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With a growing proportion of the world's out-of-school children and adolescents living in conflict-affected countries, education should be a priority for humanitarian and development donors. However, as this paper describes, humanitarian aid systems neglect the education of children and adolescents in countries affected by or emerging from conflict, and more and better targeted aid is needed.

Humanitarian Aid for Education: Why It Matters and Why More is Needed

Four years ago, the Education for All Global Monitoring Report (EFA GMR) focused attention on a 'hidden crisis in education' brought about by armed conflict, a crisis that was receiving insufficient international attention (UNESCO, 2011). Sadly, little has changed. Inefficient humanitarian and development aid systems, together with insufficient levels of domestic financing, are leaving millions of children and adolescents in conflict-affected countries excluded from education. This is holding back global efforts to ensure school access for all. Humanitarian aid does not prioritize education, translating to little funding. The globally agreed target for the minimum share of education in humanitarian aid to be at least 4% needs to be strengthened to ensure funding reaches all children and adolescents affected by conflict. Development aid does not adequately support countries in long-term crises, nor their education sectors. Donors must better target aid according to need.

Education urgently needs to be made a priority in conflict-affected countries. These countries currently have some of the world's worst education indicators. Millions of children and adolescents are being deprived of their right to an education that could transform their lives. Without focusing on conflict-affected countries, the education targets agreed at the May 2015 World Education Forum in Incheon, Republic of Korea, will not be reached by the target date of 2030. Additionally, there is clear evidence that a good quality education is central to reaching many of the proposed Sustainable Development Goals (SDGs); without significant efforts towards

universal access to education, many of these goals will not be achieved (UNESCO, 2014a).

Education, for example, can help prevent conflict. One study showed that doubling the percentage of youth with secondary education from 30% to 60% has the potential to halve the risk of conflict. Another study of 55 countries between 1986 and 2003 indicated that where educational inequality doubled, the probability of conflict more than doubled from 3.8% to 9.5% (UNESCO, 2014a). Education can promote tolerance as well as the global citizenship skills outlined in the proposed SDG targets as important for peaceful and inclusive societies. A good quality education may not be enough to counter extremism, but could play a critical role in helping young people resist recruitment into extremist causes (CGCC, 2013). In a survey of six countries and territories affected by violence, many citizens believed that poor provision and quality of education is one of the drivers of conflict (World Bank, 2011).

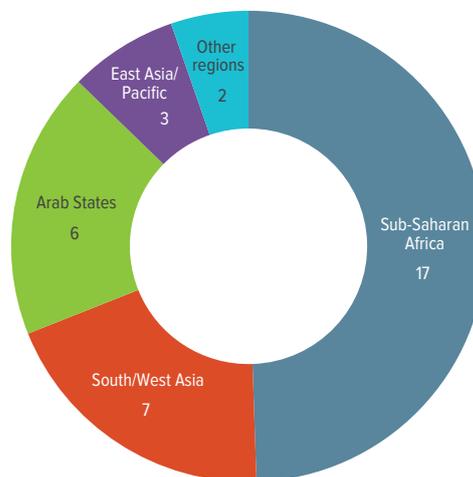
Conflict-affected states are often the furthest away from meeting education goals

The 2015 EFA GMR concluded that in spite of tremendous global progress towards reaching the EFA goals, there remains much unfinished business. Conflict-affected states, in particular, remain off track from reaching many of the goals by 2015. For example just under half of the

world's countries are expected to reach the target of 80% enrollment of pre-primary schoolchildren by 2015; of the 23 conflict-affected countries with data, however, just over one-fifth of countries are expected to reach the target. Similarly, while over half of countries globally are expected to achieve universal primary enrolment, the most prominent of the EFA goals, this falls to just over one-third for conflict-affected countries (**Figure 1**).

In terms of reducing the number of out-of-school children and adolescents, tremendous progress was achieved after 2000, which then stalled in 2008. This left 121 million children and adolescents out of school in 2012, of which 33.8 million were in conflict-affected countries; half in sub-Saharan Africa (16.7 million), followed by South and West Asia (6.6 million) and the Arab States (6.2 million) (**Figure 2**). Of this group of children and adolescents, 70% live in countries in protracted crisis.¹

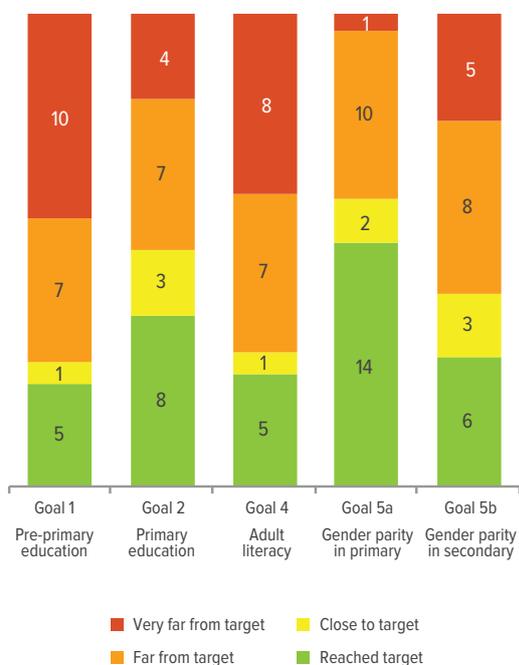
Figure 2: Half of all out-of school children and adolescents in conflict-affected countries are found in sub-Saharan Africa
Out-of-school children and adolescents by region, 2012 (millions)



Source: UNESCO Institute for Statistics (UIS).

Figure 1: Despite progress, many conflict-affected countries remain off track in reaching the EFA goals by 2015

Number of conflict-affected countries expected to reach EFA goals by 2015



Source: EFA Global Monitoring Report team analysis (2015), based on Bruneforth, 2015.

As more and more children globally are entering and completing primary schooling, the proportion of children who are out of school has become increasingly concentrated in countries affected by conflict. The global share of out-of-school primary-aged children living in conflict-affected countries increased from 30% in 1999 to 36% in 2012 (**Box 1**). Within the Arab States, this proportion rose from 63% in 1999 to 87% in 2012 and in South Asia, the share doubled from 21% to 42%. In sub-Saharan Africa, however, where large numbers of children are also out of school in non-conflict areas, it stayed constant at around 35% (UNESCO, 2015a).

