

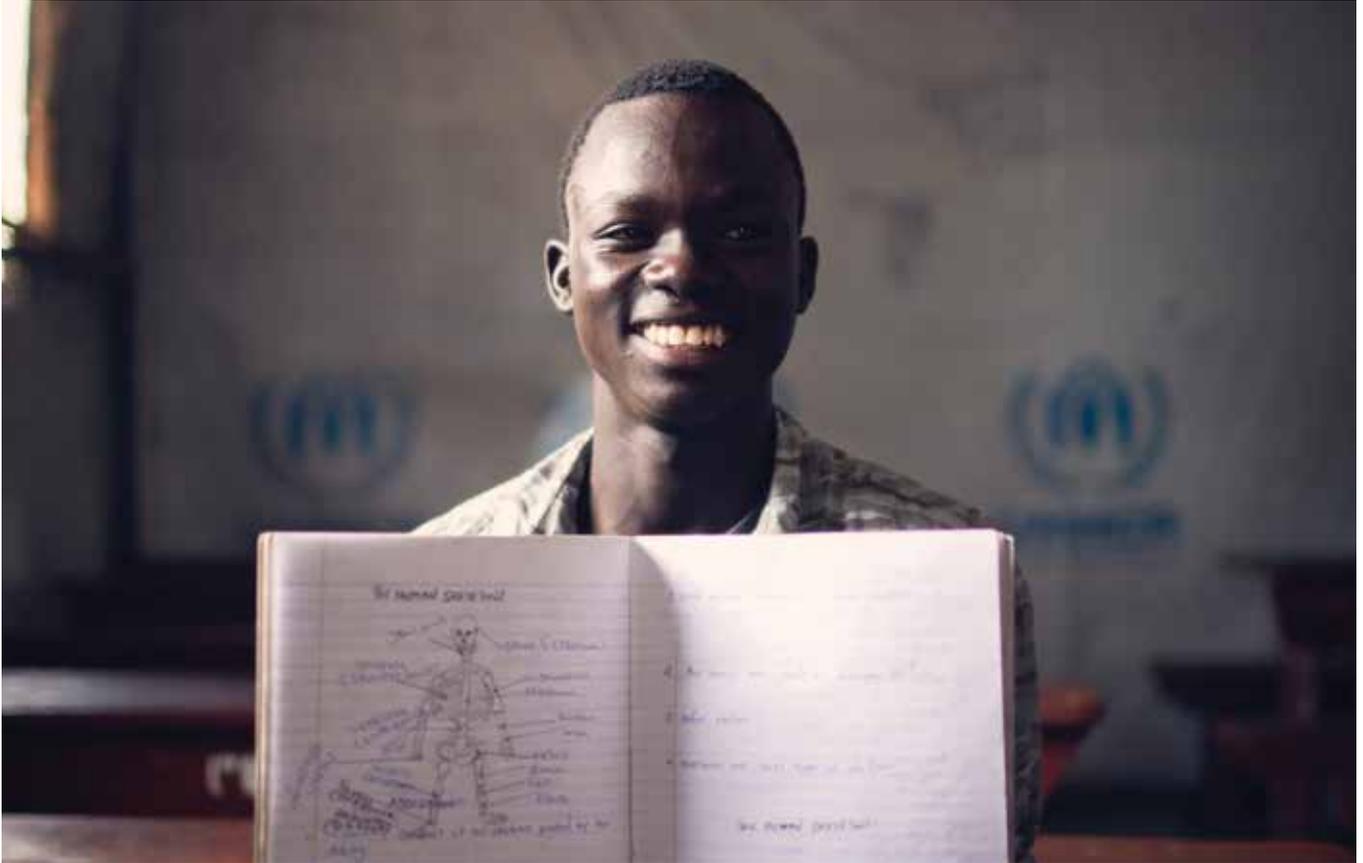
# TIME TO ACT



Save the Children



**A costed plan to deliver quality education  
to every last refugee child**



**Daniel\* who appears on the cover of this report is a refugee from South Sudan now living in Uganda. He is a budding scientist and was top of his class in South Sudan.**

He is sitting at the back of his classroom quietly reading his book. The classroom, a temporary tent-like structure is stiflingly hot and very dark. There is not one text book in sight. “I want to be a scientist” he explains. On that long journey from South Sudan, most people brought nothing but themselves. Daniel, however, clung to his book and a desire to continue his education. Daniel is emblematic of the priority that refugee children and their parents across the world give to education.

