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

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

This paper provides brief background and country-specific information relating to education in conflict and crises in **Afghanistan, Pakistan, Chad, Somalia, Myanmar** and **Timor-Leste** for the purposes of the Learning for All Ministerial Meetings in September 2013. This information can inform country decision-makers in their current and future commitments to expanded, equitable quality education for all children and youth.

IMPACT OF EMERGENCIES ON EDUCATION:

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

- Children living in areas of conflict account for half of the world's out-of-school children.[1]

- In 2012, the United Nations documented 167 conflict-related incidents affecting education in **Afghanistan**. The UN also reported 118 schools in **Pakistan** and 65 in **Somalia** damaged or destroyed in armed conflict.[2] Such attacks put school children at risk, prevent them from attending school, and have harmful consequences for learning and achievement.

- The two decades of conflict in **Afghanistan** up to 2001 resulted in a loss of 5.5 years of schooling as progress in education stalled.[3]

- Despite lower levels of violence nationally in **Myanmar**, years of armed conflict have resulted in chronic education shortages.[4] The levels of extreme education poverty are seven times higher in the conflict-affected Eastern Shan state, where military operations have displaced 100,000 people from ethnic minority groups. Nearly 90% of young adults aged 17 to 22 have less than two years of education.[5]

- Conflict and displacement have had grave consequences for education in **Pakistan's** Khyber Pakhtunkhwa and the Federally Administered Tribal Areas, two of the country's most disadvantaged areas. Roughly 600,000 children in three districts of Khyber Pakhtunkhwa were reported to have missed one year or more of school.[6]

- Active armed conflict, and resulting displacement in **Somalia**, compounded by past years of severe drought and famine and disease, has put significant pressure on the education system. UNICEF reports that Somalia has one of the lowest school enrollment rates globally. From 2007-2011, UNICEF recorded the net attendance ratio as only 18% for boys and 15% for girls.[7] The country's Education

Cluster estimates that in the south and central parts of Somalia, approximately 1.8 million school-aged children were not in school in 2011.[8] Many of these have left schools because of the risks that attending entails.

PRIORITIZATION:

People across nearly 200 countries have ranked a "good education" as their top priority in the UN My World Survey.[9] Education as a priority of human development is certainly no less important at times of conflict or crisis.[10] Unfortunately, resources have not kept pace with the demand for quality education in the world's most difficult and dangerous places. Consider these key facts:

- Many donors still have not prioritized education as part of their emergency response. As of 2009, nineteen of the twenty-two Development Assistance Committee (DAC) donors allocated less than 3% of their humanitarian funding to education, and only five had explicitly stated their commitment to providing education in emergency situations.[11]

- Despite accounting for half of the world's 57 million out-of-school children of primary school age,[12] only 1.4% of all humanitarian aid is given to education.[13] This is totally insufficient to address the needs of the 28.5 million children and 20 million adolescents in conflict areas who remain out of school.[14]

- UNESCO estimates there is a $26 billion financing gap to achieve the goals of Education for All by 2015.[15] Costs for education provision in conflict-affected and fragile states are estimated to account for over half of this financing gap.

- Education receives the lowest share of the emergency aid requested in emergency appeals compared to other sectors.[16]

- Projects reliant on short-term humanitarian grant financing are vulnerable to sudden losses of funding. Therefore for agencies such as those providing education and child nutrition, unpredictable financing places constant constraints on effective service delivery.[17] It is not possible to build a sustainable education system on short-term funding: teachers have to be recruited and paid; classrooms have to be maintained and books have to be provided in future years as well as the present.[18]

- In **Chad**, the 2010 humanitarian appeal for education amounted to just $12 million for a country with an estimated 170,000 IDPs and 300,000 refugees, with reported school enrolment rates below 40% for displaced children.[19] In 2007, Chad allocated four times as much to military spending than to education. If Chad had cut military expenditures by 10 percent, it could have provided primary education for 350,000 more children.[20]

- **Somalia** faces particularly large financing gaps but receives very low levels of per-pupil aid – less than $10 per pupil per year.[21] While NGOs and community groups have been working to maintain access to

education in the midst of Somalia's civil war, just 15% of a consolidated appeal for education was funded: a total of $4.5 million.[22]

- **Pakistan** spends seven times as much on arms as on primary schools.[23]

However, aid to education has been prioritized in specific contexts:

- During the early years of reconstruction in **Timor-Leste**, donors responded rapidly to the new country's needs, with the first donor conference in 1999 pledging $522 million over three years and $149 million in emergency response. Much of the support was channeled through the multi-donor trust fund, enabling donors to share risk. Predictable donor support spanning the divide between emergency and development aid made it possible to deliver early results while building for the future.[24]

- Development assistance flows to basic education rose more than fivefold in **Afghanistan** and almost tripled in **Pakistan** between 2002–2003 and 2007–2008.[25]

PROTECTION:

In conflict-affected countries, students, educators, schools and universities have been targeted for attack by armed forces and armed groups as a tactic of war. Students and teachers have been killed, injured, maimed and raped, and learning facilities have been burned, bombed, and looted. Save the Children estimates that there were more than 3,600 separate attacks on education in 2012.[26]

In addition, state military forces and non-state armed groups have used schools and other education institutions for purposes such as bases, barracks, firing positions, and munitions caches. Military use of a school can convert it into a legitimate military target under international law, making students, teachers, and their school buildings vulnerable to attack from opposition forces, and subjecting students to violence and physical or sexual abuse. The presence of troops in schools often leads to children dropping out, reduced school enrollment, lower rates of transition to higher levels of education, loss of motivation or absenteeism by teachers, and overall poorer educational attainment. Girls are disproportionately affected. These alarming incidents have been reported:

- Attacks on schools and military use of schools occurred in 2013 and 2012 in **Afghanistan, Pakistan,** and **Somalia**. They were also reported in **Myanmar** as recently as 2011.

- In the first half of 2013 alone, **Afghanistan** experienced 40 attacks on schools, students and teachers.[27] The UN Secretary General reported that during 2012, there were 167 incidents, including burnings of schools, explosions, military use of schools, killings and injuries of students and teachers, and threats directed against education personnel and students.[28] These have impacted girls disproportionately. For example, 'night letters' have warned against sending girls to schools and threatened educators at girls' schools.[29]

- Education is targeted in **Pakistan**. In Khyber Pakhtunkhwa Province and the Federally Administered Tribal Areas, the Taliban has systematically targeted schools, schoolchildren, and education staff, destroying or damaging 118 learning facilities in 2012.[30] In October 2012, this included the high profile shooting of Malala Yousefzai, a 15-year-old school girl at the time, who had been writing for several years advocating for girls' education.[31] In Balochistan, Baloch separatists attack educators and other government employees. For example, on May 26, 2012, they killed Muzafar Hussain Jamali, the principle of a school in Kharan district, and his 12-year-old nephew.[32]

- Among the risks that **Somali** school children and teachers face are attacks on schools, military use of schools, and recruitment by armed groups. The UN Secretary General reports that attacks on schools have increased since 2008,[33] with 65 attacks on schools in 2012: 51 by al-Shabaab and 14 by national (TFG) armed forces.[34] The UN reported that between May 2008 and March 2010, at least 34 schools were used for military purposes.[35]

Some good practices have also been identified:

- In 2012, **Myanmar's** government signed an action plan with the United Nations to address violations against children, and there were no significant attacks on schools or education personnel reported.[36] In addition, three non-state armed groups (the Karenni National Progressive Party/Karenni Army, the New Mon State Party/Mon National Liberation Army, and the Karen National Union/Karen National Army) have signed onto the Deed of Commitment for the Protection of Children from the Effects of Armed Conflict, which includes a provision to "avoid using for military purposes schools or premises primarily used by children."

- A study conducted in **Afghanistan** by CARE International indicated that local people believe community leadership in school defense mechanisms, school governance, and communication with attackers reduce the risk of, and damage from, attacks. Further, religious leaders have been consulted over curriculum issues and recruited as teachers to reassure the community that cultural and religious norms are being respected.[37]

- The *Draft Lucens Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*, released by the Global Coalition to Protect Education from Attack, encourages states and armed groups to consider the protection of education institutions when carrying out military operations.[38] States can endorse and implement the guidelines, which draw from international human rights and humanitarian law, as well as domestic law and good practice.

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

<p style="text-align:center; color:red;">The 3Ps of "Education Cannot Wait:"
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PLANNING:

It is increasingly recognized as essential that national education sector plans must analyze, prepare for and respond to, monitor, and budget for conflict and disaster risks. They must ensure that education is equitable, inclusive and relevant, and that education continues throughout crises into recovery and development, thereby connecting humanitarian assistance and development programs. For example, 2 million have recently dropped out of school and 3000 school buildings have been damaged or destroyed as a result of the conflict in Syria. If we truly believe that Education Cannot Wait, then we are obliged to respond rapidly, in our planning and prioritization of funding to ensure the protection of all children.

