan said in 2006: "In the first three years there were a lot of girl students –

everyone wanted to send their daughters to school. For example, in Argandob district [a conservative area], girls were ready; women teachers were ready. But when two or three schools were burned, then nobody wanted to send their girls to school after that."³⁸

In Kandahar Province, Save the Children worked with local NGOs to set up community-based child protection committees and to stop schools getting torched at night and students and teachers being attacked. The committees encouraged imams to give Friday sermons about the importance of education, and decided to place night guards at schools. The committees were also given training about children's rights, corporal punishment and how to provide psychological and social support as well as how to protect their school. The work of the committees increased daily attendance and enrolment, particularly of girls.

District-level school protection committees were also established to manage the protection of schools in their area and to negotiate with

locally-based attackers. Some agreed to rename the afternoon school shifts as madrasas.³⁹

“Protecting children and teachers is a moral imperative as well as a matter of international law.”

Asha-Rose Migiro, UN Deputy Secretary-General speaking at the UN General Assembly thematic debate on education in emergencies, 18 March 2009

Tackling grave violations of children’s rights

In 2005, the UN Security Council established a Monitoring and Reporting Mechanism (MRM) to keep under review six grave violations of children’s rights by named parties to armed conflict:

- the killing or maiming of children
- the recruitment or use of child soldiers
- attacks on schools or hospitals
- rape or other grave sexual violence against children
- the abduction of children
- and the denial of humanitarian access to children.⁴⁰

However, the MRM is only currently activated or ‘triggered’ in conflict situations by three of these grave violations – where children are being recruited and used in armed forces, killing and maiming of children, and rape and sexual violence – but not attacks on schools. Only when the MRM is triggered can UN agencies, NGOs and other organisations operating at the front line of humanitarian work gather and present incidents and trends involving all six grave violations.

EDUCATION AS PEACE-BUILDING

Governments provide education for a variety of reasons – as a social and developmental policy priority, to promote social cohesion, to buy loyalty and promote political visibility, or to consolidate their territorial presence or ownership. Education is therefore central to state-building and peace-building.

For countries emerging from conflict, peace processes provide an important opportunity to improve education systems and help foster peace. When parties to a conflict are engaged in a peace process there is a rare opportunity to agree on a shared new education blueprint for the country. However, of the 37 full peace agreements signed between 1989 and 2005 that are publicly available, 11 make no mention of education at all. Even in those that do include education, there is great variation in the way it is perceived and addressed in terms of security, protection, economic development or socio-political issues.⁴¹ Without education, and perhaps even more so where education has been promised as a peace dividend, countries remain on the brink of returning to conflict.

MILITARISATION OF AID

Today the operating environment for humanitarian organisations is more politicised and insecure than ever before. For many, the lines between humanitarian aid and political agendas in the ‘global war on terror’ have been blurred, with humanitarian organisations no longer always perceived as impartial and independent.⁴² This is placing education aid workers and the people they work with – including schoolchildren – increasingly at risk.

In August 2008, International Rescue Committee (IRC) workers Mohammad Aimal, Shirley Case, Nicole Dial and Jackie Kirk were killed while returning from meetings about an education project to support children with disabilities in Logar Province, Afghanistan. Claiming responsibility for the attack, the Taliban referred to the aid workers as ‘foreign infidel forces’, even though they were travelling in a clearly marked IRC car.⁴³

The US army’s ‘Commanders’ Guide to Money as a Weapons System’, a manual for troops in Afghanistan and Iraq, defines aid as “a nonlethal weapon” that is utilised to “win the hearts and

SCHOOLS AS ZONES OF PEACE IN NEPAL

Save the Children introduced the concept of 'Schools as Zones of Peace' (SZOP) at a time when schools in Nepal were being targeted by armed political groups, which made children and teachers afraid to attend and frequently led to school closure. Local community organisations, including village child protection committees, children's clubs and school management committees, were supported to promote, implement and monitor the SZOP process.

For a school to declare itself part of SZOP, agreement had to be reached among the school and wider community, including local representatives of political groups, on a set of criteria that would be respected by all. The criteria were used as a basis for developing codes of conduct.

Save the Children's evaluation of SZOP schools indicated that the process had contributed to:

- **Increased sense of security in schools.** Many respondents reported that SZOP had reduced the sense of fear surrounding schools. According to a female teacher in Kailali: "SZOP helped make our schools free from fear."

- **Reduction of political interference in schools.** All SZOP schools visited were free from political graffiti and many had remained open during the 2008 elections.
- **Reduction in school closure and increase in learning time.** Project schools on average were open 12 days more in 2007 than comparison schools.
- **Improved student and teacher attendance.** Respondents mentioned improved student attendance as one of the outcomes of SZOP in eight of 12 project schools. Improved teacher attendance was mentioned at half of these schools.
- **Reduction of corporal punishment in schools.** Evidence of beating was observed in only one of the 16 project schools and in three out of the eight comparison schools.
- **Reduction in discrimination against girls and marginalised groups.** Codes of conduct often included anti-discrimination clauses, and respondents reported that discrimination had reduced.

minds of the indigenous population to facilitate defeating the insurgents".⁴⁴ In both countries, peacekeeping forces have introduced Provisional Reconstruction Teams (PRTs) that, under the control of the military, also carry out development-like activities such as building schools. Schools may be desperately needed in Afghanistan, but the work of the PRTs has been criticised as poorly planned and poorly implemented, and used to win hearts and minds rather than to build capacity and sustainable education systems.⁴⁵ There is also evidence to suggest that PRT schools are more

likely to be attacked, increasing the risk to children and teachers in those schools.⁴⁶

The US army has also been involved in rebuilding schools destroyed by the Taliban in Pakistan's North-West Frontier Province. On 3 February 2010, four schoolgirls, three US soldiers and a Pakistani soldier were killed when a convoy of aid workers, journalists and US soldiers (described variously as special operations forces and civil affairs troops) were bombed on their way to reopen a school. At least 131 people, most of

them schoolgirls, were injured and their school was badly damaged.⁴⁷

“Development aid should not be linked to military objectives. Aid is not a weapon. The involvement of military in development activities result in focusing more on short term results at the expense of long term objectives and has caused harm to civilians by drawing them into the conflict. The multiplication of quick impact projects to win the hearts and the minds of the people often results in misused funding, arming communities more than supporting them, distrust and more instability.”

Statement of the Civil Society for Afghanistan:
the London Conference, January 2010⁴⁸

In 2008, the number of ‘highly violent’ conflicts in the world had risen to 39.⁴⁹ Attacks on education

and the blurring of lines between humanitarian aid and military intervention in those countries are putting the lives of children, teachers and aid workers at risk. Millions of children are being denied their right to education as their schools are destroyed or it is simply too dangerous to go to school. This is an emerging issue for all those involved in education in CAFS, and one which must be urgently addressed before the lives of millions more children and their education are put at risk. For this reason, UNESCO is bringing together expertise from the fields of protection, education and law to form a new coalition of NGOs, UN agencies, governments, academia and media to launch a sustained campaign to prevent and respond to attacks on education.⁵⁰

4 EDUCATION AS AN ESSENTIAL EMERGENCY RESPONSE

“My biggest dream is to find my dad and be able to start school again.”

Antonetta, 10, Democratic Republic of Congo

In every emergency, children tell Save the Children that what they most want – alongside medicines, food and shelter – is to get back to school. This is true whether they are recovering from a devastating natural disaster, such as the Indian Ocean tsunami or the 2010 earthquake in Haiti, whether they have been displaced by internal or border conflicts, or if they are living in a chronic emergency caused by ongoing conflict, such as in Gaza and the Democratic Republic of Congo (DRC).

In its 2007 report, the Office for the Coordination of Humanitarian Affairs (OCHA) noted that education is a key priority for those receiving aid. This official recognition is significant, given that accountability to beneficiaries is a core principle of humanitarian work – outlined explicitly in the Code of Conduct in Disaster Response Programmes¹ and the Humanitarian Accountability Partnership (HAP).²

What children need in terms of their education, and what can be provided, depend on the type of emergency and its impact on the local population. But when schools – and all that they represent within a community – are destroyed or damaged, they need to be re-established as quickly as possible. Setting up ‘child-friendly spaces’ that include learning activities and establishing temporary schools provides urgently needed protection for children. Those who have been separated from

their parents or siblings can be comforted and cared for while they await reunification with their families.

Play and other recreational activities offer an important and familiar distraction. And knowing that their children are being looked after and continuing with their education enables parents to re-establish their livelihoods and start retrieving their belongings, getting food and medicine, and setting up a home (even if it is in a tent or temporary shelter).

EDUCATION PROTECTS

Experience shows that bringing children together – often in a temporary shelter made from local materials or an open space – to be cared for with other children by trained adults, removes children from the immediate horror of what is going on around them. If children are not at school, they may be unsupervised in potentially dangerous surroundings. Being in school can safeguard them from being sexually abused, kidnapped, trafficked or recruited into gangs or armed groups – all of which represent real dangers for children in the immediate aftermath of a disaster.

In many countries prone to natural disasters or torn apart by conflict, school is an important – sometimes the only – amenity within a community. Even where the building has been destroyed or taken over as temporary accommodation, surviving teachers and education aid workers can set up



LOUISE DYRING NIELSON/SAVE THE CHILDREN DENMARK



ROBERT KING/POLARIS

Above Children at a class in Port au Prince, Haiti. Following the massive earthquake that struck Haiti in January 2010, classes are being held outside until the school building is certified as safe.

Left Children sing songs at a child-friendly space set up by Save the Children in a displacement camp in Saint Thérèse, Haiti.

temporary schools. As well as being a place for play and learning, these temporary schools can play a vital role in reuniting children with their families, in finding out who needs food and healthcare, and in distributing it. They can also be used to provide information about hygiene and – in conflict situations – surrounding dangers such as landmines and other unexploded ordnance.

REDUCING RISK

Schools are not only pivotal in response to crises, they are critical in anticipation of emergencies. The International Federation of Red Cross and Red Crescent/NGO Code of Conduct states that “relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs.”³ As Save the Children’s experience in a number of disaster-prone countries shows, schools can play a vital role in disaster risk reduction (DRR) – providing training and involving children in devising local strategies to reduce the risk and consequences of future disasters. This is increasingly important in the light of the predicted rise in the number of crises as a result of climate change.

In Mozambique, for example, Save the Children worked with children following severe flooding along the Zambezi river by helping them to produce information – in the form of brochures, radio programmes and theatre workshops – about what to do in the face of floods and other disasters. Not only did the work help the children recover from the floods and produce emergency response plans, it changed the community’s attitude towards children. Instead of being the victims of a disaster, the children gained confidence, and won respect from adults in the community. Some parts of the programme have since been taken up in five provinces, and work has continued with the government agency responsible for disaster response.⁴

Over the next five years, the number of people affected by climatic crises is projected to rise by more than half to a total of 375 million.⁵ The impact on poor children – many of them living in countries with fragile governments and already affected by

conflict – will be greatest. In this context, DRR is increasingly important for children and their communities. And the role that education can play in protecting children from the most damaging aspects of a disaster and in building peace and stability should not be underestimated.

GETTING BACK TO SCHOOL – A PRIORITY

Because the school year usually lasts for nine months, most emergencies occur during a school term. When their school buildings are destroyed or taken over as temporary accommodation, children’s daily routine is further disrupted and they lose a familiar environment, which could otherwise provide comfort and stability amid the wider chaos of the crisis. In many disasters, schooling is disrupted for long periods, examinations abandoned and children are unable to complete the school year.

Save the Children’s experience has shown that enabling children to continue their education as soon as possible (and indeed reaching out to those who were not previously in school) is an essential component of an emergency response. In Myanmar (Burma), for example, where many schools were damaged when Cyclone Nargis devastated the Ayeyarwaddy delta region, making sure that children could continue their education was a priority. Children spoke of wanting to be together and in a familiar setting, where they could play, sing, read and talk about the terrible things going on around them. Save the Children immediately set up 165 centres where more than 35,000 children were given care and support to help them recover from their traumatic experiences. Forty-six of these have been turned into permanent early learning centres run by volunteers trained by Save the Children.⁶

Education in the delta is largely supported by parent–teacher associations (PTAs), which pay for operating costs and teachers’ salaries by charging a school fee. Save the Children helped the PTAs to repair or build more than 650 schools, which enabled nearly 145,000 children to return to school.