Daniel now lives in Bidi Bidi, one of the largest refugee settlements in the world with a population of around 285,000.

His school represents a microcosm of the challenges facing refugees not just in Uganda but globally. There are over 1,400 registered students, 800 of whom are attending classes, in a school with just 5 teachers. It is unclear what happened to the remaining 600 children. The ratio of pupils to teachers in the grade 1 class is 110:1. In Daniel’s class, Primary 6, the ages of the students range from 12 – 27 years old.

The five teachers are struggling. There are simply too many children and not enough resources. The teachers live in UNHCR tents adjacent to the school – also impossibly hot and uncomfortable. Sitting outside the sweltering and stuffy classroom, under a tree, two of the teachers are marking a test. Hundreds of children are crowding around. The marks of the children vary widely. The national policy is to teach the Ugandan curriculum in English, a language which most South Sudanese children do not understand. This means the degree to which they are learning is an issue and more language related support is needed.

Children like Daniel the world over need a chance to rebuild their lives. Education has a critical role to play. However, the vast majority of refugee children are out of school or if they do have access to education are crammed into overcrowded classrooms which lack the teachers and books needed to deliver effective learning.

This report is dedicated to Daniel and the refugee children throughout this report who have shared their stories of displacement and hopes for a better future with us. They see education as a source of hope and opportunity – and they are right. We hope that this report amplifies their concerns and moves the world to close the refugee education gap.

\*The names of children throughout the report have been changed to protect identities.

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# THE STORY IN NUMBERS

**25.3 million people** have fled their country seeking protection from violence or persecution (20 million under UNHCR's mandate & 5.3 million under UNRWA's mandate).

**55%** of refugees worldwide come from three countries: South Sudan, Afghanistan & Syria.

**Turkey, Pakistan and Uganda** are the top three refugee hosting countries, hosting a total of **6.3 million** refugees.

**Over half** of the world's refugees are children.

**3.7** million refugee children are not receiving an education at all and refugee children are **5 times** more likely to be out of school.

Only **50%** of refugees have access to primary education, compared with a global level of more than 90%.

Just **22%** of refugee adolescents attend secondary school compared to a global level of 84%.

The total cost of 5 years of education for all 7.3 million school age refugees (3-18) in low and middle-income countries is **\$21.5 billion**, of which \$11.9 billion should be provided by the international community.

In comparison the world spends **\$48 billion** on the military per day.

# EXECUTIVE SUMMARY

**Education transforms lives, paving the way to better work, health and livelihoods. And in times of crisis, education can play a life-saving and life-sustaining role. But most children caught up in crisis are denied an education. More than half of the world's school aged refugees – 3.7 million – do not go to school. Having already lost their homes, they are now losing their education.**

As a result of discrimination, exclusion and a lack of funding, refugee children are five times less likely to attend school than other children in the countries to which they have moved. Only 61 per cent attend primary school, 22 per cent have access to secondary school and just 1 per cent enrol at university. Refugee girls are out of school at higher rates than boys.

There are many incontestable reasons why the international community must act to right this wrong. There are more refugees now than at any time in history. A child's right to an education does not end in times of emergency. Refugees have a critical need for safe, good quality and inclusive education – a building block of recovery, resilience and long-term development. Refugee children and their families themselves consistently identify education as a high priority. And unless efforts are made to reach those furthest behind, including refugees, the world will not meet Sustainable Development Goal 4, the education goal.

At the centre of the refugee education crisis is the need to help the countries that host refugees. Of the world's refugees, 85 per cent live in low-income and middle-income countries whose education systems already struggle to meet the needs of the marginalised.

These countries need international support to scale up education services and provide alternative educational opportunities for refugees.

The global responsibility to meet refugees' needs was formally recognised in September 2016 when politicians, diplomats, officials and activists from around the world united behind the New York Declaration for Refugees and Migrants. In this landmark political declaration, the international community promised to improve the way it responds to large movements of refugees and migrants, and to protracted refugee crises.