GMR analysis, based on the most recent household survey data from low and middle income countries, shows that children in conflict-affected countries are more than twice as likely to be out of school compared with those in countries not affected by conflict; similarly, adolescents are more than two-thirds more likely to be out of school. In conflict settings, children and adolescents are also more likely to leave school early. While on average 75% of children in countries not affected by conflict complete their primary education, only 58% of those in conflict-affected countries do so. A similar gap exists for secondary education: 55% of enrolled children in

1. These are defined as countries within which a significant proportion of the population is vulnerable to death, disease and disruption of livelihoods over a sustained period of time.

Box 1: Methodology for estimating conflict-affected states and regions

The 2011 EFA GMR recognized that defining conflict is not an exact science. For the purposes of estimating the number of children living in conflict-affected countries, the report developed a list of these countries drawing on analysis by experts from the Peace Research Institute Oslo and Uppsala Conflict Data Program. In 2011, GMR calculations included all out-of-school primary-aged children in conflict-affected countries except in four large countries which were considered by separate states or regions: India, Indonesia, Nigeria and Pakistan.

In our most recent calculation featured in the 2015 EFA GMR, three more large countries were added to the list: the Democratic Republic of Congo, Ethiopia and the Philippines. Given that the Democratic Republic of Congo and Ethiopia have large numbers of out-of-school primary-aged children in areas not directly affected by conflict as well as in conflict settings, this resulted in a reduction in the estimated proportion of out-of-school children in conflicted-affected countries globally.

The 2015 EFA GMR identified 33 conflict-affected countries in 2012, 13 of which are in sub-Saharan Africa, 6 in South and West Asia and 7 in the Arab States, and 25 of which are in protracted crises.

Sources: UNESCO, 2011; UNESCO, 2014b

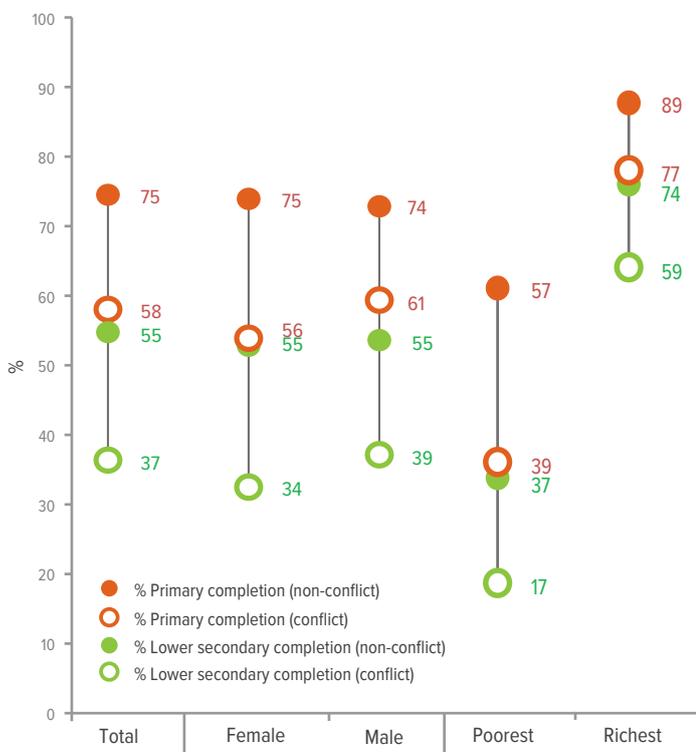
countries not affected by conflict complete lower secondary education compared with just 37% in conflict-affected countries (**Figure 3**).

Inequalities in children's access and progression through schooling systems are exacerbated in conflict settings. GMR analysis shows that while poverty hampers children's access and progression through schooling systems in low and middle income countries, it is more pronounced in conflict settings. In countries not affected by conflict, 57% of children from the poorest households complete primary schooling compared with 89% of children from the richest households: in conflict-affected countries the gap between the poorest and richest widens, with just 39% of the poorest children completing primary schooling compared with 77% of the richest. And just 17% of children from the poorest households in conflict-affected countries complete lower secondary education compared with 37% of the poorest children from non-conflict settings (**Figure 3**). Within countries, such disparities are also evident. In Ethiopia, the educational outcomes of children with the same demographic, health and socioeconomic characteristics are much worse if they live in conflict-affected areas; for example, they are 15% more likely to have never attended school and 21% less likely to have completed primary schooling than those living in areas not affected by conflict.

GMR analysis indicates that conflict also exacerbates gender disparities: girls are almost two and a half times more likely to be out of school if they live in conflict-affected countries, and young women are nearly 90% more likely to be out of secondary school than their counterparts in countries not affected by conflict. There are also dangers for girls in schools in conflict situations, for example, the disproportionate targeting of girls' schools during the Afghanistan war or the kidnapping of 200 Nigerian schoolgirls in April 2014. School-related gender-based violence is amplified in communities where conflict and poverty are pervasive. Direct attacks on schools and elevated levels of sexual violence create an atmosphere of insecurity that leads to a decline in the number of girls attending school (UNESCO, 2015b).

Quality education requires trained teachers in the classroom, but deploying teachers to conflict zones is difficult because of the

Figure 3: Completion rates are lower in conflict-affected states
Primary and lower secondary completion rates, by country conflict status



Note: Unweighted averages have been used for 25 conflict-affected countries and 65 countries not affected by conflict. For seven countries where conflict is restricted to particular areas, national averages have been used rather than those areas restricted to conflict.

Source: EFA Global Monitoring Report team analysis (2015) based on Demographic and Health Survey, Multiple Indicator Cluster Survey and national household survey data for 90 low and middle income countries.

dangerous working conditions, particularly as schools and teachers are sometimes attacked (UNESCO, 2011). Refugee camps also face an acute shortage of teachers, such as the Dadaab settlement near the Kenya–Somalia border, where the vast majority of teachers are recruited from within the camps and lack formal training and qualifications (UNESCO, 2014b).

Education funding in conflict-affected countries is neglected

Conflict-affected countries are spending far below the recommended levels on education. In 2012, just 3.2% of national income was spent on education in 21 of these countries – far below the global average of 5% or the recommended target of between 4% and 6% of national income.

With so many of the world's out-of-school children and adolescents living in conflict-affected countries, investing in education should be a priority for donors. But many countries in protracted crises do not receive enough humanitarian financing. And humanitarian aid appeals do not include sufficient requests for education funding.

Development aid will not make up this shortfall, with just 10% of it disbursed to the education sector in these countries in 2013.