The project focused on building safer schools, using techniques that families were then able to use when rebuilding their homes. Learning materials, furniture and textbooks were also provided, and Save the Children supported communities to find and recruit new teachers.

Emergencies often force children to flee their homes, and many end up in temporary (and not so temporary) camps, where learning opportunities can be quickly established. In Kenya, following the post-election violence in 2007, temporary preschool and primary classes were set up in tents in the camps where 300,000 people had fled for safety. Children said very clearly that they needed and wanted to get back to school immediately and to be learning again as soon as possible. As well as supplying desks, benches and textbooks, Save the Children trained volunteers to make up for the temporary acute shortage of teachers. Longer-term work included working with the Ministry of Education to encourage schools outside the camps to integrate children and teachers from different tribal groups, without invoking more violence.

For children who have lost their school or who have been displaced, completing their education is a priority, and children often become anxious about missing examinations. This is not a trivial concern, especially for poorer families, since missing an examination means having to repeat a whole year (with all the extra costs that may entail). After the 2003 invasion of Iraq, support for completing the school year and final examinations was an explicit request from the local and regional authorities. Similarly, children in the camps in Kenya were so anxious not to miss national examinations that the Ministry of Education was persuaded to let them register late, and agencies, including Save the Children, helped to set up classrooms for the examinations to take place. And, after the Indian Ocean tsunami, Save the Children printed examination papers so that children in Sri Lanka could sit national examinations.

In West Africa, Save the Children worked with the Sierra Leonean and Liberian governments to develop a curriculum and examination for children

originally from those countries who were living in refugee camps in neighbouring Guinea. This meant that those children could continue their education in the camps and re-enter their education systems when they were able to return to their own countries.

GROWING RECOGNITION

The role of education in emergencies has come to be increasingly recognised over the last five years. The Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards are now widely used in more than 80 countries, and more than 4,000 people have been trained to apply the standards in refugee, internally displaced, conflict, disaster and recovery situations around the world.⁷ As well as laying down the minimum level of service, the standards provide guidance on what to consider when applying them in different situations, and provide a way of measuring and communicating the impact the programmes have had. In November 2008, the Sphere Project – created to improve the quality of disaster response in food aid, nutrition, health, water, sanitation and shelter – announced that it recommended using the INEE Minimum Standards to complement its Humanitarian Charter and Minimum Standards in Disaster Response.⁸

The Education Cluster

The Inter-Agency Standing Committee (IASC) Global Education Cluster⁹ was formed in 2006, and is co-led by UNICEF and Save the Children, in order to strengthen humanitarian response through ensuring high standards of predictability, accountability and partnership in education in emergencies. The Education Cluster aims to make sure that education needs are included from day one of an emergency response, rather than being sidelined for weeks or even months.

By January 2010, 37 countries had established an Education Cluster – the majority of which remain operational, although several have minimised activities as a crisis has entered a recovery phase. UNICEF is the lead or co-lead in all except one. In

THE BENEFITS OF A CLUSTER

The overall cluster system seeks to ensure a well-coordinated and effective humanitarian response through ensuring:

- high standards of predictability, accountability and partnership
- a more strategic response and better prioritisation of available resources by clarifying the division of labour among agencies
- a better division of the roles and responsibilities of humanitarian organisations
- that each sector has a first point of call and a last-resort provider (for the government and the humanitarian coordinator/resident coordinator).

The benefits of having an Education Cluster include:

- improved engagement and coordination with education ministries
- a clear identification of gaps in provision and therefore better geographical and sub-sectoral coverage by partners
- a better-coordinated use of technical expertise and less duplication of effort
- joint advocacy and mobilisation of resources
- an effective monitoring system linked to the planning process
- a forum for joint contingency planning, disaster risk reduction (DRR) and emergency preparedness planning
- a forum to share best practices and lessons learned, to undertake joint capacity building and to harmonise approaches.

Having an Education Cluster has attracted resources for education in emergencies programming through being included in Common Humanitarian Action Plans (CHAP) and associated funding appeals.

some countries, the Ministry of Education has taken on the formal co-lead role. Save the Children is co-lead in 20, and Plan International and Action Aid are co-leads in one cluster each. Securing education's place as a cluster has made a significant difference in subsequent emergencies, including in Mozambique, Lebanon, the Philippines and Haiti.

Other initiatives

There have been several other key achievements in recent years that have enabled international agencies to better respond to the identified

educational needs in countries affected by crisis, whether caused by conflict or natural disaster.

The Central Emergency Response Fund (CERF)¹⁰ is the UN's main funding mechanism for immediate response. Its objectives are to promote early action and response in order to reduce loss of life, to enhance responses to time-critical requirements, and to strengthen core elements of humanitarian response in under-funded crises.¹¹ In 2006, CERF was used to fund education in only two emergencies, but in 2008 it revised its guidelines to include education as a sector.¹² This has resulted

in education receiving CERF funding to enable rapid response to emergencies in Mozambique, Myanmar (Burma), Bangladesh and, most recently, in Haiti.

Save the Children and colleagues within the Inter-Agency Network for Education in Emergencies (INEE) were pivotal in persuading the UN General Assembly to hold a debate in March 2009 to highlight the crucial role of education in emergency and post-crisis situations. Opening the meeting, President of the Assembly, Miguel d'Escoto Brockmann, said, "Let us find ways to assure that we are feeding young minds, as well as bodies; creating safe havens for learners, as well as their larger communities."¹³ Since the meeting, there have been ongoing discussions led by UN agencies, governments and NGOs about how to implement recommendations made during the debate.

The European Commission's key document guiding humanitarian aid – the 2008 Humanitarian Consensus Action Plan (based on the Humanitarian Consensus of 2007) – does not mention education, which is seen by its Humanitarian Office (ECHO) as a development activity rather than a humanitarian response. However, in 2008 ECHO – one of the largest humanitarian donors – issued a communiqué on children in emergencies and crisis situations. This stated that those responding to humanitarian crises should recognise the importance of education in emergency and crisis situations and be ready to intervene in the sector when it appears that no national or local authorities, or long-term aid providers, have the means or possibility of intervening.¹⁴

REMAINING CHALLENGES

Despite recent advances, education in emergencies is far from being sufficiently recognised by donors. And education still needs to be more widely endorsed, even within humanitarian agencies. Recent research by Save the Children,¹⁵ interviewing humanitarian and education experts across international agencies, showed that donor attitudes are the single greatest obstacle to responding to educational needs in emergencies. It also found that humanitarian coordinators and resident coordinators need to be familiarised with education in emergencies. Significantly, interviewees also experienced difficulties with some staff even within their own organisations (both non-education emergency staff and senior management), and with host governments.

Total humanitarian aid has increased in recent years, but education still receives only a very small proportion. As Table 2 below shows, the proportion of the shortfall in education is consistently considerably more than the proportion of the overall shortfall in funding for humanitarian work. On average between 2006 and 2009, education *needs* represented 4.2% of the Consolidated Appeals Process (CAP) – the method for capturing funding needs in the immediate aftermath of an emergency – yet education received only 2.3% of the funding available.

An analysis of the CAP illustrates that education funding gradually increased, peaking in 2008 with a number of high profile emergencies including

Table 2. Consolidated and Flash Appeals – Global requirements and funding overall and for education

Year	Overall funding (US\$ millions)			Education (US\$ millions)		
	Funding requirements	Funding received	% of coverage	Funding requirements	Funding received	% of coverage
2006	5,061	3,382	67%	212	55	26%
2007	5,142	3,720	72%	162	69	43%
2008	7,088	5,078	72%	328	165	50%
2009	9,711	6,528	67%	463	145	31%

Source: Financial Tracking Service

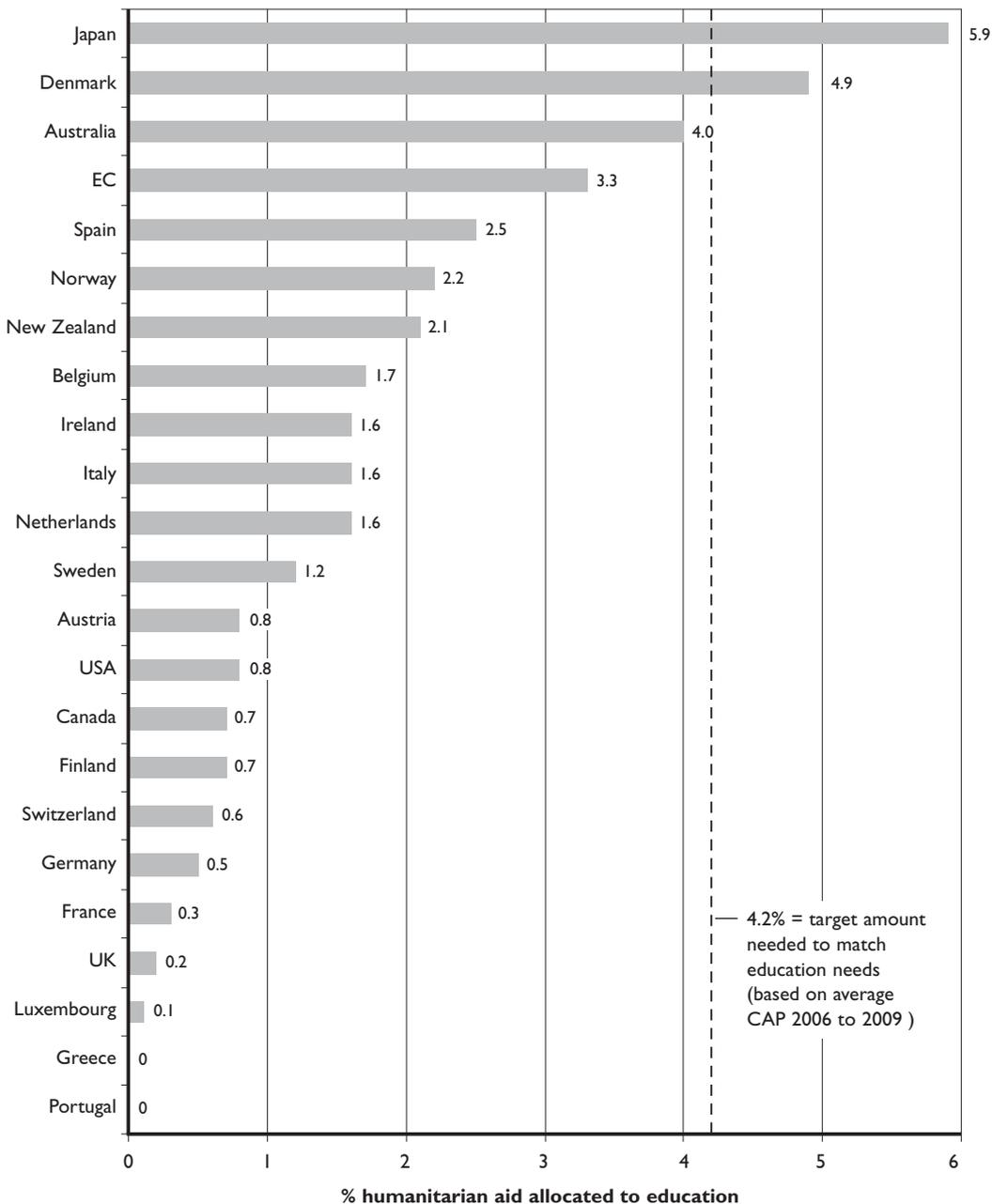
Cyclone Nargis in Myanmar (Burma), conflict in the DRC and the Sichuan earthquake in China (see Table 2 on page 38). However, even then the funding was only 50% of that requested in the year’s emergencies. In 2009, this dropped and just 31% of the education funding requirements were met.