The New York Declaration pledges to “ensure all children are receiving education within a few months of arrival” and to “prioritise budgetary provision to facilitate this, including support for host countries as required”. Governments promised to provide quality early childhood, primary and secondary education, as well as accelerated learning, tertiary and vocational education.

To fulfil the commitments of the Declaration, the international community has been developing the Global Compact on Refugees. The compact will include a Programme of Action that describes how host country and donor governments and other stakeholders will improve refugees' access to education by contributing resources and expertise to expand and enhance the quality of national education systems.

This report challenges governments and international agencies to deliver on the promises they have made with practical action to close the refugee education gap. It sets out a plan of action that could deliver quality universal pre-primary, primary and secondary education to the world's refugees at an average cost of \$4.3 billion a year for five years. This represents \$575 per child per year, of which \$320 should come from the international community. This is because we propose that low-income countries receive 95 per cent of the required amount, lower middle-income countries 80 per cent and upper middle-income countries 40 per cent.

Syrian girls attend classes at a Save the Children supported school for refugees in Tripoli, Lebanon. It is estimated that more than 5 million refugee children from Syria will require education assistance in 2018.



## A GLOBAL COSTED PLAN TO PROVIDE EDUCATION TO EVERY LAST REFUGEE CHILD

The move to comprehensive planning in response to refugee crises, with responsibility shared globally, is welcome and necessary. However, the ultimate test of these commitments will be whether policy changes improve the lives of refugees and host communities and enhance their educational access and learning outcomes.

We urge governments and international organisations to use the unique opportunity offered by the Global Compact to agree on a global plan designed to deliver quality education to every last refugee child. Such agreement would be the first, critical step in mobilising the necessary political will, financing and technical know-how.

We have identified three pillars on which the plan should be based:

- **Inclusion:** Support for including refugees in national education systems.
- **Improvement:** Increasing efforts to ensure children are learning.
- **Investment:** Mobilising the funding necessary to scale up access to quality learning opportunities for refugees.

We have also set out suggestions for an accountability framework that would monitor progress and help ensure collaboration in the delivery of the plan.

Crucially the global plan would provide an umbrella framework for the development and implementation of national plans. National plans would help host country governments to reach a widely shared understanding of the state of refugee education in their country and set out a policy and delivery framework for ensuring all refugee children are in school and learning. National plans should form part of Education Sector Plans or, where that isn't possible in the short term, adjuncts to them. The multi-year joint programmes that have emerged via Education Cannot Wait are good examples of this approach.

The global costing plan and the measures that must underpin it, along with national plans, are described in the body of this report. These measures are summarised on the following pages.

## INCLUSION: INCLUDE REFUGEES IN NATIONAL EDUCATION SYSTEMS

Inclusive policies and practices are vital so that refugee children can access and thrive in the formal education system where possible or in accredited non-formal education when not. This is the most practical and sustainable way to provide displaced children with accredited and certified learning opportunities that can be monitored for quality.

Host country governments must be supported to develop and implement policies to ensure that refugee children are included in the national education system. The international community must provide host country governments with financial and technical support to scale up local education services and provide alternative accredited educational opportunities. In addition, host country governments have a responsibility to ensure that inclusive national policies are implemented at the regional, local and school levels.

Sadly, there is often a simple lack of political will, or worse, a political decision to obstruct the education of certain groups. Of the 25 hosting countries regarded as highest priority by UNHCR, the UN refugee agency, only 16 (64%) allow refugees full access to their education systems at primary and secondary level. In Malaysia, refugee children are barred from the formal system. In Egypt, Syrian children can access formal schools but refugee children from other countries of origin are turned away.

Some governments are taking commendable steps forwards. At the 2016 Supporting Syria and the Region conference and at the 2016 Leader's Summit on Refugees, many host country governments committed to expanding their school systems to all refugee learners. In December 2017, the governments of Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda adopted the Djibouti Declaration on Refugee Education in IGAD Member States. It included far-reaching commitments including the integration of all refugees in national education systems by 2020.

## IMPROVEMENT: ENSURE REFUGEE AND HOST COMMUNITY CHILDREN ARE LEARNING

All students need good quality education that ensures they learn, supports their wellbeing and is relevant to their lives. At present, however, the quality of education available to refugee children, whether in camp or non-camp settings, is generally poor. This is putting their development, learning and well-being at risk and leading to high dropout rates.