Resources for education in protracted crises often fall outside standard humanitarian funding

The current aid architecture has been widely critiqued for some time: it compartmentalizes activities into humanitarian, development and security aid. This prevents a more holistic approach during the transition periods between the aftermath of a crisis, recovery, and development (OECD, 2012). Many donor approaches have tried to bridge the artificial divide between humanitarian and development responses by funding transition activities such as reconstruction and peace building. However, to date the change has been overtly technical rather than institutional, and little change has been seen on the ground; this makes the objective of shared responsibility between humanitarian and development actors assisting countries in long-standing crises harder to achieve (Bennett, 2015).

Conflict and crises are increasingly protracted in nature. As a result, 90% of countries which had an annual Humanitarian Response Plan (HRP)² in 2014 have had such appeals for three or more years (Bennett, 2015). Humanitarian assistance is therefore shifting and extending into areas of recovery and basic service provision of which education is a core sector; and yet education continues to receive a small and inadequate share of these funds.

Findings from the 2011 EFA GMR estimated that conflicts in low income countries lasted an average of 12 years, longer than most children and youth in these countries would typically spend in school (UNESCO, 2011). There is a danger that the numbers of out-of-school children grow with each year of conflict (Save the Children, 2015). In spite of this, education continues to be neglected in the Humanitarian Response Plans for countries in protracted crises; it is not seen as immediate and life-saving and is downgraded as a priority. Life-saving interventions are typically funded first, despite education being identified as a high priority by crisis-affected people (Poole, 2014).

Development funding does not make up the shortfall

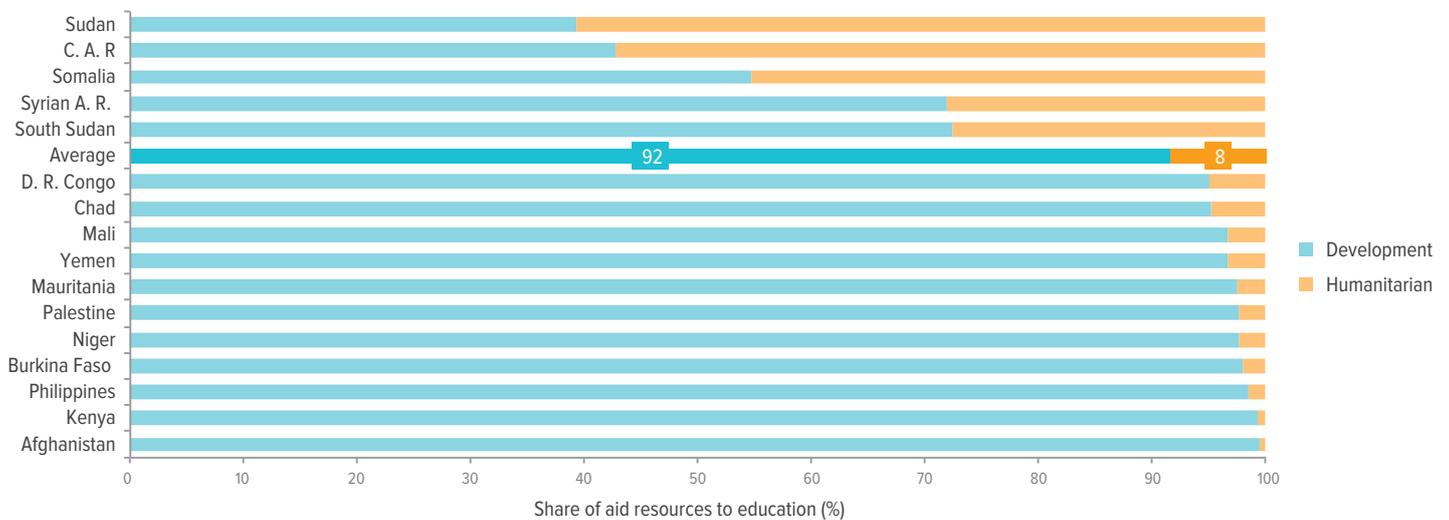
Given the low amount of humanitarian aid spent on education, development funding appears to play a more important role in many countries in protracted crises. In 2013, UNOCHA launched 16 Humanitarian Response Plans, of which eight were for countries in protracted crises. In these countries, an average of just 8% of education funding came from humanitarian funding; the remainder, 92%, was provided by development aid (Figure 4). In the Democratic Republic of Congo, where there has been a Humanitarian Response Plan since 2001, just 5% of resources for education came from humanitarian resources in 2013; this is largely due to poor funding of the education sector's request within the Humanitarian Response Plan. Just 9% of the education sector's funding requests were met; if requests had been met in their entirety then 37% of resources for education would have come from humanitarian resources in 2013.

Exceptions include the Central African Republic, where over half of the country's education

2. These plans have previously been referred to as the Consolidated Appeals Process (CAP), Common Humanitarian Action Plans and Strategic Response Plans

Figure 4: Humanitarian aid makes up a small proportion of all aid resources for education in conflict

Share of humanitarian aid in total aid for countries with Humanitarian Response Plans in 2013



Note: Analysis for humanitarian aid for education does not take into account those resources classified as 'multi-sector' within Humanitarian Response Plans or those that are outside of the Humanitarian Response Plans.
Sources: OECD-DAC (2015); Office for the Coordination of Humanitarian Affairs (2015).

resources come from humanitarian assistance (Figure 4). However, this reflects the very low levels of development aid disbursed to this country in 2013, on the decline from already low levels in 2011. And while most aid for the Central African Republic comes from humanitarian aid, the provided funds made up just 37% of the education cluster's requests. The education sector is losing out from both development and humanitarian resources.

GMR findings show that in spite of education being seen as a development issue, low and lower middle income countries in protracted crises receive, on average, less development aid for education than countries not in protracted crises. In 2013, development aid per primary school-aged child was on average US\$15 per child for low and lower middle income countries not in protracted crises, but US\$7 per child in 17 of these countries in protracted crises. Chad received just US\$3 per child in development education aid in 2013, in spite of it receiving 95% of its education aid from development aid sources.