Only five government donors – Canada, Denmark, Japan, Norway and Sweden – include education as

part of their humanitarian policy.¹⁶ Only Australia (4.0%), Denmark (4.9%) and Japan (5.9%) give close to, or more than, 4.2% of their humanitarian aid to education – meaning their funding equals the expressed educational needs.¹⁷

During the 2009 displacement of hundreds of thousands of children in Pakistan – many of whom had been out of school for more than a year – education was not fully and properly prioritised in

Figure 3: Percentage of humanitarian aid allocated to education by donor (average 2006–09)



the Flash Appeal and the CAP. And funding against the appeal was initially low, as education received only 29% funding compared with protection (55%), food (83%), health (53%), shelter (66%) and water and sanitation (72%).¹⁸

The education sector clearly still has some way to go before it is fully accepted as an essential and established part of humanitarian response. This means that, in every emergency, the stated needs of affected communities are not responded to

THE EDUCATION CLUSTER IN GAZA

Years of violence, a lack of freedom of movement and deteriorating socio-economic conditions severely affect the quality of education throughout the occupied Palestinian territory. In Gaza, a three year blockade, the devastating effects of the Israeli government's offensive in December 2008 and January 2009 (operation Cast Lead), and severe restrictions on imports, have resulted in a serious lack of educational supplies and reconstruction materials for damaged and destroyed schools.

Save the Children was the Education Cluster lead during the recent emergency. A priority was coordinating projects and programmes with local and international humanitarian partners and the Ministry of Education and Higher Education. However, the political situation made it difficult to coordinate work with national and local authorities, as many donors (private and governmental) refuse to recognise or work with the Hamas authorities.

Surviving schools are now running double and triple shifts to accommodate children whose schools were destroyed during the Israeli offensive. There is a lack of paper, textbooks and qualified teachers, and many students are clearly distressed. To identify specific needs and to brainstorm solutions, the Education Cluster held a workshop in July 2009 with more than 20 Cluster members.

The West Bank and Gaza Education Clusters also co-sponsored a training workshop for

Cluster members on the INEE Minimum Standards, and many of them have incorporated INEE and child-friendly training into their projects and programmes.

The Education Cluster worked to identify the many and urgent needs for the school year 2009–10, and is working closely with other clusters to identify and target cross-cutting issues. A new sub-cluster on disabilities is working with the Education Cluster to ensure that students with special educational needs are identified and given the resources they need.

The Education Cluster is also promoting disaster risk reduction (DRR) initiatives in schools, and has attained visibility by being represented for the first time in the Office for the Coordination of Humanitarian Affairs (OCHA) contingency planning process. One of the main goals is to keep the international community focused on the devastating effects that restriction on movement, the blockade and destruction from the most recent Israeli offensive are having on the educational system.

In July 2009, the Education Cluster played a pivotal role in a media event at the destroyed American School in Gaza, sponsored by the UN humanitarian country team. The event highlighted the suffering inflicted on children facing another academic year in terrible conditions due to the blockade, and gained widespread coverage.

as well as they should be. Save the Children will continue, with partners in the INEE and the Global Cluster, to demonstrate the demand for and the value of education in emergencies, and the consequences of not including education as a response to crisis-affected children.

Perhaps more surprising is that emergency work is still far from understood by much of the education community. The education representatives from governments, donors and international agencies have met annually since 2000 at the Education for All Working Group and High-Level Group meetings. Yet it was only in February 2010 that education in emergencies first appeared on the agenda with a 30-minute panel discussion on Haiti. The education sector needs to be more familiar with humanitarian reform, the relevance of the Good Humanitarian Donorship

Initiative (principles for humanitarian assistance signed by 36 donor bodies),¹⁹ and the significance of the Principles of Partnership (the statement of commitment by UN and non-UN humanitarian organisations).²⁰

These same governments, donors and international agencies spend vast resources and energy on primary education – with a focus on achieving universal primary education by 2015. Yet every emergency – whether a natural disaster or conflict – pushes children out of school, knocks the education system back, and has the potential to undermine the good progress made. Given recent increases in the number of conflicts and the predicted growth in the scale of climatic crises, the education MDGs will not be met unless education is made an integral part of every emergency response and prioritised in emergency funding.

“TOTAL COLLAPSE” OF HAITI’S EDUCATION SYSTEM

Following the earthquake that struck Haiti in January 2010, the education system “totally collapsed”, according to Minister of Education, Joel Jean-Pierre. More than 700,000 school-aged children are thought to have been directly affected by the earthquake. The Ministry of Education estimates that 80% of schools in the west of the country and 40% in the south-east were severely damaged or destroyed. This could indicate the destruction of as many as 5,000 schools.²¹

Even before the earthquake, Haiti’s education system was in a desperate state. Only half of primary-age children were attending school,²² and hundreds of schools had been partially or totally destroyed by hurricanes in 2008.

Before the earthquake struck, only 11% of schools were licensed by the Ministry of Education. Around 90% of schools were private, with more than 80% of students at fee-paying schools.²³ Half of all Haitian families could not afford school fees, which amounted to a quarter of the average family’s income.

Emergency response

The immediate aftermath of the earthquake presented a huge humanitarian challenge. Up to 200,000 people were killed, in a country of 9 million people. Around 1 million people were left homeless, and there were severe shortages of clean water, food and healthcare. Children were extremely vulnerable to exploitation, particularly the thousands of children separated

continued overleaf

“TOTAL COLLAPSE” OF HAITI’S EDUCATION SYSTEM *continued*

from their families. Many children are traumatised by what they have experienced.

Trained teachers were already in short supply before the earthquake struck. Around 300 trainee teachers were killed when the building they were in collapsed in the earthquake. A few weeks after the earthquake, one ten-year-old boy explained how he wanted to go back to school:

“Our teachers have gone back home. Some of their houses have collapsed or been badly damaged. Now some of our teachers are sleeping in the streets.

“I need to go back to school right now, but my father doesn’t have any money for school fees.”

Save the Children and UNICEF are jointly leading the Education Cluster in Haiti, coordinating the response to the earthquake. The Cluster, together with the Ministry of Education – whose own buildings and records were destroyed – carried out a rapid joint needs assessment. The main findings from the assessment were:²⁴

- Parents are ready to send their children to school and children are eager to return.
- Haitian people are seeking assurance that their buildings are structurally sound.

- There is an urgent need for psychosocial support to help children and teachers to cope with the trauma caused by the earthquake.

The Education Cluster, together with the Ministry of Education, has developed a strategy to address the most urgent needs.²⁵

Priority activities include:

1. distributing tents and learning/teaching kits for temporary learning spaces in the most affected areas and in areas with a high influx of displaced people
2. recruiting and training teachers
3. inspecting and evaluating school buildings in affected areas
4. implementing a nationwide psychosocial support programme in schools.

Once these immediate areas are covered, the Cluster will support the government of Haiti in the following activities:

5. developing the ‘Welcome to School’ strategy for enrolment of out-of-school children
6. identifying long-term needs of the Ministry of Education for technical assistance (infrastructure, inclusion, quality, financing)
7. school reconstruction that ‘builds back better’.

5 FINANCING EDUCATION IN CONFLICT-AFFECTED FRAGILE STATES

Millions of children in conflict-affected fragile states (CAFS) are out of school because their governments lack the financing, capacity, personnel and infrastructure – and, in many cases, the political will – to deliver education services. Donors give just a fraction – around a tenth¹ – of the basic education aid these countries need, despite the fact that they are among the poorest countries and are home to more than half of out-of-school children. Impoverished communities are forced to fund their children’s education, from their own hard-pressed earnings or with remittances from abroad. The result is a financing system that is poorly managed and unpredictable, and an education system that is inadequately funded.

THE OVERALL MIX OF FUNDING FOR EDUCATION IN CAFS

In developing countries, education is mostly funded by governments, and many have increased their efforts to make resources available for education. However, in many CAFS government funding falls far short of national requirements. On average, governments in CAFS allocate 13.5% of government expenditure to education, compared with 16.9% in other low-income countries.² CAFS, in general, have limited budgets, competing demands and often vast debts. Even if there is clear political will to fund education, there may not be the budget to do so.

Like other low-income countries, CAFS depend on various sources of finance, including taxation, remittances, direct and indirect contributions from communities, and aid received from external donors, each of which is explored in this chapter.

IN-COUNTRY FINANCING

Taxation

Tax revenue tends to be low in CAFS because much of the economy is informal and unregulated. Twenty-one CAFS collect less than 15% of their GDP in tax. Afghanistan, Angola, Chad, the Republic of Congo, Myanmar (Burma), Nigeria, and Sudan collect less than 7%.³ By comparison, OECD countries collect on average 36.2% of their GDP in tax.⁴

CAFS also lack financing from trade and foreign investment. Even countries with significant natural resources, and therefore the potential for a large tax base, often lack the legal and institutional systems to collect taxes.⁵ The DRC, for example, is extremely rich in natural resources, with 80% of the world’s coltan and 10% of the world’s copper, yet the majority of its population lives in extreme poverty and it rates 176 out of 182 countries in the Human Development Index.⁶

In recent years, public spending on education in the DRC has been only 6% of the government’s annual



An abandoned school in Chekele in Ituri district in the Democratic Republic of Congo, which has been in the frontline of fighting between government forces and militia.

budget, or \$4 per pupil. Parents have to fund most of the education system themselves, including the costs of local and central infrastructure, paying between \$14 and \$32 per child to send their children to school. This cost is beyond the reach of more than half the families in the DRC, but attempts to waive fees for the poorest directly reduce teacher salaries and resources.⁷

Household and community funding

Without government support, poor families and communities already dealing with the consequences of conflict often find themselves forced to fund their children's education themselves. In Southern Sudan, local communities are expected to contribute at least 50% of education costs.⁸ Even in countries where fees have officially been abolished, they are often still charged. These unofficial fees – charged for books, uniforms or PTA contributions – can be substantial. And school fees may be used to fund the system at all levels. In the DRC, only 35% of school fees are spent at school level. Families are therefore not only paying a proportion of their child's teacher's salary, they are topping up the salaries of provincial and even national education officials.⁹

Community responsibility for schooling adds an additional burden to already poor communities, and it increases the divisions and inequity between those families who can afford to pay and those who cannot. It also means that the poorest communities are likely to have the poorest schools and the lowest paid and least qualified teachers.

Remittances

Many families in CAFS rely on money from relatives living abroad. In 2005, the value of remittances to Haiti and Côte d'Ivoire exceeded the volume of aid flows to those countries. In Eritrea, remittances are 38% of GDP, in Afghanistan 30% and in Liberia 26%.¹⁰ Remittances are beneficial in that they go straight to families who can then spend them on their children's education. But this funding is unpredictable and insecure. The World Bank estimated that in 2009 global remittances would go down by 7.3% (from an estimated figure of \$300 billion in 2007).¹¹ Over time, remittances

may dwindle as second and third generations lose touch with their families' countries of origin. Remittances can also be divisive, as not everyone has a relative who can afford to send money home.

Distribution of education funds

In addition to a lack of overall resources available to education, there can be numerous problems in ensuring that those funds allocated to education reach schools and that they are equitably distributed. For example:

- **historical patterns of allocating government resources** may be inequitable. In Côte d'Ivoire, in a government pilot project started in 2002 and involving 3,000 schools, schools in the north have not received government subsidies and this situation has continued (see page 50).¹²
- **mismanagement of resources and lack of transparency** can lead to inefficiency and corruption. However, increasing access to information on budgets and regional allocations enables schools and local organisations to know what resources should be available, and can reduce corruption.
- **fee-supported salaries and inadequate payroll systems** mean that in countries such as the DRC, the lack of banks in the provinces makes transferring teachers' salaries complicated and risky.¹³

In each of these situations civil society can play a key role in supporting education – holding governments, and others, to account for delivering services; and monitoring delivery of resources and services. In Uganda, children acting as budget monitors have held school management committees and teachers accountable for the use of funds, exposing weaknesses in the management of school finances, and in some cases identifying corrupt headteachers.¹⁴

Civil society demand for education can also lead to increased budget allocations to education. In Pakistan, for example, lobbying for increased resources to be allocated to the education sector led to a government commitment to raise spending on education from 2% to 4% of GDP by 2011.¹⁵

EDUCATION AID¹⁶

Aid can provide crucial support to bolster the funding available, build capacity and enable children to access better quality schools. However, the aid available to help the governments of CAFS is inadequate. Some aid does go to education in CAFS, often channelled directly to projects run by faith-based organisations, NGOs and other groups. This is vital in meeting the immediate need, and millions of children are in school because of it. NGOs and other locally based organisations can, and should, strengthen local capacity and support training of teachers alongside meeting more immediate needs. But significant amounts of long-term aid are needed for government institutions in the long term and to enable teachers’ salaries to be paid.