The education needs of refugee students are complex. They may have already missed years of schooling and may be unfamiliar with the local curriculum and the language of instruction. Many displaced children have experienced severe trauma and require socio-emotional learning (SEL) opportunities and psychosocial support (PSS). Access to education for children with special needs, including those with mental and physical disabilities, must be prioritised.

Globally, early care and development for young children in emergencies, alongside parent education, is recognised as providing critical life-saving and life-sustaining support. But pre-primary and early childhood care and education services are rarely available to refugee communities.

Girls are disproportionately affected by crises. Refugee girls – particularly adolescents – are two and a half times more likely to be out of school and face a heightened risk of trafficking, child and forced marriage, early pregnancy, and sexual and gender-based violence. Refugee girls face numerous barriers to education, including the opportunity costs of attending school (such as loss of earning possibilities), toxic stress from gender-based violence, a lack of sanitation facilities in school, including access to menstrual hygiene management supplies. These barriers to education are exacerbated by safety concerns and a lack of protection in transit to and from educational facilities, or in the educational facilities themselves.

Host country governments and their development partners also need to remedy the lack of data on refugee education, which is preventing effective planning, provision and decision-making. Data enables service providers to map population movements, demographic details and service provision, while allowing for more effective needs analysis, monitoring, evaluation and learning, and budget projection.

# INVESTMENT: MOBILISE THE FUNDING NECESSARY TO SCALE UP ACCESS TO QUALITY LEARNING OPPORTUNITIES FOR REFUGEES

Education systems around the world, especially in low- and middle-income countries, are underfunded and failing to meet the needs of children, especially the most marginalised. The Education Commission estimates that in low- and middle-income countries, spending on education needs to increase from \$1.2 trillion annually today to \$3 trillion by 2030.<sup>1</sup> Many of the education systems in the top ten refugee hosting countries are weak and receive little support from the international community. Education received more than 2 per cent of humanitarian financing in only two of these countries in 2016. This level mirrors the humanitarian sector in general where only 2.7 per cent is directed to education.

In the Incheon Framework for Action, UNESCO indicates that national governments should spend 4-6 per cent of GDP or 15-20 per cent of their budgets on education. Given the protracted nature of refugee crises, UNHCR should be spending similar proportions on education. In 2016, however, UNHCR missed all its 2016 education targets – because it only managed to raise \$4.4 billion out of its projected budget of \$7.5 billion. At primary level, UNHCR was aiming to enrol 1.4 million children, but enrolled only 980,000. At lower secondary level, the target was 149,000 and the agency enrolled only 66,000. Meeting UNHCR's funding targets should be a minimum achievement for the international community.

Where accurate needs analyses and refugee response plans do exist, there is frequently a lack of sufficient funding to implement them. In June 2017, Uganda held a Solidarity Summit. Its total costed plan for refugees requested \$2 billion annually, but the summit raised only \$350 million, less than 20 per cent of the required amount.

The financing available for education for refugees has been overwhelmingly oriented towards short-term projects that fail to recognise the protracted nature of refugee crises. Spending is often earmarked for projects that reflect donor priorities and do not always reflect needs on the ground. At the same time, refugee education receives little or nothing from already stretched national education budgets, unless a specific refugee education plan is put in place. Education for refugees suffers from both these funding gaps. This makes it difficult to construct school infrastructure, hire and train teachers, and provide educational materials.

The international response to educating refugees suffers not just from chronic underfunding, but also from highly fragmented planning. UN agencies and donors regularly fail to create an integrated planning and delivery framework for education, leading to a proliferation of projects lacking coherence and effective oversight.

Of the world's refugees, 28 per cent live in the poorest of countries, including Cameroon, Chad, the Democratic Republic of the Congo, Ethiopia, Kenya, Sudan and Uganda. While these countries must be recognised for performing the global public good of hosting large refugee populations, they struggle to meet the associated costs, putting a huge strain on already stretched services.

The quality of the education provided to the national population in many of these countries is often already very poor. A large influx of refugees – if refugees are permitted to enter the formal system – creates a huge additional burden. In Uganda, which is now home to at least half a million child refugees from South Sudan, less than half of Ugandan children complete a full primary cycle. In Uganda's Western Nile region, where the majority of refugees live in settlements alongside the host community neighbours, national schools already suffer from severe overcrowding, with an average of 86 pupils per classroom. School infrastructure is poor: only 27 per cent of classrooms meet basic adequacy standards.