Humanitarian aid appeals continue to neglect education needs

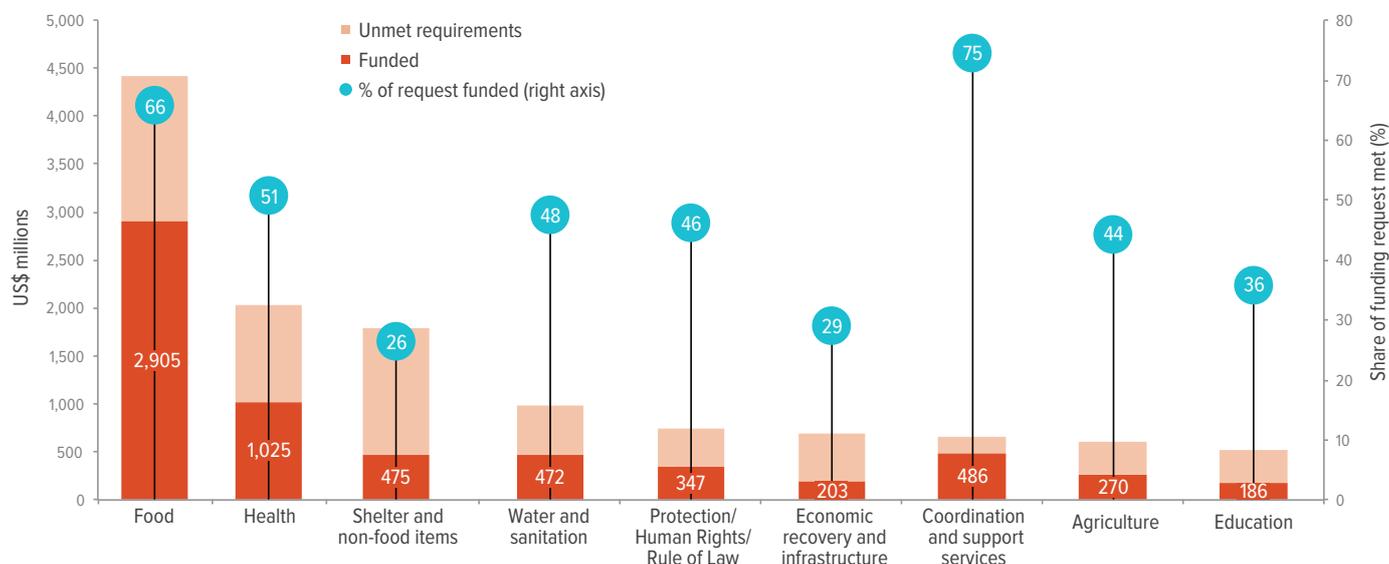
Not only does the education sector have one of the lowest requests for resources in

Humanitarian Response Plans, but it also receives a small share of what is requested – a double disadvantage. In 2014, the education sector's share made up just 2.9% of total humanitarian aid requests. It was the third-lowest request after 'mine action' and 'safety & security of staff and operations'. Furthermore, just 36% of the sector's request was met compared with an average of 60% for all other sectors (Figure 5). As a result, just 2% of humanitarian appeals went to education, which is half the minimum target of 4% agreed by the UN Global Education First Initiative (GEFI) in 2011. Less than 1% of total humanitarian funding was allocated to education for 9 of the 21 appeals that included a request for the education sector in 2014. No funding whatsoever was received for education in 4 of these 9 countries – Burkina Faso, Cameroon, Gambia and Nigeria – despite requests being made and in spite of the large numbers of out-of-school children and adolescents.

The relatively poor funding of education in development aid and humanitarian appeals starkly contrasts with the high prioritization that communities and children place on education in the context of emergencies. A recent study shows that in the Democratic Republic of Congo, Ethiopia, Haiti, Sudan, South Sudan and the Syrian Arab Republic, education fell within the

Figure 5: Education has a double disadvantage in humanitarian aid – a small share of requests and the smallest share of funded requests

Consolidated and flash appeal requests and funding by sector, 2014



Source: Office for the Coordination of Humanitarian Affairs (2015).

top three priorities for adults and was the top priority for children (Nicolai and Hine, 2015). And yet the Humanitarian Response Plans for these countries do not reflect these priorities: the Democratic Republic of Congo has never had more than 36% of its requests for education funded, and year-on-year funding to education as a share of total humanitarian funding has consistently fallen below the GEFI target of at least 4%.

Countries in need are left behind because of funding asymmetry

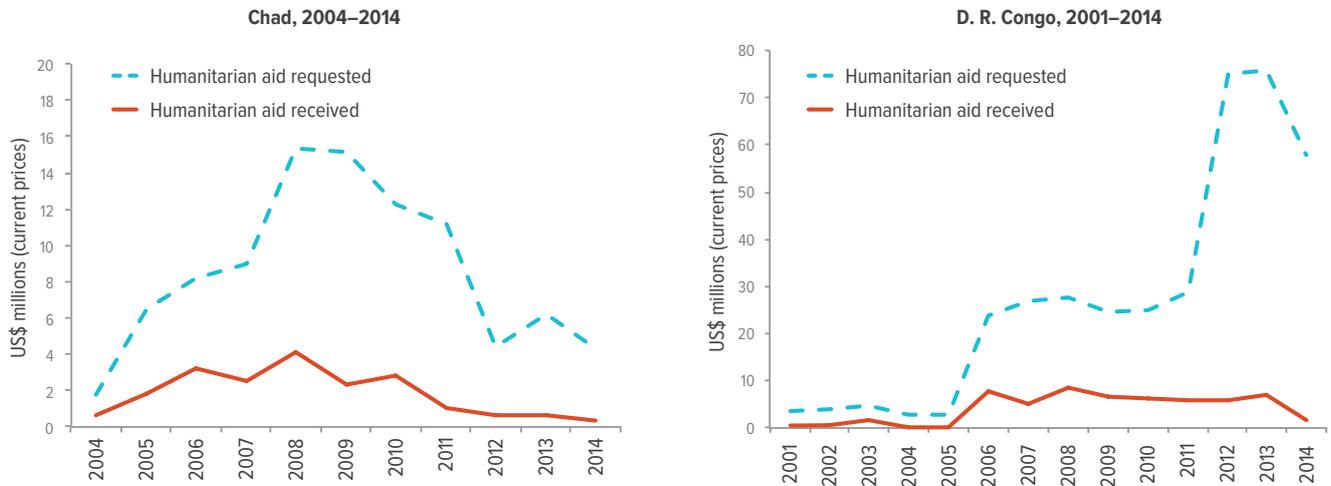
Humanitarian aid is under-resourced and also under sustained pressure from the increased numbers of protracted crises and large-scale natural disasters. This means that, at 'peak demand', funding is often diverted to meet the most visible, immediate and acute needs (FHF, 2015), reflecting the competitive nature of the humanitarian financing system where donors divert resources to appeals with high media visibility. In 2010, for instance, many chronic crises saw a marked reduction in the proportion of their funding requirements met, as donors committed large volumes of funds to the Haiti Earthquake that happened earlier in the year (FHF, 2015). By mid-February 2014, the UN was facing the momentous challenge of coordinating and responding to four 'Level 3' emergencies – in the Central African Republic, the Syrian Arab

Republic, the Philippines and South Sudan. Acute needs in the Syrian Arab Republic meant substantial funds were directed from protracted crises such as that of the Democratic Republic of Congo (Bennett, 2015).