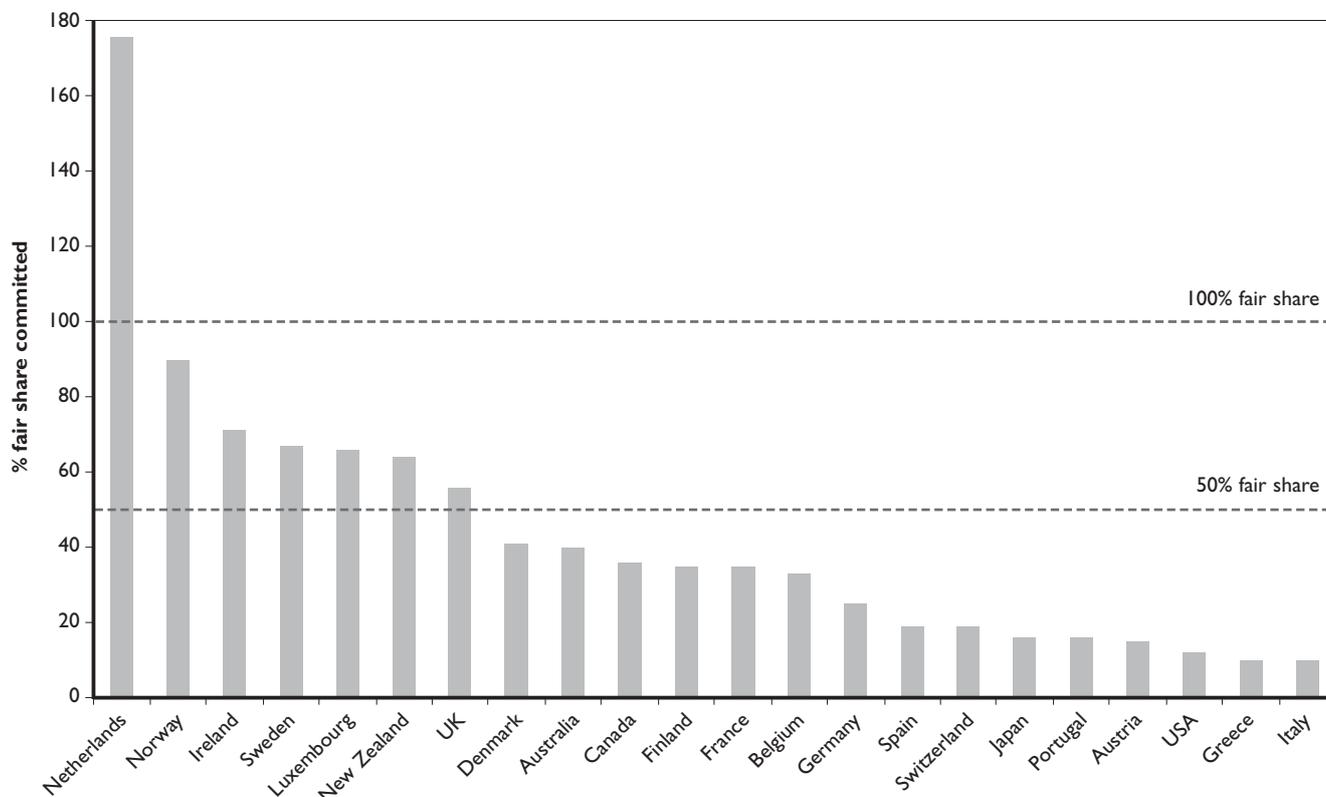
In fragile and conflict affected states, carefully targeted and innovative demand side interventions are important. Short-term strategies to ensure children are in school and learning – including non-formal education options – need to be combined with longer-term support for the re-establishment of schools.”

UK Department for International Development, 2010¹⁷

Basic education aid

Basic education aid is crucial for governments and communities in CAFS to provide primary education for their children. In recent years, Save the Children, among others, has played a key role in increasing the academic and policy focus on education for children

Figure 4: Fair share contributions of donors to the US\$16.2 billion annual external financing requirement for universal primary enrolment (based on average commitments from 2006–08)



in CAFS, and it is now widely acknowledged that there needs to be increased donor support for education in these countries.

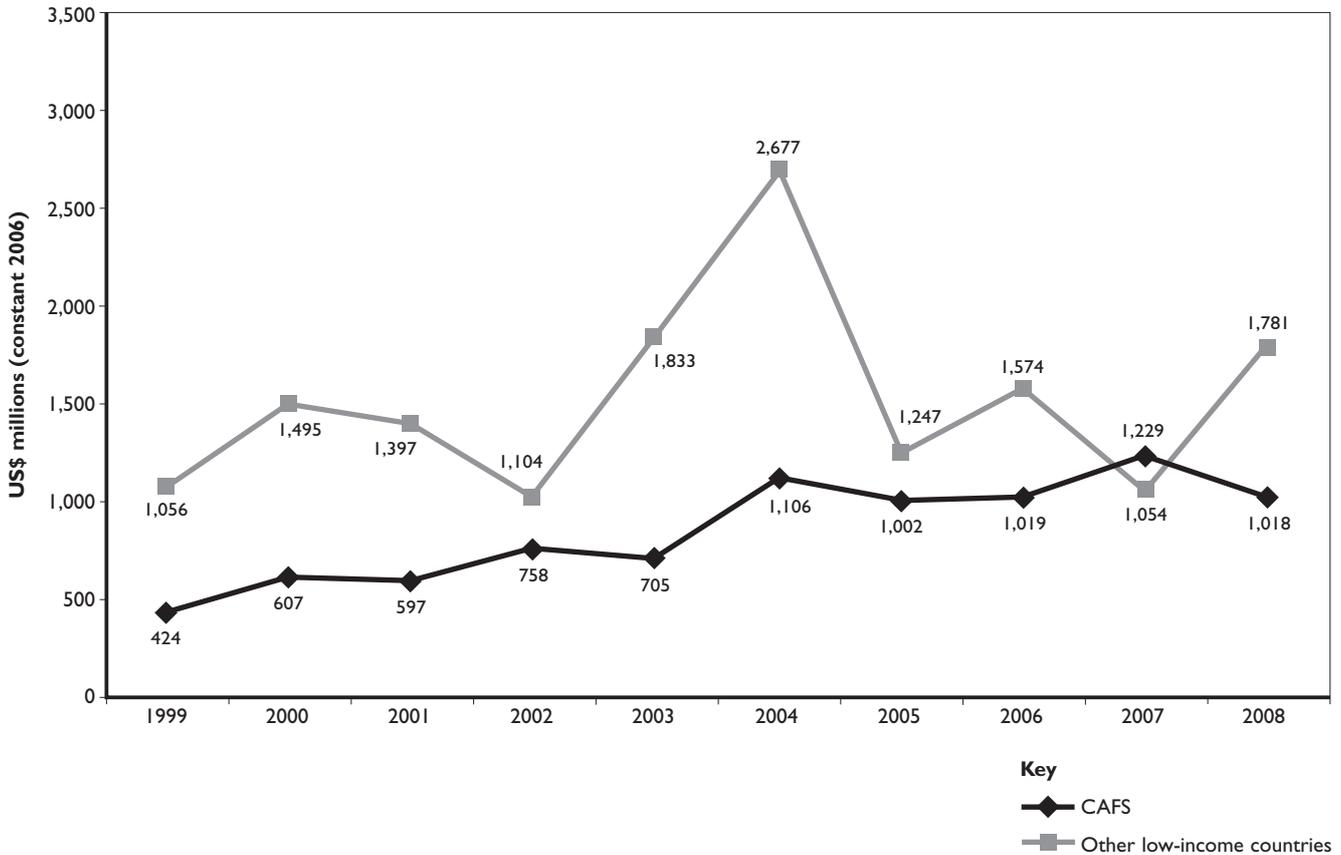
The shortfall in basic education aid

The EFA *Global Monitoring Report (GMR)*¹⁸ has estimated that the annual financing requirement to meet basic education needs in low-income countries is \$16.2bn. In 2008, basic education aid reached \$4.6bn, leaving a gap of nearly \$12bn between funding needs and actual levels.¹⁹ There is an urgent need for donors to live up to their commitments and fund education. Only one donor, the Netherlands, currently commits its fair share of aid. Only six others (Ireland, Luxembourg, New Zealand, Norway, Sweden and the UK) commit more than half of their

fair share (see Figure 4).²⁰ Many donors publicly commit to supporting education, but then fail to deliver. Increased accountability among donors is crucial if this situation is to change and if donors are to deliver on their promises.

Within this picture of overall underfunding of education, CAFS particularly lose out. Using the latest UNESCO figures, 60% of the \$16.2bn annual basic education funding requirement is for CAFS.²¹ Their annual needs are estimated at \$9.8bn, yet in 2008 just one tenth of what they needed was committed (\$1bn), and even less – only \$113m – actually reached them, as not all political commitments translate into actual funds disbursed. Basic education aid to CAFS actually fell between 2007 and 2008, from \$1.2bn to \$1.0bn (see Figure 5) – despite promising political

Figure 5: Basic education aid commitments to conflict-affected fragile states and other low-income countries



commitments by many donors (eg, Australia, Canada, Denmark, the EC, the Netherlands, Norway, the UK and USA²²) and in the context of ongoing discussions by the Education for All Fast Track Initiative (EFA-FTI) about how to better support CAFS.

The drop in the actual overall amount of basic education aid between 2007 and 2008 is cause for concern. While some donors have increased aid to CAFS, others have dropped – notably Canada (\$20m), the UK (\$75m) and the World Bank (\$316m). Commitment levels can fluctuate from year to year, and actual disbursements take place over a number of years. However, disbursements also appear to be stagnating, and drops in commitments now could result in lower disbursements in years to come.²³

Despite these shocking commitment and disbursement figures, Save the Children's analysis of the latest aid data by donor indicates that there are positive trends towards CAFS – including a small increase in the share of global basic education aid going to CAFS (23% in 2003–05 to 25% in 2006–08).²⁴ However, if CAFS represent 60% of the financing requirement, then this share is too low, within a context of overall aid levels that are also too small.

Sixteen out of 24 donors monitored *have* increased the share of their basic education aid going to CAFS. However, for some donors, such as Australia, Austria, France and New Zealand, the share of aid going to CAFS still remains low at less than 10%. A significant proportion of aid still goes to middle-income countries, where there is, or should be, more government money available for education. These countries are home to 9 million (13% of) out-of-school children, yet the amount of aid to these countries has actually *increased* – with 27% of global basic education aid going to them.

Low prioritisation of education in aid to CAFS

There remains a low prioritisation of education in CAFS compared with other low-income countries – only 5% of total aid goes to education in CAFS compared with 10% in other low-income countries. In CAFS, there are many urgent needs and competing demands for aid, including building governance, improving security and increasing access to other social sectors. However, support to education in CAFS should be in line with that of other low-income countries, perhaps more so given the key role education can play in building for a better future. In recent years, 15 out of 24 donors have increased the percentage of aid they allocate to education in CAFS. While encouraging, this still remains far below the levels of support given to education in other low-income countries.²⁵

Favourites within CAFS

Even the little aid allocated to CAFS is not shared equitably between them. On average, between 2006 and 2008, five countries (Pakistan, Ethiopia, Afghanistan, Nigeria and Uganda) got more than half (54%) of the education aid allocated to CAFS. Meanwhile, other CAFS continue to lose out – in particular, Eritrea, Zimbabwe, Central African Republic, Sierra Leone and Liberia. Collectively, these five CAFS on average were allocated just 2.7% of education aid to CAFS between 2006 and 2008.