Staff in government ministries, who are already stretched, also lack the capacity and support to scale up education and sustain it for large refugee populations. This is compounded with the task of adapting to and taking advantage of the international humanitarian system.

## CALCULATING THE INVESTMENT REQUIRED

We estimate that the total cost of five years of education for all 7.3 million refugees aged 3 to 18 in low and middle-income countries is \$21.5 billion, \$11.9 billion of which should be provided by the international community. This equates to \$575 per child, per year with \$320 to come from the international community. Detailed explanations of these calculations can be found in the Annex to this report.

Having a sense of the global funding required is a critical step in both securing it and agreeing how it can be used most effectively. Without a sense of the funding required, we run the risk of lurching from crisis to crisis, and consequently addressing the educational needs of smaller and smaller numbers of children.

## FUNDING OPPORTUNITIES

The difficulties in funding refugee education are increasingly countered by encouraging opportunities. The European Union, for example, has demonstrated commendable political will to support investment in refugee education. Between 2012 and 2017 it has steadily scaled up its humanitarian funding for education in crises. In 2018, a significant 8 per cent of the annual EU humanitarian budget will be earmarked for education in emergencies and increasing to 10 per cent from 2019.

This example of the growing global commitment to investing in refugee education is accompanied by some promising opportunities that could help secure the funding necessary to realise the plan outlined in this report. These include the Global Partnership for Education (GPE), Education Cannot Wait (ECW), the World Bank's International Development Association (IDA) Regional Sub-Window for Refugees, and the recently proposed International Financing Facility for Education (IFFed).

Bilateral development assistance also has a vital role to play in closing the funding gaps that are preventing host governments from scaling up education for refugees and host communities.

This report's section on investment details how all of these mechanisms can deliver more and better funding.

## ACCOUNTABILITY: IMPROVE MONITORING, COLLABORATION AND DELIVERY

The move to comprehensive planning in response to refugee crises, with responsibility shared globally, is welcome and necessary. However, the ultimate test of these commitments will be whether policy changes improve the lives of refugees and host communities, including by enhancing educational access and learning outcomes. Securing these practical improvements will require annual reporting on time-bound, measurable outcome targets.

This report shows that it is well within our means to provide a quality education to every last refugee child. We can include refugees in national education systems. We can take concerted action to improve the quality of education for refugee and host community children. And we can deliver the necessary funding. The Global Compact on Refugees offers a unique opportunity to realise this vision. Let's seize that opportunity with commitment to meaningful practical action. The futures of millions of children – their happiness, health, safety and livelihoods – depend on our getting it right.



Young Rohingya children in Cox's Bazar, Bangladesh with their education kits. Of the children who attended school in Myanmar, only 57 per cent have attended a learning centre since arriving in Cox's Bazar.

# RECOMMENDATIONS

## INCLUSION

### Action to support the inclusion of refugees in national education systems

- Host governments should develop national plans aimed at ensuring all refugee children have access to quality educational opportunities.
- Host countries should remove policy and practical barriers that exclude refugee children from the formal education system, for example by establishing an inclusive, flexible registration system that allows students to enrol in school even if they lack the usual documentation. This also includes removing gender-based barriers and limits on time spent out of education.
- Host governments should develop and implement inclusive policies which encourage refugee children to attend and stay in school.
- Host governments should enact policies that provide access to accredited, quality, innovative non-formal learning opportunities – with clear pathways into the formal system so that children can move when ready. Non-government and community-based organisations should be supported to provide these learning opportunities to fill the gaps in public provision.
- Regional bodies should develop policies and strategies to support inclusion in national systems and share their expertise and good practice.
- Host countries, with support from donors, international agencies and the private sector, should roll out Open Education Management Information Systems (OpenEMIS) to collect refugee education data. This data can be used to inform policy-making, budgeting and implementation of educational services, and to ensure accountability. At a minimum, data must be disaggregated by gender, age and disability.