This asymmetry is also seen in the differences in requests for funding and what is received. While the gap between the results of the best and worst funded appeals has been decreasing since 2007, there remains a stark imbalance. In 2011, funding for Haiti's education humanitarian appeal received 110% of requests; in Chad, which has had a regular Humanitarian Response Plan since 2004, the education cluster received only 9% of its requests. The Democratic Republic of Congo, which has had a regular Humanitarian Response Plan since 2001, had the poorest funded education appeal in 2013 and in 2014, receiving just 9% and 3%, respectively, in these years (Figure 6).

Between 2000 and 2014, 15 of 342 appeals – or 4% of the total – received over half of the US\$1.7 billion in humanitarian funding through appeals for education. Of those, natural disasters that gained high media visibility, such as the Indian Ocean Tsunami, the South Asian Earthquake and the Haiti Earthquake (Figure 7), received funding that closely matched or exceeded requests. Appeals for long-term protracted crises on the other hand are neglected. Sudan is an exception

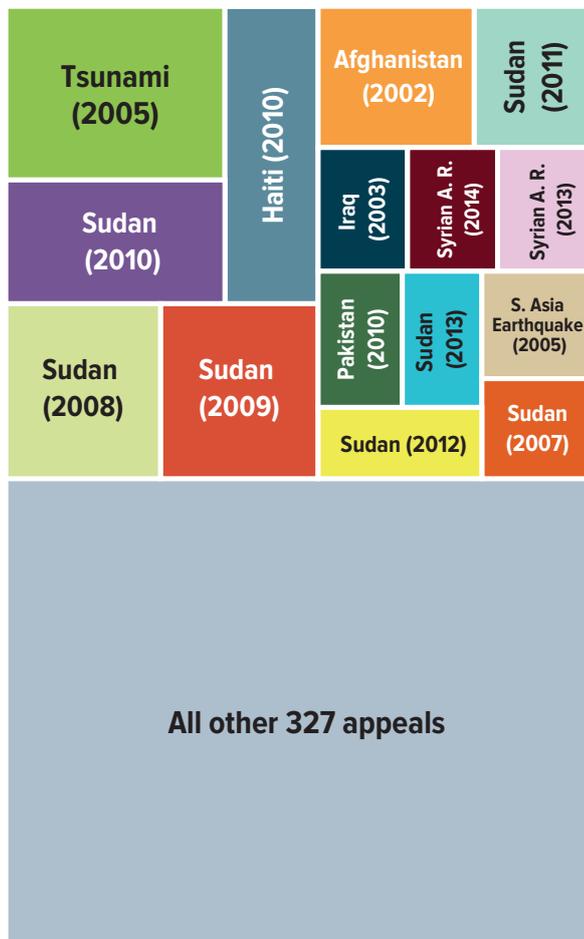
Figure 6: Only a small proportion of requests from Chad and the Democratic Republic of Congo have been funded
Requests and funding to education within humanitarian appeals



Source: Office for the Coordination of Humanitarian Affairs (2015).

Figure 7: Just 4% of education appeals received one-half of all humanitarian funding for education

Share of total humanitarian funding received for 342 education appeals, 2000–2014



Source: Office for the Coordination of Humanitarian Affairs (2015).

and is among the top 15 appeals for funds received between 2007 and 2013. Yet this masks that funds received were far below what were requested by the education cluster.

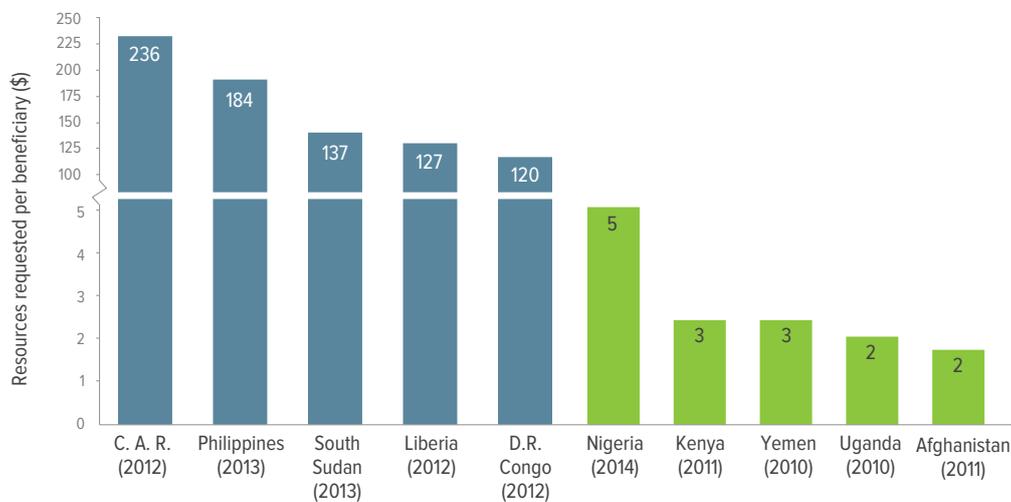
The asymmetry starts even before Humanitarian Response Plans are funded. Analysis of requests per appeal per beneficiary between 2010 and 2014 shows a huge imbalance. The Education Cluster requested US\$236 per child for the Central African Republic in 2012; in Yemen, the equivalent requested was just US\$3 in 2010 (Figure 8). Some factors that could account for these differences include the small levels of funding requested in Humanitarian Response Plans because development aid actors provide most external financing in some countries, the rising costs of responding to humanitarian crises in middle income countries, and the higher costs in logistical delivery in some appeal countries compared to others (FHF, 2015). However, these factors alone cannot account for all these large imbalances, which mean that some conflict-affected countries continue to be left behind.