“Overall, however, the aid allocation patterns raise questions about donor priorities regarding the different recipient countries. In some cases, there are marked disparities in aid levels between conflict-affected countries in the same region, or even neighbouring countries – such as Burundi and Rwanda.”

UNESCO, 2010²⁶

INSPIRING CHANGE

In recent years three donors have played a significant role in supporting education in CAFS, and in focusing international attention on this issue.

The Netherlands, the UK and Spain are the lead donors to the Fast Track Initiative (FTI) catalytic fund, contributing almost \$1.1bn of the total \$1.6bn between 2003 and 2011.²⁷ They are also all actively engaged in finding a way in which the FTI can support fragile states. In addition, they have all stepped up their commitments to education, and to education in CAFS in recent years.

The **Netherlands** consistently delivers more than its fair share of education aid and in 2006 made the biggest ever single grant to UNICEF for its Education in Emergencies and Post-Crisis Transition Programme (EEPCTP). The programme was designed to put education in emergency and post-crises transition countries back on track to achieve sustainable progress towards quality education for all. The \$201m delivered by the Netherlands has contributed to education activities in 30 countries so far – for example, rebuilding and revitalising education systems in post-crises contexts, including investing in Education Management Information Systems, curriculum reform, systems to develop teacher capacity, and a teacher payroll system in Southern Sudan. \$12m was also used to set up the Liberia Education Pooled Fund (EPF) in May 2008, along with the Open Society Institute (\$4m). In just nine months, the EPF disbursed \$12m for three major activities to procure textbooks, build and rehabilitate schools and teacher-training institutes.²⁸

The **UK's** Department for International Development (DFID) committed to double its education spending to \$1bn by 2010 and, through its Delivering Education Beyond Borders commitments in April 2007, committed to

increase its role in fragile states. The then Chancellor of the UK, Gordon Brown, said “Some children can spend their lives living in conflict, or refugee camps, and if we do not reach out to these children, we will miss a generation... We will provide additional UK support for education in Sierra Leone, Burundi, Somalia, Afghanistan, Nepal, the Democratic Republic of Congo and Liberia.”²⁹ In recent years, the UK has improved the equitable allocation of its aid, increasing the average share of basic education aid going to CAFS from 13% (2003–05) to 31% (2006–08). Four out of the top ten countries allocated education aid are now CAFS, compared with two in 2007. DFID's role in CAFS is expected to increase as the 2009 White Paper on development commits to allocating at least 50% of all new bilateral country funding to fragile countries.³⁰ DFID's 2010 education strategy, *Learning for All*,³¹ highlights the importance of working in fragile states, and outlines how the UK aims to scale up its aid to education in fragile states, and spend 50% of education bilateral programme aid in CAFS, and pursue flexible and responsive approaches in these countries.

In recent years, **Spain's** International Cooperation Agency has significantly increased its commitment to education, and Spain is now the second largest donor to the FTI's catalytic fund, committing \$332m in total, but with \$252m of this money being committed in the 2008–11 period. Spain demonstrates that with the right political commitments, followed by funding, it is possible to have a greater impact on education. Spain has committed 8% of ODA to basic education, and its new development strategy for 2009–12 commits to supporting basic education in post-crisis and emergency contexts.³² Focus countries for development assistance in Spain's strategy for 2009–12 include: Colombia, Sudan, Angola, the DRC, Timor Leste, Afghanistan, Guinea, Cambodia and Iraq.³³

WHAT ARE THE CHALLENGES TO INCREASING EDUCATION AID TO CAFS?

Weak governance

There are many challenges to increasing aid to CAFS. Donors can be reluctant to fund governments that are non-functioning or weak, those that have limited jurisdiction and territorial control, weak structures and systems, or those that lack transparency. Many governments or de facto administrations find it difficult to meet donor criteria or fulfil reporting conditions. Yet, with or without the political will, capacity and government systems, there is often an urgent need to support education and to increase enrolment, improve quality, recruit and train teachers and, in some cases, re-establish assessment systems.

In some countries, donors are attempting to overcome these challenges. For example, in

Afghanistan, large amounts of aid have been allocated to the country's reconstruction, and to the education system in particular. This is, in part, due to recognition that reconstruction of the education system in the long term is not only essential for human development, but a vital element of state-building.³⁴ (See the case study on page 15.)

Short-term, unpredictable funding

Even when aid is committed to CAFS it can be short term, volatile and unpredictable. For example, in 2007, less than half the aid scheduled for disbursement was delivered in the DRC, Nepal and Sierra Leone.³⁵ This is particularly damaging in countries that have no back-up resources for when the aid flows dry up. Interrupted or insufficient aid can prevent those countries emerging from conflict being able to develop long-term plans, and can undermine their systems. Recognising this, the UK's DFID made ten-year commitments to Sierra Leone, Afghanistan, Ethiopia and Rwanda.³⁶

STRENGTHENING EDUCATION FINANCE IN CÔTE D'IVOIRE

In the 1980s, Côte d'Ivoire's schools – and educational performance – were among the best in the region. When the conflict started in 2002, spending on education dropped sharply. School enrolment figures also plummeted to below 50%.

Although education spending and enrolment rates have since risen, fewer than half of primary-age children complete primary school. There are other concerns about the effectiveness of the education system. One-third of children who complete school cannot read or write. And large

numbers of children have to repeat a year's schooling – the primary repetition rate in 2007 was 22%.

Government financing of education

Although 22% of government budget goes on education (the FTI recommended minimum for countries to invest is at least 20%), there is a severe shortfall. As a result, more than half of all education spending comes from fees paid by families.

continued opposite

STRENGTHENING EDUCATION FINANCE IN CÔTE D'IVOIRE

continued

Teachers' salaries represent more than 90% of recurrent spending on education, and more than 60% of the total education budget. There is ongoing concern that what remains of the education budget for other recurrent costs, such as school maintenance, school canteens and textbooks, let alone for capital costs, is negligible.

Although the war ended in 2007, schools in the north of the country receive less support for education than many schools in the south. For example, 3,000 schools were chosen to take part in a school subsidy pilot project in 2002, but only those in the south actually received the subsidy. This continues to be the case.

Financing of the education system as a whole lacks transparency in key areas. There is a big gap between the money allocated to education and actual spending. The process for reporting capital expenditure at regional level to the ministry of education is unclear. At local authority level, there is a risk of political considerations influencing decisions about where money is spent. At school level, Save the Children research found that school committees tend not to make public the details of their income and spending.

The government has developed an education plan to address weaknesses in its financial systems. This plan has been commended by donors as coherent and robust. However, there are concerns that it has been a highly centralised

process. In research carried out by Save the Children in 2009, two directors of the government's regional education offices did not appear to be aware of the new action plan.

Donor funding

The weak systems for education financing have led donors to decide that the government is not eligible for direct budget support for the education sector. Instead aid is largely project-based. This has resulted in a lack of overall coordination of donor initiatives. In addition, each donor has its own financial arrangements, rather than using – and strengthening – national systems.

The World Bank, for example, is one of the biggest donors to education, with a \$50m education project (consisting of school construction, teacher training, textbook printing and dissemination, policy support and capacity development). This project is overseen by the Ministry of Education, but World Bank regulations are used for all procurement.

The immediate concern is that this project finishes in August 2010. A request for education funding is being made to the FTI, possibly by June 2010. Nevertheless, even if the request is successful, it may still take a year, if not more, for funding to come on stream. Donors will need to help fill this funding gap.

This case study is drawn from a Save the Children report (2009) 'Education Financing in Côte d'Ivoire: Opportunities and Constraints'.

USING DIFFERENT AID MODALITIES TO SUPPORT EDUCATION IN CAFS

Donors are looking at different ways to engage with countries and disburse increased aid to support education. There is a range of ways in which donors have funded and can fund education – through general or sector budget support, through multi-donor trust funds or pooled funding, through social funds, or through project support. NGOs can also play an important role in supporting education, building local or national capacity and improving quality. Internationally, the Education for All – Fast Track Initiative (EFA-FTI) is the main global mechanism for supporting education, with the UNICEF Education in Emergencies and Post Crisis Transition Programme also playing a critical role.

In CAFS, it is important to address both immediate education needs *and* to build systems for sustainability in the longer term through a mix of aid modalities that are appropriate to the context and needs.³⁷ In protracted crises and where countries have been dependent on humanitarian aid, there is frequently a reliance

on NGO projects. Due to funding, logistical or capacity constraints, these may meet immediate urgent needs, but may be small-scale and fragmented. The Education Cluster approach is helping to improve coordination between humanitarian agencies and the government, and provides a route to link with development agencies. In these contexts, lack of government capacity and the need to scale up services rapidly often means third parties are needed to deliver services in the short term, and possibly for the medium to longer term.

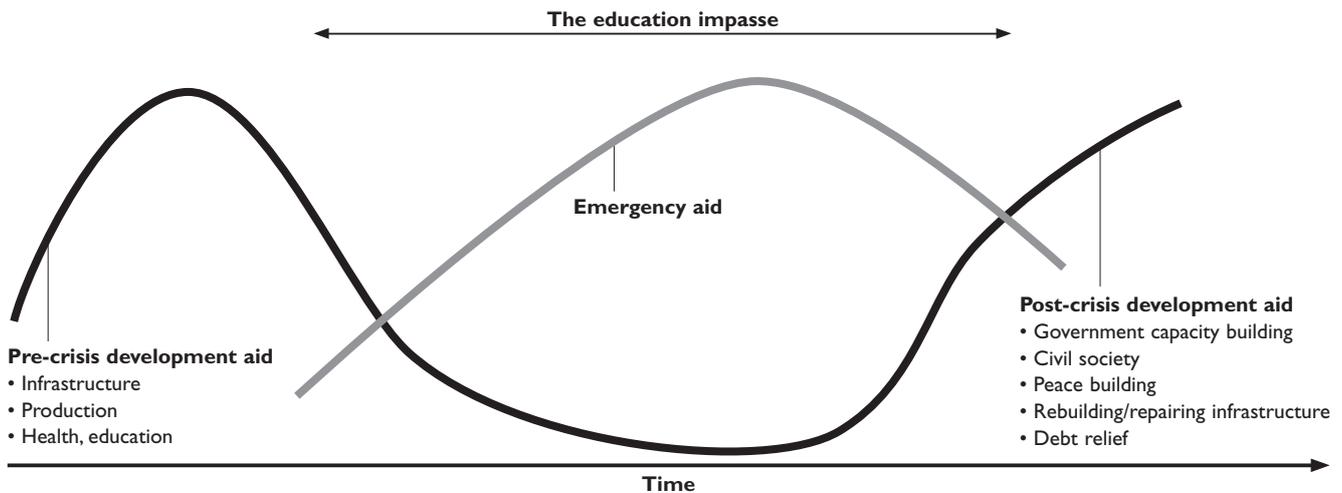
Ensuring that projects work closely with government is vital in building capacity and sustainability. In Afghanistan, international and national NGOs have been important partners of the Ministry of Education, working alone or through provincial and district education departments, to support delivery of services to increase access to education.³⁸ The Afghanistan Reconstruction Trust Fund has been used to pay salaries for the expanding teaching force.

The gap between humanitarian aid and development assistance

As countries emerge from conflict – just at the point when they need and can use it most³⁹ – aid levels may dip. One reason for this can be lack of coordination (including within donors and NGOs); another is the absence of a common funding mechanism to bridge the gap between humanitarian aid and development assistance to education. A recent analysis of Transition Financing Procedures and Mechanisms⁴⁰ found that humanitarian and development funding

needs to be less compartmentalised. There should be more of a focus on supporting actual objectives and, according to the International Development Association, “appropriate tools and instruments from development and humanitarian modalities should be used in a funding ‘mix’ that allows for programming to meet the goals of the transition.”⁴¹ In addition, donor policies and procedures need to change so that there are improved incentives for joint working across the transition.