## IMPROVEMENT

### Action to ensure refugee and host community children are learning

#### Learning

- Ministries of education in host countries, donor governments, multilateral institutions and NGOs should:
  - ensure that refugee and host community students learn what they need to learn, with a focus on foundational literacy and numeracy in the early grades, helping to lay the groundwork for future learning, prevent drop out and reduce grade repetition.
  - support holistic assessments – covering literacy, numeracy, social and emotional skills and wellbeing – to identify the needs of individual learners in key refugee contexts, provide an overview of current levels of learning and gauge equity gaps.
- Host countries should create Learning Task Teams composed of UNHCR staff, operational partner staff, Ministry of Education officials and other relevant stakeholders. As well as analysing and communicating learning achievement data, these teams should make recommendations for continuous improvement of education planning and delivery, both for refugee and host community learners. They should draw on the latest evidence-based approaches to learning improvement.
- Donors, academics, NGOs and the private sector should undertake rigorous research on how best to support learning in refugee contexts, particularly during the initial stages of displacement: what works, how, for whom, under what conditions and at what cost. Such research should seek to understand the relationship between learning and wellbeing, and the implications for programming.

### **Psychosocial support and social and emotional learning**

- A global multi-stakeholder initiative on psychosocial support and social and emotional learning (PSS/SEL) should be established in collaboration with INEE. The initiative would be responsible for assessing existing approaches to PSS/SEL in refugee contexts, developing replicable approaches, providing technical assistance to implementers, supporting ministries of education in host countries to develop and adopt PSS/SEL policies, training teachers, conducting research on the benefits of PSS/SEL and disseminating good practice.

### **Early care and education**

- Donors, host countries, multilateral institutions, academics, the private sector and NGOs should prioritise funding and technical support for early learning interventions in refugee contexts.
- WHO, UNICEF, The Partnership for Maternal, Newborn and Child Health (PMNCH) and the ECD Action Network and other relevant stakeholders should commit to adapting and implementing the Nurturing Care Framework in refugee contexts.

### **Gender**

- Ministries of education in host countries, donor governments, multilateral institutions and NGOs should:
  - strengthen PSS/SEL for girls who have experienced gender-based violence, to build their resilience and help them prepare to re-enter education. Special measures should be taken to reintegrate girls who have been excluded from school, such as married girls and child mothers.
  - ensure all learning services have adequate, gender-segregated sanitation facilities and access to menstrual hygiene products.
  - ensure girls' safety in transit to school and at school by mainstreaming protection measures into all policies and initiatives related to education.

### **Teachers**

- Governments should develop or strengthen regional frameworks to include refugee teachers in national education workforces and support their professional development and certification. This could include:
  - facilitating teacher accreditation and certification across borders, including methods to fast-track training and certification;
  - progressively aligning refugee teachers' pay and conditions of service with those of host community teachers, in line with experience and qualifications;
  - supporting pre-service and in-service professional development of refugee and host community teachers, recognising the additional knowledge and skills required to support refugee learners;
  - promoting gender parity in the teaching workforce and equalising career progression opportunities among teachers in refugee contexts;

### **Protecting education from attack**

- All countries should endorse the Safe Schools Declaration and take practical action to protect schools, students and staff from attack and military use, including by implementing the Safe Schools Guidelines.

# INVESTMENT

## Action to mobilise the funding necessary to scale up access to quality learning opportunities for refugees

- Donors, host countries and multilateral institutions, in consultation with the private sector and civil society, should agree on the global cost of a five-year plan to deliver universal pre-primary, primary and secondary education to the world's refugees.
- Donors should commit to fund the plan, providing predictable, long-term, multi-year funding. This should include support for bilateral and multilateral mechanisms in line with donor policies and priorities.
- A group of donors, host countries, multilateral institutions and civil society organisations should create an initiative to support resource mobilization in line with the costed plan, which would include the capacity to monitor pledges and disbursement dedicated to the plan's delivery.
- Donors should increase education's share of development aid to 15%, education's share of humanitarian funding to 4-6%, and ensure more of this funding is channelled through multilateral mechanisms in multi-year increments to ensure maximum impact.
- Donors should urgently increase funding for UNRWA, closing the funding gap caused by recent cuts. They should also support the development and financing of a multi-year plan for education for Palestine refugees.