Crucial elements of education are not funded

An analysis of education projects under the Humanitarian Response Plans indicates that many have focused on the construction of school buildings and the purchase of textbooks, teaching materials and other equipment fared much better with their funding requests. Projects seeking to improve access and

Figure 8: There is a huge imbalance in what is requested per child for education

Funding per beneficiary, top and bottom five appeals, 2010-2014



Source: Office for the Coordination of Humanitarian Affairs (2015).

quality, on the other hand, fared worse and are largely funded by UN pooled or un-earmarked funding (Save the Children, 2014). However, pooled funding mechanisms make up a very small share of total humanitarian funding for education.

Teachers living in conflict and fragile states often risk their lives to provide an education, with little support through training and psychosocial support. They often go without pay for months on end. Supporting teachers is crucial to prevent the collapse of the education systems in these countries and yet teacher salaries in many Humanitarian Response Plans are rarely funded (Save the Children, 2014).

Many education funds are spent on school feeding. In 2014, the Central African Republic, Sudan and the Syrian Arab Republic all had projects administered by the World Food Programme. In the case of the Central African Republic and Sudan, the share of funds requested and received for school feeding programmes was significantly higher than the share funded for all education projects. In Sudan, from 2010 onwards, the overwhelming majority of what was funded from education appeals was for school feeding programmes administered by the World Food Programme, rather than for learning. For Sudan's 2014 appeal, the education cluster had just 43%

of its requests met; however, when looking specifically at the school feeding programme, this rose to 70%. This programme, in fact, made up 71% of the total funding received by the education cluster in 2014.

Increasing the effectiveness of humanitarian aid for education

Better mechanisms are not being used

Much humanitarian aid is provided through bilateral channels, leading to some projects and clusters being relatively better funded than others, in part due to lack of donor coordination (Save the Children, 2014). Humanitarian pooled funds are one way of better facilitating coordinated funding; they can be used to respond more flexibly to changing crises and can act as a channel for donors new to particular crises (Development Initiatives, 2014). The particular challenges associated with countries in protracted crises require a flexible approach to funding, including being able to scale up investment in global, multilateral and country-based pooled funding mechanisms (Poole, 2014). And yet, as the 2011 EFA GMR reported, global pooled funding remains one of the weakest parts of the aid architecture for education in conflict-affected countries

(UNESCO, 2011). On the development aid front, there has been progress since then regarding the Global Partnership for Education's greater engagement with conflict-affected states; and yet education continues to be neglected by existing global and country-based pooled funding mechanisms for humanitarian aid.

Three types of pooled funding mechanisms are used to disburse humanitarian aid: the Central Emergency Relief Fund (CERF), Common Humanitarian Funds (CHF) and Emergency Response Funds (ERFs).

In spite of the benefits of pooled funding mechanisms, the volume and share of humanitarian aid for education flowing through CERF, CHFs and ERFs remain minimal. Of the US\$4.3 billion channelled through these mechanisms between 2010 and 2014, just 3% was for the education sector in comparison to 25% for the health sector. Between 2010 and 2012, the share of total humanitarian resources going to education through these mechanisms steadily increased from 6.7% to 21.4% before decreasing to 11.2% in 2013 and falling further to 8.5% in 2014.

The CERF, the pooled funding mechanism with the most funds, is supposed to focus on neglected sectors and crises not as well funded; a 2011 review concluded that it had achieved this objective (Poole, 2014). Nonetheless, just 1% of CERF funding between 2010 and 2014 was allocated to the education sector: because of the CERF's strict 'life-saving criteria', it is limited in the type of education activities it will fund.

CHF are country-based pooled funds providing predictable funding to NGOs and UN agencies responding to critical emergencies. On average, the education sector received only 5% of total CHF funding over 2010 and 2014. An exception was in Sudan in 2014 where over 11% of total CHF funding was for the education sector. Similarly, while ERF allocations are rarely channelled to the education sector, 24% of ERF funds to Myanmar were allocated to education.³

Multiyear approaches offer advantages

Funding for education within Humanitarian Response Plans continues to be extremely

unpredictable; the share of its funded requests fluctuates significantly from year to year. This is likely due to funds shifting to sectors considered more 'life-saving' and to high-priority appeals. While the share of funding of total humanitarian appeals has ranged from between 55% and 76% between 2000 and 2014, the share of education appeals funded has ranged between 25% and 66%, making it difficult for implementing agencies to predict the level of education funding that will be disbursed.

There is a growing body of evidence that greater predictability and flexibility of funding in protracted crises leads to greater improvements in cost efficiency and improved programming outcomes (FHF, 2015). Multiyear commitments of resources provide far more effective responses to different types of humanitarian crises, yet most commitments are only on a 12 month basis (Poole, 2014). This short-term support has traditionally meant that plans are unable to respond to longer-term needs during protracted crises, which make up the majority of countries with a Humanitarian Response Plan in place.

Yet the UN humanitarian appeals process has started to make inroads by moving away from annual planning and pushing for longer-term planning and humanitarian assistance in protracted and recurrent crises. In 2013, Somalia was the first and only country to launch a multiyear appeal; in 2014, 13 countries followed. Multiyear commitments between donors and implementing agencies have grown. The World Food Programme, for instance, has signed multiyear multilateral ODA commitments with a number of donors including Canada, Norway and the United Kingdom (FHF, 2015). Currently, sixteen OECD-DAC donors provide multi-annual funding to selected UN, NGO and Red Cross Movement partners (Scott, 2015).

Better humanitarian financing for education should be a major focus of advocacy efforts: longer-term, more predictable and flexible humanitarian aid to education will have a positive impact on the efficiency and effectiveness of resources through better transparency, coordination and accountability of funds.

3. This does not include funding classified as 'multi-sector'.

The Global Emergency Education Fund needs a clearly defined role

In January 2015, the United Nations Envoy for Global Education Gordon Brown called for a Global Emergency Education Fund with a specific focus on those children who are out of school because of conflict, disease or natural disasters. In light of the severe challenges faced in allocating humanitarian financing for education, as discussed in this paper, any proposed funding framework would need to ensure that resources are additional, flexible and predictable in nature (Save the Children, 2015). Funding must also be better aligned to need, so that countries with acute needs do not overshadow countries in protracted crises.

While a huge funding gap remains in the provision of good quality primary education, other areas of education that are traditionally underfunded in humanitarian funding should also be addressed by the proposed emergency fund. For example, funding secondary education is a neglected area in spite of the evidence that improvements in secondary attainment can help reduce future conflict situations. Similarly, the effective recruitment, training and deployment of good quality teachers – a real challenge in fragile contexts – are of vital importance.