Addressing these issues is particularly key for education. The diagram on page 53 represents a

Figure 6: The education impasse

Source: International Development Association (2007) Operational approaches and financing fragile states⁴²

traditional, if simplified, view of funding that can be observed in some crisis situations. Pre-crisis, there may be reasonable levels of development aid including for education, which drop off as the crisis or conflict takes hold and humanitarian aid increases. Post-crisis, humanitarian aid decreases, while development aid increases again. The impact of this transition between development and humanitarian funding can cause an 'education impasse', which can have a devastating impact on education and can last several years if not decades. This is caused by three issues:

- Even if education has been supported pre-crisis, there can be a gap in the transition between development and humanitarian aid, and vice versa, as for other sectors, due to a lack of effective transition mechanisms.
- Education receives a low level of humanitarian aid. Even though humanitarian aid to education increased from \$112m in 2006 to \$176m in 2009,⁴³ an average of just 1.8% was allocated to education over this period. This is less than half of the 4.2% educational need calculated from consolidated appeals processes (CAPs), which is in itself likely to be a low estimate. (See Chapter 3 for further information on humanitarian funding for education in emergencies.)

- Children in CAFS are also more reliant on humanitarian aid – 12% of aid compared with 2% in other low-income countries. Some countries remain dependent on humanitarian aid for a long period of time. For example, in Chad humanitarian assistance has been between 44% and 58% of total Official Development Assistance (ODA) for the past four years, while the DRC has received around 40% of total ODA in the form of humanitarian assistance since 2004.

Therefore, during the crisis period, with low levels of humanitarian aid to education, the fact that this period may go on for several years can leave education with little support. When development aid starts to flow, it can take years to get the education system up and running.

In addition to the challenges identified above and elsewhere⁴⁴ – providing sufficient resources, using appropriate modalities to meet immediate education needs and long-term plans, having long-term predictable commitments *and* coordinating humanitarian and development aid – there is a need to put in place a viable international aid architecture for education.

REBUILDING THE EDUCATION SYSTEM IN SIERRA LEONE

Since the end of the conflict in Sierra Leone in 2002, the government has been committed to education as a core pillar in rebuilding the country's social and economic infrastructure. In 2009, funding for education accounted for 21% of recurrent government spending.⁴⁵ The government's Education Sector Plan provides a clear framework for education management and financing, which has been endorsed by the Fast Track Initiative (FTI).

However, the country is faced with a huge shortfall in education funding. The total recurrent spending gap to implement the education plan over a nine-year period (2007–15) was estimated at \$254 million.⁴⁶ So far, \$13.9m has been pledged by the FTI.

Education financial management is one of the biggest obstacles. The UK's Department for International Development (DFID), Sierra Leone's biggest bilateral donor, is working to help ensure the teachers' payroll becomes more transparent and accountable (a 'teacher verification' exercise financed by DFID in 2008 uncovered 'ghost' teachers and even 'ghost' schools on the payroll⁴⁷).

Devolving powers

Partly in an effort to address problems of transparency and accountability, central powers over public services were transferred to local authorities under the 2004 Local Government Act.

Decentralisation has not been without some problems for the education sector. Discrepancies

between the Education Act 2004 and the Local Government Act 2004, have led to confusion over where responsibility for management, monitoring and delivery of education sits.

At the same time, authorities are still unclear about how budget grants from central government are calculated. For example, in 2009, Freetown – which has 255 primary schools – was allocated 9,187m leones (\$2.3m), whereas Kailahun – a poor, rural district in the east of the country with 325 primary schools – was allocated 4,346m leones (\$1.1m).

Nevertheless, devolution has brought improvements and promising developments in budget monitoring and accountability on issues like the school fee subsidy. Previously, many schools were not receiving the school fee subsidy, and monitoring systems were inadequate. There were also concerns about the inflation of the school roll. Since management of the fee subsidy has been devolved, it is generally believed that the list of schools, which has been updated by local councils, is more comprehensive, and that most schools now receive the subsidy. In Kailahun, local organisations are monitoring financial flows like the fee subsidy.

Another move to increase accountability in the system has been the creation, through the 2005 Budget and Accountability Act, of District Budget Oversight Committees. The system is far from perfect, and there are improvements to be made, but the committees provide an important mechanism to check expenditure in schools – and other public bodies.

continued opposite

REBUILDING THE EDUCATION SYSTEM IN SIERRA LEONE *continued*

International aid for education

Sierra Leone was one of the first fragile states to attract FTI funding. After the education sector plan was endorsed by the FTI in 2007, a pooled fund, which brings together government and donors, was set up to channel the aid. The Education Sector Support Fund (ESSF) is managed by the Ministry of Education, overseen by the Ministry of Finance with support from UNICEF, and supervised by the World Bank.

Although \$13.9m was approved for the period 2007–09, the first tranche of that aid – \$3m – was only transferred to the ESSF in the last

quarter of 2009. The delay in getting aid money through provides a clear example of how the design of the FTI is poorly aligned with the needs of fragile states.

However, now that the ESSF is established and operational, it is expected that more funding will follow, as donors become more confident that the ESSF is an effective instrument for education financing. To date, UNICEF and DFID have channelled funds through the ESSF for the teacher verification exercise in 2008. And, encouragingly, at the end of 2009 the Swedish government transferred funding for basic education to the ESSF.

This case study is drawn from a Save the Children internal report on Education Financing, Governance and Accountability in Sierra Leone, March 2010

A RENEWED GLOBAL AID ARCHITECTURE FOR EDUCATION

“Effective multilateral approaches to aid can play a vital role in supporting conflict-affected countries. Such mechanisms enable bilateral donors to pool resources and risk, and to avoid having to create their own delivery systems. One problem with the global aid architecture is the lack of a single unified multilateral framework for education through which donors can channel resource to conflict-affected countries.”

UNESCO (2010) *Education for All Global Monitoring Report 2010*⁴⁸

Recent trends in funding to CAFS by the Fast Track Initiative

In recent years, donors, individually and collectively, have preferred to fund countries that have a good track record, have demonstrated their commitment to the MDGs – for example, by producing poverty reduction strategy papers (PRSPs) – and have the systems in place to disburse funds and monitor spending. As a result, only ten out of 28 CAFS (some of the countries most in need) have met the criteria for the EFA-FTI, established in 2002 to accelerate progress towards achieving universal primary education by 2015. Of these, only seven (Cambodia, Central African Republic, Ethiopia, Nepal, Rwanda, Sierra Leone and Timor Leste) have been allocated funding via the Catalytic Fund, the main funding mechanism of the FTI aimed

specifically at providing short-term funds to help countries establish a good performance record and attract longer-term funding. Seven more CAFS are expected to be endorsed by the end of 2010.

While it is encouraging that more CAFS look likely to be endorsed by the FTI, and that the FTI has strengthened its dialogue with some CAFS – such as Afghanistan, the DRC and Côte d'Ivoire⁴⁹ – it has failed to provide a coherent and consistent approach to supporting these countries. For example, three of the FTI-endorsed CAFS – Sierra Leone, Haiti and Central African Republic – have each gone through a different process to access funding from the Catalytic Fund, including waiting for the Education Transition Fund to be established (which did not happen). In Liberia's case, its plan was endorsed but it did not receive Catalytic Funding with its May 2007 application because the plan was judged not to meet the minimum standards required to access funding. However, outside of the FTI, UNICEF, using the Netherlands funding and a contribution from the Open Society Institute foundation, launched the Liberia Education Pooled Fund in May 2008 with \$16.25m.

The FTI's recent flexible and speedy response to the tragic January 2010 earthquake in Haiti has also been encouraging. An FTI grant of \$22m was approved for Haiti in September 2009 and, given the devastating impact of the earthquake, the FTI Secretariat restructured the grant so that the funds were immediately available to respond to the needs of the education system. In the short term, the grant will be able to support temporary school facilities and school feeding.⁵⁰ In these exceptional circumstances, the realignment of the grant towards humanitarian needs has been a pragmatic and commendable decision made quickly by the FTI. Realignment of FTI funding for humanitarian needs should be done on a case-by-case basis, with the FTI partnership working to ensure that additional funding is made available to support the long-term rebuilding (or building back better) of the education sector.

Principles underpinning a renewed education aid architecture

The FTI's 2009 external mid-term evaluation illustrated some encouraging findings and some shortcomings, including the critique that the original framework focused on 'good performers' and left out the countries with the greatest needs, including many CAFS.⁵¹ It also noted that the FTI has not met expectations with respect to mobilising additional funds for basic education or holding donors accountable for their part of the FTI compact. One of the conclusions of the evaluation was that the "FTI should be thoughtfully redesigned and reinvigorated, building on its strengths, to become a more effective partnership in pursuit of the EFA objectives."⁵² In order to broaden the donor base, increase available finances and improve delivery mechanisms, proposals are currently being put forward for a new (or renewed) aid architecture that would provide flexible, rapid and long-term funding – particularly to those countries furthest from achieving universal primary education, that is, to CAFS.⁵³

Save the Children believes that a new global aid architecture must evolve from the FTI – building on the strengths of the FTI, but addressing its weaknesses. The new global aid architecture also needs a recognisable 'education' brand, which may mean renaming the FTI.

Save the Children considers that the following principles must underpin a renewed and successful global aid architecture for education:

1. **Democratic governance** – the governance structure must be democratic, allowing equal voice to donors, developing country governments, civil society and other FTI stakeholders both at global and country levels.
2. **Independence** – governance and operational structure must be independent, and in particular independent of the World Bank. One solution is for the World Bank to remain trustee of the FTI funds responsible for treasury and investment

management. However, choice of local funding agency and supervising entity would be by the FTI board, and local partners would not be burdened with the financial management systems and procedures of the World Bank. This would bring the trustee arrangements in line with other global funds, such as The Global Fund to fight AIDS, TB and Malaria and GAVI (the Global Alliance for Vaccines and Immunisation).

3. **Wider agenda than just primary education** – the renewed global aid architecture for education must promote and support a full education-for-all agenda, including ECCD and interventions for young people who, in conflict situations, may have missed out on education for years. The FTI mid-term evaluation⁵⁴ also proposed that a narrow focus on primary education may be less appropriate in fragile states where secondary education and adult learning can play an important role in addressing causes of fragility.
4. **Ambitious and adequately resourced** – the renewed FTI has to be ambitious enough to play its role in supporting a scale-up of education resources to meet the \$16.2bn annual financing needs. This needs to be done through the current pool of bilateral and multilateral donors and by increasing accountability for those donors to deliver on commitments. In addition, funding sources need to be diversified to support the fund. This could include enabling foundations, private donors, new and emerging donors and innovative financing to form part of, and contribute to, this global fund of resources for education.
5. **Inclusion of those countries most in need** – CAFS⁵⁵ – through:
 - a ‘one process, one fund’ approach that adopts a continuum approach to meet countries where they are, utilises the Progressive Framework and allocates funding based on need – and rewards good performance based on progress against mutually agreed, context-specific outcomes;

- working with CAFS in an appropriate way, including engaging with partners other than the government, identifying the ‘best-fit-for-progress’ partner, and using different supervising entities where the World Bank is not best placed to fulfil that role. For example, in Madagascar, UNICEF will be the Supervising Entity, as the World Bank has suspended its operations. UNICEF will implement and manage the \$15m agreed programme.⁵⁶

THE WAY FORWARD

For countries in conflict – many of which go in and out of crisis – maintaining education funding is crucial to building future peace and stability.⁵⁷ Parents, especially those who are poorest, cannot and should not finance an education system. National governments need (and need to be seen) to increase their collection and allocation of domestic resources.

Increased external resourcing is also required. There is no one approach to financing education that will fit all CAFS. A mix of mutually-supportive aid modalities is likely to be required, as different contexts require different approaches. Yet it is clear that donors need to make more concerted efforts to explore innovative financing options and to examine how existing modalities can be modified to suit the needs of conflict-affected fragile states. And the global aid architecture needs to be fit for purpose and supportive to CAFS – with donors able to pool funds, reduce risk and provide the much-needed resources through appropriate modalities to governments.

TERI PENGLLEY



An afternoon class for children who have to work in the morning at Ntoroko Primary School, western Uganda.