### The World Bank should:

- commit to stimulating demand for education funding, especially from countries that are eligible for the IDA18 Regional Sub-Window for Refugees and Host Communities;
- commit to supporting the development and financing of multi-year refugee and host community education response plans, which have emerged as a principal mechanism of Education Cannot Wait.

### The Global Partnership for Education should:

- modify its grant guidelines to allow it to compensate partner countries that include refugee children in their national education sector plan, by providing top-up funding via the country's education sector programme implementation grant (ESPIG), in recognition of the shared responsibility that the host government has assumed;

- increase support to GPE partner countries experiencing new influxes of refugees, including by supporting countries to apply for the funding available from GPE's accelerated support in emergency and early recovery situations window;
- develop a regional approach to funding in emergency situations, including those involving refugees, including a mechanism that would allow GPE to provide cross-border support to host countries;
- support eligible host countries to access funding from the GPE multiplier, including by using it to leverage World Bank IDA credits and grants, regional development bank funding, additional bilateral grants and funding from ECW and UNHCR;
- ensure that its Knowledge and Innovation Exchange supports improved capacity and the development of global public goods and peer exchange related to refugee education;
- support, via its Advocacy and Social Accountability mechanism, one or more activities designed to improve mutual accountability – nationally, regionally or globally – for providing education to refugees.

### Education Cannot Wait should:

- provide and facilitate support from its partners to refugee hosting countries for the development of multi-year refugee and host community education response plans;
- provide its own funding for these plans and actively work to mobilise additional resources to implement them;
- ensure that its Acceleration Facility identifies refugee education as a priority for investment and development.

### The International Finance Facility for Education should:

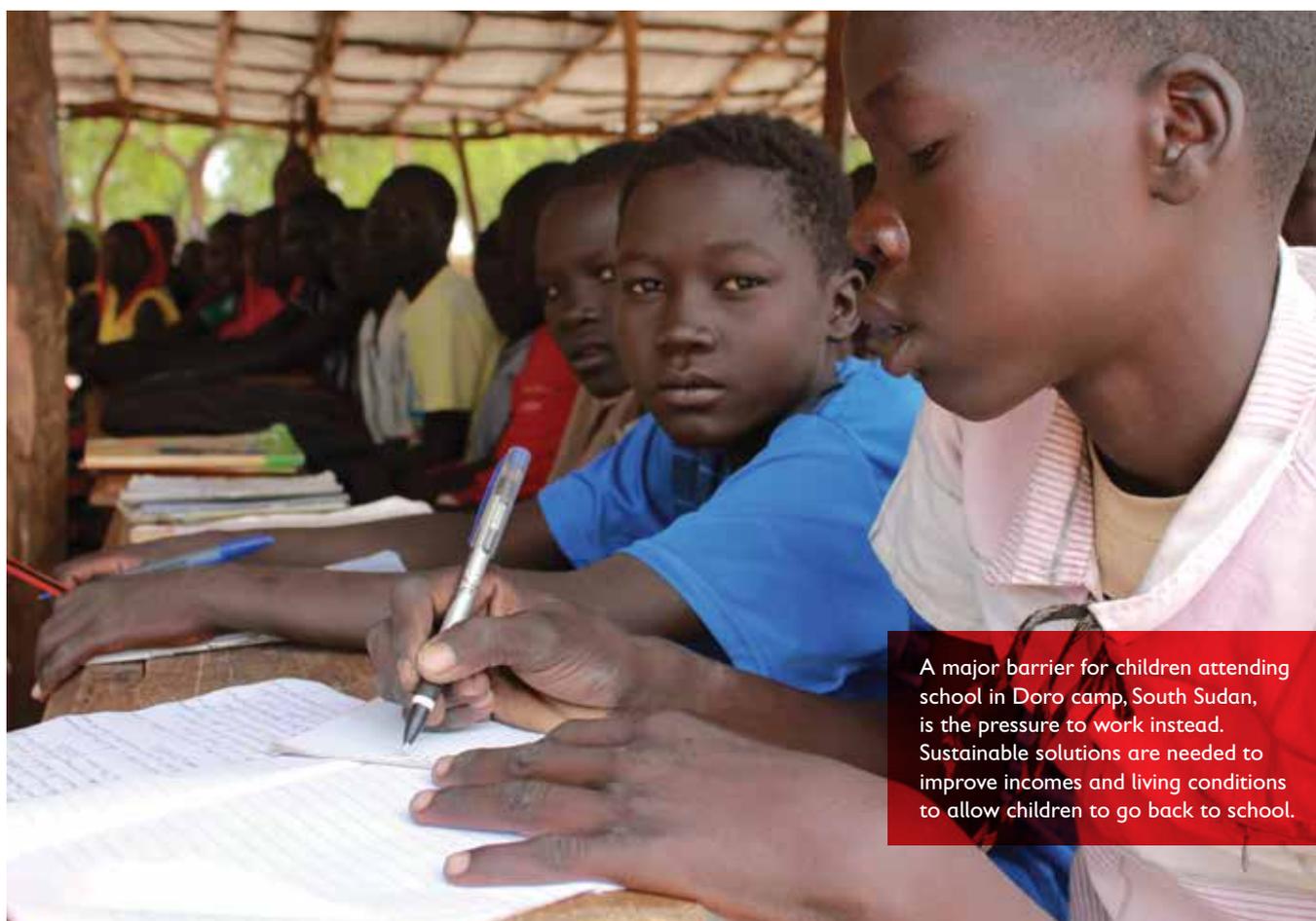
- pay particular attention to and carefully assess issues of debt sustainability and the appropriateness of loans in humanitarian contexts and fragile states;
- if deemed appropriate make the additional financing it creates available to eligible countries impacted by emergencies for long term rebuilding;
- ensure the degree of concessionality for loans for education of refugee populations to be such that the donors agree to pay off the principle into the future, so as to invest up front in education for refugees.