Robust planning for education in emergencies, with adequate capacity and resources to ensure the seamless provision of education, has a mixed track record among the particular countries noted above.

- The **Afghanistan** LfAM paper features coherent conflict-sensitive programs including community involvement, accelerated learning programs and construction of school boundary walls.[39] This follows logically from Afghanistan's current draft *Education Sector Plan (NESP-III)* which has strategies to: (1) improve school protection through school councils, (2) conduct public awareness campaigns, (3) involve police in school protection where relevant, (4) do teacher training on emergency preparedness and psychosocial support, (5) do curriculum revision on peace education, conflict resolution, and civic education, and (6) reduce gender, ethnic, linguistic, regional, and religious disparities.[40]

- The **Chad** LfAM paper mentions "the effects of domestic disturbances as well as unrest in neighboring countries" (p. 1) and includes a focus on "regions plagued by recurring droughts and humanitarian and food crises" (p. 3).[41] Chad's *Stratégie intérimaire pour l'Education et l'alphabétisation 2013-2015* refers to education in emergencies as a main challenge facing the educational system, and prioritizes alert mechanisms enabling schools to respond to emergencies, although most of these schools remain available outside of the national system, in the 17 refugee camps.[42]

- The **Myanmar** LfAM paper acknowledges the existence of conflict, and education's peacebuilding potential (p. 1), stating that a national education policy document should address this.[43] No concrete programs to that effect are presented; however, the focus is on getting laws and plans in place first. Myanmar's education sector plan is not yet translated to English.

- The **Pakistan** LfAM paper mentions that top-level leadership is required to achieve its goals, and that where this "has been present – for instance in response to many of the crises which Pakistan has faced in past years – Pakistan has been able to achieve dramatic progress and mobilization of resources in a short period of time."[44] *Pakistan's National Plan of Action 2013-16* is clear about the impact of "a series of natural disasters, along with political events which affected the country during the past 7-8 years." (p.10), and each provincial plan has several strategies to cope with this.[45]

- There are three education sector plans in **Somalia**, covering Puntland, Somaliland and the South Central Zone. *Somaliland's Education Sector Strategic Plan 2012–2016* acknowledges the war's

destruction of education infrastructure, discusses the risk of drought, and proposes flexible school terms and school feeding to ensure retention. A section on emergency preparedness in the South Central Zone's *Interim Education Sector Strategic Plan 2013 – 2015* mentions that curricula and teacher training will be conflict sensitive, addressing divisive and discriminating content. Vulnerable schools will be mapped, early warning mechanisms established and temporary learning spaces provided. A section on disaster risk reduction (DRR) identifies education's potential as an entry-point for lifesaving and psychosocial activities.

- The overall objective of **Timor-Leste's** *National education strategic plan 2011-2030* is "to promote the educational rights of socially marginalized groups (people living in poverty, women, displaced families living in post-conflict or poverty situations, ethnic minorities) and ensure that they gain full access to the same opportunities, rights and services that are accessed by the mainstream part of society."

These and other countries seeking to continue education in conflict and crisis can benefit from the type of conflict-sensitive planning made available through the standards and guidance of the INEE Toolkit.[46]

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

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[1] Save the Children, "Attacks on Education: The Impact of Conflict and Grave Violations on Children's Futures." 2013

[2] UN SRSG (2012, May 15). Children and Armed Conflict: Report of the Secretary General A/67/845-S/2013/245. Retrieved August 29, 2013 from http://childrenandarmedconflict.un.org/library/.

[3] UNESCO, 2011 GMR, 136.

[4] UN SRSG (2012, May 15). Children and Armed Conflict: Report of the Secretary General A/67/845-S/2013/245. Retrieved August 29, 2013 from http://childrenandarmedconflict.un.org/library/, p. 23-4.

[5] UNESCO, 2011 GMR, 134.

[6] UNESCO, 2011 GMR, 158.

[7] UNICEF (n.d.). *Statistics, Somalia*. Retrieved from. http://www.unicef.org/infobycountry/somalia_statistics.html#77; HRW, p. 18.

[8] Somalia Education Cluster (2013). *Strategic Response Plan*. Retrieved from http://somalia.humanitarianresponse.info/document/somalia-education-cluster-response-plan-2013-2015-0, p. 2.