CONCLUSION AND RECOMMENDATIONS

It is now only five years until the target date for achieving the Millennium Development Goals – including MDG 2 to ensure that children everywhere, girls and boys, are able to complete a full course of primary schooling. While impressive achievements are being made in reducing the global number of out-of-school children, not enough is being done to overcome the particular barriers facing children in conflict-affected fragile states (CAFS).

All children have the right to a good-quality education – regardless of the situation they are born into. They also have the right to grow up free from fear. Save the Children is calling on all those with responsibility or influence to join in making a concerted effort to get children in CAFS into school by 2015, and to provide the measures and resources that will enable them to grow up in a safe and stable environment.

For many children, the world is becoming a more dangerous rather than a safer place, and the global financial crisis will force many into even deeper poverty. Education is one of the greatest drivers of peace and economic development; it is an investment the world cannot afford to miss.

RECOMMENDATIONS

To enable children living in CAFS to complete their education with the best learning outcomes, Save the Children will continue to focus on education in CAFS and emergencies, and is calling on governments, donors and other NGOs to:

1. Increase educational opportunity for the poorest and most disadvantaged children in conflict-affected fragile states (CAFS)

- Start early – improve early childhood care and development opportunities for very young children, including healthcare and nutrition interventions that promote learning and development
- Invest in social protection measures, such as cash transfers or provision of food, to assist children living in extreme poverty
- Provide flexible and alternative education opportunities, such as accelerated learning programmes, so that older children can catch up and return to formal schooling or gain vocational training
- Promote education provision and practice that is equitable and inclusive.

2. Focus on teachers and teaching quality

- Develop and support long-term strategies for teachers and teaching practice that include recruitment, pre- and in-service training, and professional development
- Provide regular, sufficient remuneration for teachers, including incentives to work in the poorest and most remote areas.

3. Increase relevance and purposefulness of education

- Ensure curricula are relevant and appropriate to the specific needs of children living in CAFS and that they promote peace
- Recognise the role local languages play in enabling or preventing children from learning; increase the amount of local-language teaching and introduce additional languages in a gradual and structured way

- Use assessment mechanisms that are adapted to local and national learning priorities, and that focus on improving the learning process as well as learning outcomes
- Work with children, parents and local communities to overcome divisions, and promote schools as responsive local resources.

4. Protect education from attack

- Promote protective and inclusive learning environments, including through teacher training in children's rights, child protection, non-violent teaching methods, and codes of conduct
- Develop specific guidance on primary school curricula that promotes peace, with reference to human rights, humanitarian law, citizenship and life skills
- Identify education establishments as privileged sites (like hospitals and religious buildings) and prohibit the use of educational buildings for military purposes
- Recognise and enforce national, regional and international legal standards (including the Optional Protocols to the UN Convention on the Rights of the Child), prohibiting the military recruitment of children under the age of 18, including from schools
- Maintain separation between political, military and humanitarian activities, as required of donors under the principles of Good Humanitarian Donorship¹
- Establish attacks on schools as a trigger for action, along with each of the other grave violations under the UN Security Council Monitoring and Reporting Mechanism (MRM)
- Ensure that education – including a commitment to universal access, improved quality and political neutrality – is included in all peace agreements.

5. Address the increasing threat of emergencies

- Include emergencies in education work – and education in humanitarian work – in both policy and practice

- Increase humanitarian aid for education to 4.2%, in line with need
- Recognise the role of education in disaster risk reduction (DRR) – in reducing the damage caused by disasters, reducing the future risks to children, and helping children to prepare for the effects of climate change
- Increase accountability, preparedness and coordination of the education response in an emergency through the Education Cluster
- Promote quality of education in emergencies through the use of the Minimum Standards published by the Inter-Agency Network for Education in Emergencies.

6. Increase the financing of education in CAFS

- Ensure allocation of 20% of national budget to education
- Ensure education is free to enable all children, even the poorest, to be able to get a basic education
- Promote civil society involvement in the development and monitoring of budgets
- Increase international aid to meet the \$16.2bn annual financing requirement for basic education needs in low-income countries
- Ensure at least 50% of new basic education aid reaches CAFS
- Use mechanisms and delivery channels that address immediate education needs and build long-term sustainability
- Increase predictability and reduce volatility of aid to CAFS through longer-term, multi-year commitments
- Reform the FTI to an independent, democratic and fully resourced global financing mechanism(s) for EFA that address(es) more inclusive governance (donors, developing countries and civil society), country-driven solutions, transparency, and mechanisms to include support to CAFS
- Ensure consistent policies and mandates as well as mechanisms to support education in humanitarian and development contexts, and the transition between the two.

APPENDIX: AID ANALYSIS METHODOLOGY AND SUMMARY OF DONOR DATA

BACKGROUND AND CONTEXT

Since 2006, Save the Children has been monitoring and reporting on education and basic education aid committed by the international community to conflict-affected fragile states (CAFS). The inequalities in aid distribution and the low levels of humanitarian aid going to education led Save the Children to believe that, unless these inequalities were addressed, children in CAFS and emergencies would never have an equal chance of getting an education.

Save the Children has published this data in the *Last in Line, Last in School* series of reports in 2007, 2008 and 2009,¹ and engaged in discussions with individual donors and the Education for All – Fast Track Initiative (EFA-FTI). While Save the Children has noted increasing engagement and political will to engage with CAFS, there is still a lack of aid for education for the majority of countries.

This section provides an overview of the methodology used in this report to analyse development and humanitarian aid (which is the same as that used in the *Last in Line, Last in School* reports) and a summary of the data. The overall donor profile on page 63 summarises the key trends in data in 2010. On page 64, the comparative table provides an overview of donor performance in relation to key indicators. The table also provides comparable statistics illustrating the key changes that have taken place in donors' support to CAFS since the publication of the first *Last in Line, Last in School* report in 2007 (Save the Children, 2007). Individual donor profiles can be found online at www.savethechildren.org/onlinelibrary

METHODOLOGY

Country classification

In order to analyse education issues in those fragile states that are also affected by conflict, Save the Children established a list of 28 conflict-affected fragile states (CAFS) in 2007:²

Afghanistan, Angola, Burundi, Cambodia, Central African Republic, Chad, Colombia, Republic of the Congo, Côte d'Ivoire, Democratic Republic of Congo, Eritrea, Ethiopia, Guinea, Haiti, Iraq, Liberia, Myanmar (Burma), Nepal, Nigeria, Pakistan, Rwanda, Sierra Leone, Somalia, Sri Lanka, Sudan, Timor Leste, Uganda and Zimbabwe.

For purposes of comparison, the external financing of CAFS is compared with a group of 31 'other low-income countries':

Bangladesh, Benin, Bhutan, Burkina Faso, Comoros, Gambia, Ghana, Guinea-Bissau, India, Kenya, Democratic Republic of Korea, Kyrgyz Republic, Lao PDR, Madagascar, Malawi, Mali, Mauritania, Mongolia, Mozambique, Niger, Papua New Guinea, São Tomé and Príncipe, Senegal, Solomon Islands, Tajikistan, Tanzania, Togo, Uzbekistan, Vietnam, Yemen and Zambia.

Data sources

This report relies on data compiled by the Organisation for Economic Co-operation and Development (OECD). The data was accessed from the OECD Creditor Reporter System (CRS),³ an online database that gives detailed information on aid activities.

The CRS does not publish the breakdown of humanitarian aid by sector. In order to analyse humanitarian aid to education, this study therefore refers to the UN Office for the Coordination of Humanitarian Affairs (OCHA) Financial Tracking Service.⁴

Methods

To obtain an accurate profile of Official Development Assistance (ODA) flows supporting the education sector, the analysis takes into account reported education ODA *and* general budget support, which is crucial for the development of education systems. The FTI Secretariat (2006) suggests that between 15% and 25% of general budget support benefits the education sector. This report accounts for 20% of general budget support as being allocated to the education sector.

Basic education aid⁵ in this report includes reported basic education ODA *and* 10% of budget support *and* one-third of 'Education – Level Unspecified'.

Assuming that 50% of the budget to education is allocated to primary education (in line with the FTI benchmark), it would represent around 7.5% to 12.5% of total general budget support. Therefore, an average of 10% general budget support is included in basic education aid. One-third of the category 'Education – Level Unspecified' (which accounts for education sector budget support) is also included, in line with the Global Campaign for Education (2006) recommendations.

To calculate the contribution of each donor to their fair share of the annual external financing requirement this report includes basic education aid and an imputed share of basic education aid via multilateral organisations for each donor.

Data presentation

As amounts committed to education aid are likely to fluctuate over time, they are analysed here over several years in order to examine trends in donor behaviour. Where average commitment figures are used, these are based on commitment data for the period 2006–08. Aid data are presented based on the calendar year, and all ODA figures are adjusted for inflation – expressed in 2007 US dollars. Humanitarian aid flows to education are stated as averages over the period 2006–09, and recorded in current US dollars.

SUMMARY OF DONOR DATA

All donors 2010

9% ODA to education

36% education aid to basic education

At \$12.2 billion, education commitments to developing countries are at their highest recorded level, but aid to basic education is only just over a third of this, \$4.6 billion, and well below the estimated \$16.2bn a year required. The share of education aid allocated to all low-income countries has dropped, and CAFS continue to receive a low share overall. Donors must step up their commitments by:

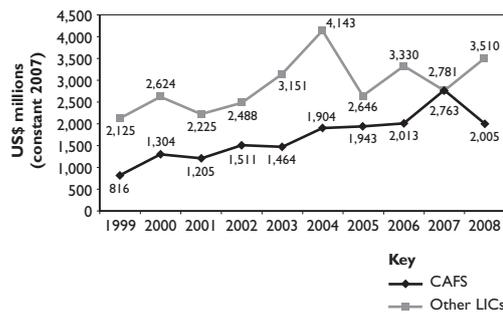
- increasing aid to basic education to reach the required \$16.2 billion a year to achieve basic education for all by 2015
- increasing allocations of education and basic education aid to CAFS – based on the needs in these countries CAFS should receive at least 50% of basic education commitments
- giving increased priority to education in CAFS to ensure education is a central part of donor support. At the moment 10.3% of aid to other LICs goes to education but only 5.3% in CAFS
- including education as part of humanitarian policy and response. Levels of humanitarian aid to education remain below levels of need (4.2%) identified in the Consolidated Appeals Process.