The proposed Global Emergency Education Fund would need to work closely with other global and national actors active in the financing of education in conflict-affected countries. These include the Global Partnership for Education, the Global Education Clusters and the Inter-Agency Network for Education in Emergencies. The roles of the various global mechanisms, both existing and proposed, must be clearly defined.

Increasing humanitarian aid to education to meet needs

Current humanitarian plans for education do not reflect needs

A widespread concern regarding aid responses to the needs of the education sector is the lack of accurate needs assessment methodologies, which have important consequences for the prioritization of funding and programmes (UNESCO, 2011, Nicolai, 2015). Much work has been done in recent years to address these

concerns through, for instance, the Rapid Joint Education Needs Assessment (RJENA); however, poor coordination of the many needs assessments undertaken by humanitarian and development actors urgently needs addressing.

Needs assessments heavily influence Humanitarian Response Plans, which in turn influence humanitarian financing (Save the Children, 2014). However, a gulf continues to exist between the real needs on the ground and those needs identified in Humanitarian Response Plans (UNESCO, 2011).

GMR analysis of the 16 countries with Humanitarian Response Plans in 2013 indicated that 21 million beneficiaries were identified as being in need of education. But just 8 million were targeted through the appeals process. Of these, just 3 million beneficiaries were reached because the funding requests for the education sector in Humanitarian Response Plans were not met in their entirety. Therefore, 18 million beneficiaries – or 85% of those identified as needing education – were not reached in these countries through Humanitarian Response Plans.

The responsibility does not completely belong to humanitarian actors: domestic governments and development aid actors must also take their share of responsibility to effectively target beneficiaries identified as being in need. Poor data transparency and coordination, however, makes it unclear how many of these beneficiaries are being targeted by domestic and external development financing. What is clear, however, is that Humanitarian Response Plans are failing to reach a large number of those in need. A large number are not being targeted and of those that are, a large number are not being reached because requests for education funding are not being met (**Figure 9**).

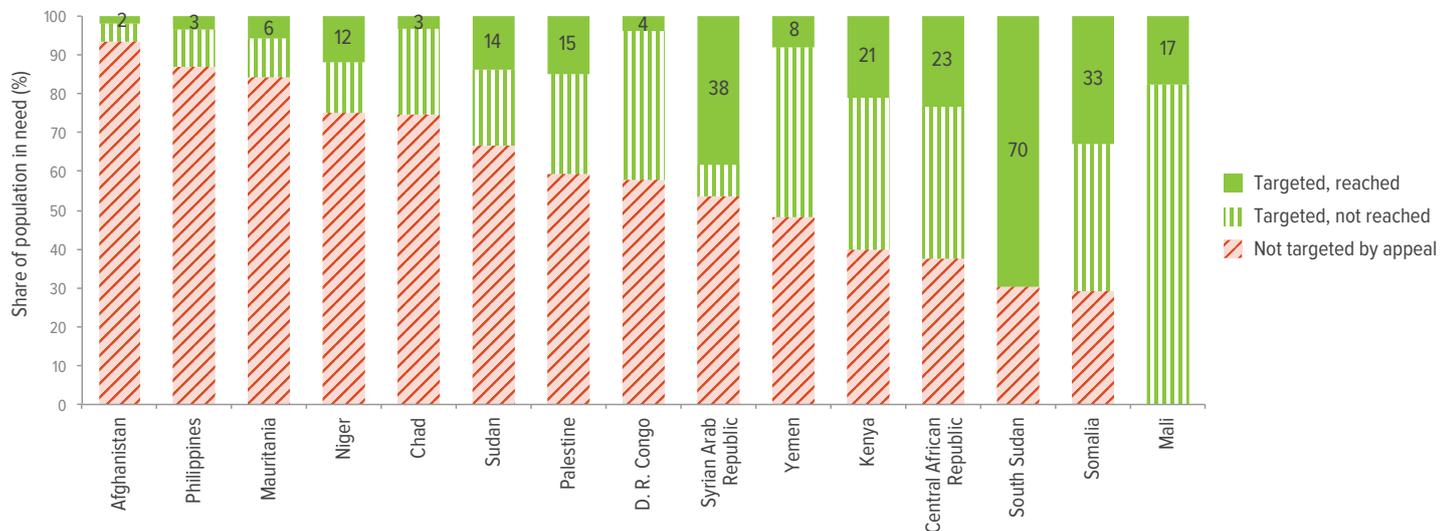
In the Democratic Republic of Congo, for example, the Humanitarian Response Plan identified 1.8 million beneficiaries in need, while the appeal targeted just 800,000. However, because just 9% of the appeal was funded, only 68,800 beneficiaries were reached

The current 4% target is the minimum target required

The GEFI target of a minimum of 4% of humanitarian assistance to be spent on education has provided a useful benchmark

Figure 9: Far fewer children and adolescents are reached through Humanitarian Response Plans than those estimated to be in need

Share of those in need who are targeted and reached through humanitarian funding in 2013



Source: Office for the Coordination of Humanitarian Affairs (2015).

for tracking the funds requested and what is actually funded. Using this benchmark as a reference, it is clear that not enough is requested, and not enough is funded.

However, as **Table 1** shows, this target is, if anything, likely to be a gross underestimate of education needs in conflict-affected countries. Even if the 16 consolidated appeals for education had received a minimum of 4% of total humanitarian resources, these funds would have reached 6.8 million people, leaving 15.5 million without assistance.

In the Syrian Arab Republic, the 4% target would have reached 1 million beneficiaries in need, but would have still left 1.6 million without support from the appeals process.

Had the Democratic Republic of Congo received the recommended 4% of humanitarian funding allocated to education, rather than the 1% actually distributed, about 250,000 beneficiaries would have been reached. However, this would have still left 1.6 million beneficiaries without support from the Humanitarian Response Plan. Considering just the targeted beneficiaries within the Democratic Republic of Congo's 2013 Humanitarian Response Plan, the education sector would have needed 8% of the total humanitarian funding requested – double the minimum target of 4% set by GEFI. Furthermore, those in need are unlikely to be reached adequately by development aid: in

2013 donors disbursed on average just US\$6 in development aid per child in the country.

Such gaps highlight a need for better information and coordination between development, humanitarian and domestic actors to ensure no child or adolescent is left behind.

We need additional targets for funding education in crises

The 4% target has advantages. It is simple and can be monitored from year to year. But it needs to be accompanied by improvements in and collaboration between assessments of needs on the ground, resulting in stronger and better funded Humanitarian Response Plans for education.