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

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

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

[12] Save the Children, "Attacks on Education: The Impact of Conflict and Grave Violations on Children's Futures." 2013

[13] UNESCO, Education for All Global Monitoring Report, Policy Paper 10, "Children Still Battling to Go to School." July 2013.

[14] Save the Children, "Attacks on Education: The Impact of Conflict and Grave Violations on Children's Futures." 2013

[15] UNESCO, Education for All Global Monitoring Report, Policy Paper 10, "Children Still Battling to Go to School." July 2013.

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

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

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

[19] UNESCO, 2011 GMR, 19.

[20] *Integrating Conflict and Disaster Risk Reduction into Education Sector Planning*, UNESCO, IIEP, at 20

[21] UNESCO, 2011 GMR, 175.

[22] UNESCO, 2011 GMR, 205.

[23] UNESCO, 2011 GMR, 15.

[24] UNESCO, 2011 GMR, 234.

[25] UNESCO, 2011 GMR, 174.

[26] Save the Children, "Attacks on Education: The Impact of Conflict and Grave Violations on Children's Futures." 2013

[27] UNAMA (2013 June). Afghanistan Mid-Year Report 2013. *Protection of Civilians in Armed Conflict*. Retrieved August 29, 2013 from http://unama.unmissions.org/LinkClick.aspx?fileticket=EZoxNuqDtps%3d&tabid=12254&language=en-US, p. 66.

[28] UN SRSG (2012, May 15). *Children and Armed Conflict: Report of the Secretary General A/67/845-S/2013/245*. Retrieved August 29, 2013 from http://childrenandarmedconflict.un.org/library/, p. 9.

[29] UNAMA, *Afghanistan Mid Year Bulletin on Protection of Civilians in Armed Conflict*, 2010, August 2009, UNAMA, Human Rights, Kabul, (page 10) http://unama.unmissions.org/Portals/UNAMA/Publication/August102010_MID-YEAR%20REPORT%202010_Protection%20of%20Civilians%20in%20Armed%20Conflict.pdf.

[30] UN SRSG (2012, May 15). *Children and Armed Conflict: Report of the Secretary General A/67/845-S/2013/245*. Retrieved August 29, 2013 from http://childrenandarmedconflict.un.org/library/, p. 41.

[31] Walsh, D. (2012, October 9). "Taliban Gun Down Girl Who Spoke Up for Rights." *New York Times*. Retrieved August 20, 2013 from http://www.nytimes.com/2012/10/10/world/asia/teen-school-activist-malala-yousafzai-survives-hit-by-pakistani-taliban.html?pagewanted=1&_r=0.

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[33] UN SRSG (2010). *Report of the Secretary-General on children and armed conflict in Somalia*. S/2010/577. Retrieved from http://childrenandarmedconflict.un.org/library/, p. 12.

[34] UN SRSG (2012, May 15). *Children and Armed Conflict: Report of the Secretary General A/67/845-S/2013/245*. Retrieved August 29, 2013 from http://childrenandarmedconflict.un.org/library/, p. 28.

[35] UN SRSG (2010), p. 12.

[36] Ibid.

[37] Protecting Education in Countries Affected by Conflict, Booklet 3, *Community-Based Protection and Prevention*, Global Education Cluster, at 4,5,8.

[38] GCPEA (2012). *Draft Lucens Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*. Retrieved from http://protectingeducation.org/draft-lucens-guidelines-protecting-schools-and-universities-military-use-during-armed-conflict.

[39] Islamic Republic of Afghanistan, Ministry of Education. *Country Paper for the UNGA Ministerial*.

[40] Ministry of Education, Afghanistan (2013, Sep – draft). *National Education Sector Plan III*. Draft.

[41] Republic of Chad, Learning for All Initiative, Preparations for the 68th Session of the United Nations General Assembly, *Country Paper on the Republic of Chad*.

[42] http://www.ineesite.org/en/crisis-spotlights/eastern-chad/

[43] *Learning for All Meeting, Country Paper of the Government of the Republic of the Union of Myanmar*.

[44] Government of Pakistan, "Summary Note: Pakistan's Action Plan for Progressing Towards Achieving MDG 2."

[45] Government of Pakistan, Ministry of Education, Training and Standards in Higher Education. *National Plan of Action 2013-2016: Achieving Universal Primary Education in Pakistan*. August 2013.

[46] http://toolkit.ineesite.org/toolkit/Toolkit.php?PostID=1150