Prioritisation of education (% ODA to education):
5.3% in CAFS
10.3% in other LICs

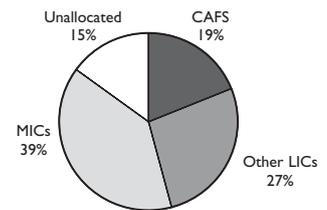
Humanitarian aid to education:
1.8%

Top 3 recipients of education aid (US\$ millions):
China 749
Indonesia 590
India 447

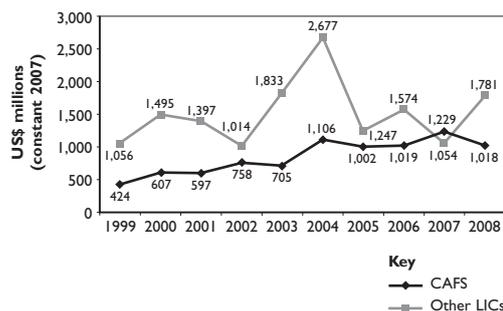
Education aid commitments



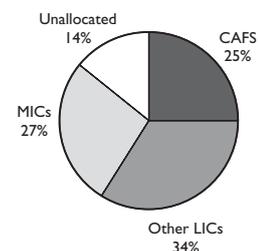
Distribution of education aid (average 2006–08)



Basic education aid commitments



Distribution of basic education aid (average 2006–08)



Comparative table assessing donor performance and progress

This table provides an overview of donor performance in relation to key indicators, and provides comparable statistics illustrating the key changes that have taken place in donors support to CAFS since the publication of the first *Last in Line, Last in School* report in 2007.⁶

Country	Fair share contribution to UPE financing requirement	Overall % ODA to education in CAFS		Distribution of education aid: CAFS % share		Distribution of basic education aid: CAFS % share		Humanitarian aid to education (%)	
	Avg 06–08	Avg 03–05	Avg 06–08	Avg 03–05	Avg 06–08	Avg 03–05	Avg 06–08	Avg 03–06	Avg 06–09
All donors	–	4	5	18	19	23	25	1.5	1.8
Australia	40	1	3	2	4	3	7	6	4.0
Austria	15	1	1	5	6	15	9	0.3	0.8
Belgium	33	4	10	24	30	32	58	1.4	1.7
Canada	36	4	8	10	27	9	19	2.7	0.7
Denmark	41	12	7	24	42	36	58	3.8	4.9
Finland	35	11	10	22	28	33	34	1.7	0.7
France	35	5	8	10	10	8	4	0.2	0.3
Germany	25	4	5	11	9	14	18	1	0.5
Greece	10	20	21	11	11	8	18	0.2	0.0
Ireland	71	14	11	37	31	39	28	2.8	1.6
Italy	10	2	1	38	21	38	41	2	1.6
Japan	16	2	2	9	10	21	20	4.6	5.9
Luxembourg	66	2	4	2	4	3	10	0	0.1
Netherlands	176	4	11	7	10	4	13	2.9	1.6
New Zealand	64	5	11	3	5	3	3	2.1	2.1
Norway	90	9	6	24	16	25	14	2.5	2.2
Portugal	16	6	18	30	30	62	78	0.7	0.0
Spain	19	5	6	8	9	11	13	0.5	2.5
Sweden	67	6	8	18	31	18	45	2.7	1.2
Switzerland	19	2	2	9	9	8	12	1	0.6
UK	56	3	6	15	28	13	31	1.3	0.2
USA	12	2	3	40	40	49	38	0.4	0.8
European Commission	–	4	3	12	14	21	19	–	3.3
World Bank IDA	–	11	13	32	40	27	36	–	–

ENDNOTES

Introduction

¹ Conflict-affected fragile states (CAFS) are those that appear on at least two of the following lists:

1. the Project Ploughshares list of states that experienced at least one armed conflict in the 1995–2004 period <http://www.ploughshares.ca/>
2. those countries classed as ‘critical’ on the Fund for Peace 2006 Failed States Index, which assesses violent internal conflicts, http://www.fundforpeace.org/web/index.php?option=com_content&task=view&id=104&Itemid=324
3. countries classified as either ‘core’ or ‘severe’ on the World Bank’s 2006 Low Income Countries Under Stress list, which categorises countries according to their Country Policy and Institutional Assessment rating http://www.worldbank.org/ieg/licus/docs/licus_fs.pdf.

² Heidelberg Institute for International Conflict Research (2008) Conflict Barometer http://hiik.de/en/konfliktbarometer/pdf/ConflictBarometer_2008.pdf

³ The statistics for Liberia are from Education for All (2010) *Global Monitoring Report*; the statistics for Somalia are from UNICEF (2006) *Somalia MICS*

⁴ Giumbert et al (2008) ‘Back to school in Afghanistan: determinants of school enrolment’, *International Journal of Educational Development* 28, p 423

⁵ Oxfam (2009) *Right to Survive* <http://www.oxfam.org/en/policy/right-to-survive-report>

⁶ Education Policy and Data Centre <http://www.epdc.org> (accessed 19 February 2009)

⁷ 2006 data is taken from UNESCO/UNICEF (2005) *Children out of School: Measuring Exclusion from Primary Education*, UNESCO Institute for Statistics, Montreal, except where indicated

⁸ 2010 data for Afghanistan is from Ministry of Education (2007) *School Survey: Summary report*, table 2, p 21; 2010 data for Angola and Democratic Republic of Congo is from Multiple Indicator Cluster Surveys 2001 and UNICEF calculations; 2010 data for Burundi, Cambodia, Central African Republic, Colombia, Congo, Eritrea, Ethiopia, Guinea, Iraq, Liberia, Nepal, Nigeria, Pakistan, Rwanda, Timor Leste, Uganda and Zimbabwe is from Education for All (2010) *Global Monitoring Report*; 2010 data for Chad is from 2004 Demographic Health Survey; data for Côte d’Ivoire and Somalia is from Multiple Indicator Cluster Survey 2006 and UNICEF calculations; 2010 data for Haiti is from 2005–06 Demographic Health Survey and UNICEF calculations; 2010 data for Myanmar and Sri Lanka is from Education for All (2009) *Global Monitoring Report*; 2010 data for Sierra Leone is from Multiple Indicator Cluster Surveys 2005 and UNICEF calculations.

⁹ UNESCO/UNICEF (2005) and United Nations Development Project (2004) *Afghanistan Human Development Report 2004*, UNDP

¹⁰ UNESCO (2006) *Education for All Global Monitoring Report 2006*

¹¹ The World Bank (2004) *Timor-Leste: Education since independence, from reconstruction to sustainable improvement*

I Overcoming the barriers to education

¹ See map on page 3

² See Introduction, note 1

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5 Financing education in conflict-affected fragile states

¹ Based on the updated financing requirement figures of the 2010 Education for All Global Monitoring Review (GMR) – the average annual financing requirement for the 22 CAFS included in the GMR analysis for basic education is \$9.8bn. This represents 60% of the overall \$16.2bn financing gap for low income countries. In 2008 CAFS received just \$1.0bn in basic education funding which represents approximately one tenth of their annual funding needs.

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²⁰ Note: these are based on \$16.2bn basic education figure, from the 2010 EFA GMR. These figures are not comparable with previous fair shares published by Save the Children as those figures used the \$9bn figure for primary education.

²¹ This information is based on the new data from EPDC and UNESCO and used for the 2010 EFA GMR. As the analysis only included low-income countries only 22 out of the 28 CAFS are included in the analysis. However, these 22 countries represent 60% of the \$16bn external financing requirement. The figures used are for basic education, which includes pre-primary, primary education and literacy.

²² Save the Children (2009) *Background paper on trends in donor policies towards conflict-affected countries*, background paper prepared for UNESCO Education For All Global Monitoring Report 2010; UK Department for International Development (DFID) (2009) *Eliminating World Poverty: Building our Common Future*, DFID 2009 White Paper; AusAID (2006) *Background Brief – fragile states, Australian Aid: Promoting Growth and Stability, A White Paper on the Australian Government's Overseas Aid Program*; US Department of State (2009a) *US Commitment to Development Fact Sheet*; US Department of State (2009b) *Congressional Budget Justification for Foreign Operations Fiscal Year 2010*

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²⁴ The global share of basic education aid to CAFS though did reach 27% in 2005–07 so, although the share can seem to be increasing, this is not yet consistent nor at a rate sufficient to redress the inequitable distribution of basic education aid based on need within the next few years.

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³³ *ibid*, p 193

³⁴ UNESCO (2010) *Education for All Global Monitoring Report 2010*, p 241

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³⁶ Department for International Development (DFID) (2005) *Why we need to work more effectively in fragile states*

³⁷ For more information on aid modalities see INEE (2010) *A Guide to External Education Financing in Low Income and Fragile Countries*. This guide provides an analysis of the different types of modalities in order to support governments and civil society in exercising informed choices when selecting a specific modality

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⁴¹ *ibid*, p 6

⁴² International Development Association (IDA) (2007) *Operational approaches and financing fragile states* p 8

⁴³ Data from an analysis of the most recent data available from the OCHA Financial Tracking Service

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⁴⁵ Ministry of Education, Youth and Sports (2009) *2009 Education Sector Review by MEYS Principal Accountant*

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⁴⁸ UNESCO (2010) *Education for All Global Monitoring Report 2010*, p 246

⁴⁹ FTI Secretariat (2009) *FTI Catalytic Fund Annual Status Report*, prepared for the Catalytic Fund Committee Meeting in Rome, November 2009

⁵⁰ FTI Secretariat (2010) *EFA-FTI Newsletter*, Volume 1, Issue 7, February 2010

⁵¹ Cambridge Education, Mokoro Ltd and Oxford Policy Management (2009) *Mid-Term Evaluation of the EFA Fast Track Initiative*, Cambridge Education

⁵² *ibid*, page xi

⁵³ Proposals include: D Bermingham (2010) *Reviving the Global Education Compact: Four Options for Global Education Funding*, Center for Global Development Essay; Oxfam (2010) *Rescuing Education for All: How reform of the Fast Track Initiative should lead to a Global Fund for Education*, Oxfam Briefing Note; Center for Universal Education at Brookings and CfBT Education Trust (2010) *Financing For All: How to include fragile and conflict-affected states in the Education FTI*, Policy Outlook; Global Campaign for Education (GCE) (2009) *The next generation: why the world's children need a Global Fund for Education For All*, GCE Position Paper; The Brookings Institution (2009) *A Global Fund for Education: Achieving Education for All*, Policy Brief #169

⁵⁴ see note 51

⁵⁵ For a more in-depth analysis see R Winthrop, S Ndaruhutse, J Dolan and A Adams (2010) *Financing for All: How to include fragile and conflict affected states in the Education FTI*, Center for Universal Education at Brookings and CfBT Education Trust

⁵⁶ FTI Secretariat (2009) *CF Committee Meeting Minutes*, minutes from the Catalytic Fund Committee Meeting in Rome, November 2009

⁵⁷ Save the Children (2009) *Background paper on trends in donor policies towards conflict-affected countries*, background paper prepared for UNESCO Education For All Global Monitoring Report 2010

Conclusion and recommendations

¹ Principles and Good Practice of Humanitarian Donorship (2003) <http://www.reliefweb.int/ghd/a%2023%20Principles%20EN-GHD19.10.04%20RED.doc> (accessed 19 February)

Appendix: Aid analysis methodology and summary of donor data

¹ Save the Children (2007) *Last in Line, Last in School: How donors are failing children in conflict-affected fragile states*; Save the Children (2008) *Last in Line, Last in School: How donors can support education for children affected by conflict and emergencies*; Save the Children (2009) *Last in Line, Last in School: Donor trends in meeting education needs in countries affected by conflict and emergencies*

² Countries categorised as conflict-affected are those included on the Project Ploughshare list of states that experienced at least one armed conflict between 1995 and 2004, or those classed as 'critical' on the 2006 Failed States Index, which assesses violent internal conflicts. Countries determined as fragile are those classified as either 'Core' or 'Severe' on the 2006 Low Income Countries Under Stress list, which categorises countries according to their Country Policy and Institutional Assessment rating. As data is only provided for nation-states, this list does not include countries experiencing only regional conflict.

³ Accessed January 2010 at: <http://stats.oecd.org/Index.aspx?DatasetCode=CRSNEW>

⁴ Accessed 25 January 2010 <http://ocha.unog.ch/fts/pageloader.aspx>

⁵ The CRS records funding to basic rather than primary education. The CRS definition of basic comprises early childhood education, primary education and basic life skills for young people and adults. As primary education data is not available, basic education is used as a proxy in discussions of commitments and progress toward universal primary education.

⁶ Save the Children (2007), see note 1

THE FUTURE IS NOW

EDUCATION FOR CHILDREN IN COUNTRIES AFFECTED BY CONFLICT

“I welcome this report – both the lessons learned and its recommendations for the future. Without investing in education – particularly for the poorest children and those caught up in conflict – generations of children will continue to live in poverty and we will be subjecting future generations to an unjust and insecure world.”

Ellen Johnson Sirleaf, President of Liberia

More than half of all children who are out of school live in conflict-affected fragile states. What are the challenges to getting them into school? And what needs to be done?

The Future is Now describes how the barriers to accessing education can be overcome, and how education quality can be improved. It looks at how schools in conflict-affected countries can become agents of peace, rather than sites of conflict. And it describes how recognition of education as an emergency response can and must be strengthened.

Financing for education in conflict-affected fragile states is severely inadequate. *The Future is Now* sets out clear recommendations for action to address the urgent educational needs of children in those countries.

Save the Children's Rewrite the Future campaign was launched in 2006 to get children in countries affected by conflict into school. In four years, the campaign has succeeded in getting 1.4 million children into school and improved the quality of education for more than 10 million children.

www.savethechildren.net/rewritethefuture