The GMR team proposes two additional funding-related targets to ensure a minimum level of investment for every child affected by conflict: an alternative funding target and a more ambitious benchmark.

1. Urgently fill the finance gap which is needed to reach new 2030 targets. In 2015, the EFA GMR team reported that between now and 2030 – the intended deadline to achieve a new set of education targets within the Sustainable Development agenda – at least a US\$22 billion annual funding gap will need to be filled to ensure that every child and adolescent has access to a good quality

Table 1: Funding requested — 2013 consolidated appeals

	Targeted beneficiaries in Humanitarian Response Plans				Actual funding and beneficiaries reached			If 4% target was met
	Funding requested (US\$ '000)	Beneficiaries targeted in appeals documents	Share to be reached of those in need (%)	Education's share of humanitarian funding requested (%)	Actual funding (US\$ '000)	Estimated beneficiaries reached	Education's share of humanitarian funding received (%)	Number of people that the appeal would not reach
Afghanistan	8,511	288,231	6	2	2,477	83,889	1	4,008,434
Burkina Faso	1,443	23,149	100	1	2,141	34,341	3	-
C. A. R.	22,543	1,105,548	62	12	8,450	414,410	8 ¹	1,570,554
Chad	6,216	400,000	25	1	643	41,375	0	820,578
D. R. Congo	75,853	763,000	42	8	6,848	68,880	1	1,554,245
Kenya	3,296	340,752	60	0	1,150	118,883	0	-
Mali	21,553	816,084	100	5	3,760	142,360	1	416,086
Mauritania	2,204	62,783	16	2	804	22,908	1	302,008
Niger	2,495	127,064	25	1	1,196	60,911	0	-
Palestine	22,408	482,345	41	6	8,212	176,763	3	962,404
Philippines	3,782	20,600	13	4	1,003	5,461	2	148,687
South Sudan	24,358	178,000	70	2	24,367	178,064	3	28,834
Somalia	51,335	600,000	71	4	23,867	278,961	4	574,158
Sudan	83,461	1,027,198	33	8	34,455	424,054	6 ¹	2,809,863
Syrian A. R.	45,721	1,200,000	46	3	37,526	984,910	4	1,577,655
Yemen	19,727	622,300	52	3	3,006	94,836	1	699,985
TOTAL	394,906	8,057,054	38	4	159,905	3,131,007	3²	15,473,491³

Source: Office for the Coordination of Humanitarian Affairs (2015).

Notes:

1. For the Central African Republic and Sudan, education's share of total funding was high because of a single World Food Programme (WFP) project for school feeding. If this project is removed, the actual shares of total humanitarian funding for education declined to 2% in both countries.
2. This is higher than the 2% global figure estimated as received by all consolidated and flash appeals, because it does not include those appeals for which there was no education component.
3. If 4% of the total actual funding for Burkina Faso, Kenya and Niger had been earmarked for education, more beneficiaries than those identified as being in need could have been reached. These have not been included in the total.

education right up until the end of lower secondary school. For conflict-affected countries alone, this funding gap is equivalent to US\$16 billion.⁴ In terms of the investment per child/adolescent needed between 2015 and 2030, this translates to a minimum of \$US219 required to achieve quality primary education and US\$353 to achieve lower secondary education.⁵ When accounting for projected domestic spending, a minimum of US\$38 per child and US\$113 per adolescent will need to come from external financing to fill this gap between now and 2030 (Table 2). As it stands, to fill the financing gap needed to reach the 33.8 million out-of-school children and adolescents in conflict-affected countries, US\$2.3 billion is required: this is 10 times what was given in humanitarian aid to education in 2014.⁶

2. Set an ambitious benchmark for the proportion of out-of-school children and adolescents that should be targeted ensuring the most vulnerable and marginalized are prioritized. The GMR team proposes that for countries in long-term protracted crises subject to a Humanitarian Response Plan, efforts should start first and foremost with ensuring that children and adolescents are accessing school, specifically focusing on out-of-school populations, refugees and internally displaced persons. Humanitarian Response Plans must – together with development aid actors – aim to reach a minimum of 50% of out-of-school children by 2020 as an interim target. By 2030, all beneficiaries in need must be reached in order to achieve the SDGs. Greater transparency is needed from all of these actors on who these beneficiaries are and how they are being targeted.

4. For the 7 countries where conflict is restricted to a particular area, the funding gap refers to the entire country.

5. The necessary investment per country differs from country to country. The costs do not include the cost of delivering education in emergencies.

6. This refers to humanitarian aid for conflict affected countries and includes resources for education which fall outside the Humanitarian Response Plans

Table 2: Minimum investment needed per child per year in conflict-affected countries between 2015 and 2030

	Investment per capita (US\$)	
	Primary	Lower Secondary
Total investment required	219	353
Projected domestic funding	181	239
Funding gap	38	113

Source: UNESCO, 2015c.

Note: While these figures present the averages for conflict-affected countries, investment needed per child/adolescent differs from country to country; more information on costs at country level can be found on the GMR website.

Recommendations

The following recommendations aim to address the problems of education funding in relation to humanitarian aid. It is recommended that global education stakeholders:

Develop consistent and objective needs assessments: More investment is needed to develop objective needs assessments for education to be used in common by both humanitarian and development actors to improve prioritization and targeting of funding.

Make better connections between humanitarian and development financing so that no needs are left unmet: The World Humanitarian Summit to be held in Istanbul in July 2016, together with a High-Level Panel on Humanitarian Financing to be formed in May 2015, represents an opportunity to make the current humanitarian funding architecture more relevant and realistic.

Urgently fill the minimum financing gap of US\$38 per child and US\$113 per adolescent:

Development and humanitarian aid actors must together ensure that the funding gap between now and 2030 is filled in order to ensure a good quality education for all children and adolescents.

Ensure more equitable distribution of resources by country and sector: The current humanitarian appeals process needs change to ensure an equitable distribution of resources between different crises and to ensure that education is not the 'aid orphan' of humanitarian assistance.

Ensure the share of funding requests met for the education sector in Humanitarian Response Plans is equal to that of other sectors: Funds should not be diverted from education to more 'acute' crisis sectors.

Ensure any global emergency education fund provides additional, flexible and predictable funding: The fund would also need to prioritize underfunded crises and levels of education, and would need to coordinate its work with the Global Partnership for Education and the global Education Cluster.

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