# ACCOUNTABILITY

## Action to improve monitoring, collaboration and delivery

- Donors, host countries and multilateral institutions, in consultation with the private sector and civil society, should establish a results and accountability framework for delivering the New York Declaration's commitments on education, including implementing all the measures outlined in the Global Compact on Refugees, with a particular focus on the Programme of Action and the costed plan that we recommend in this report.
- The education specific plan we argue for in this document could provide the basis for a sectoral focus at the initial Global Refugee Forum and prove a framework for monitoring progress at subsequent forums.
- Member states should monitor access to education by refugees, returnees and host communities as part of their road maps for reaching Sustainable Development Goal 4. This should form part of their reporting on education at the High Level Political Forums.
- UNESCO should convene a consultative process to develop guidance for member states so that reporting on SDG 4 in relation to refugees, returnees and host communities is of high quality and as standardised as possible.
- The United Nations Secretary General should ensure that the 2019 High Level Political Forum, which will focus on SDG 4, includes an assessment of progress in relation to refugees, returnees and host communities.

**Taken together, these actions would make the promises of the New York Declaration on Migrants and Refugees a reality for the millions of refugee children who currently have no hope of going to school.**



A major barrier for children attending school in Doro camp, South Sudan, is the pressure to work instead. Sustainable solutions are needed to improve incomes and living conditions to allow children to go back to school.

# PART ONE: THE REFUGEE EDUCATION CRISIS



UNHCR  
The UN Refugee

Since 2015, more than 400,000 refugees have fled Burundi. The Burundian refugee crisis has received just 21% of the required funding, making it the least funded refugee response plan in the world.

# UNPRECEDENTED LEVELS OF FORCED DISPLACEMENT

The world is witnessing the largest level of human displacement on record. An unprecedented 68.5 million people have been forced from their homes. Among them are 10 million stateless people who have been denied a nationality and access to basic rights, 40 million people who are internally displaced and at least 25.4 million refugees who have fled their countries seeking protection from violence or persecution.<sup>1</sup>

An estimated 11.2 million to 13.7 million children and young people have been internally displaced while more than half of the world's refugees are children.<sup>2</sup> Many of these children have lost parents, siblings and friends. They have experienced unspeakable acts of violence and face an uncertain future.

Whatever their migration status, all children have the right to a quality education and the chance it offers to rebuild their lives.

This report focuses on the 3.7 million refugee children and young people who are out of school and the millions of refugee and host community children whose education is inadequate. Save the Children acknowledges the difficulties that internally displaced children face and is working to address their needs, including via our role as co-lead of the global Education Cluster (Box 1).

Throughout 2018, a ground-breaking new international agreement – the Global Compact for Refugees – will be established. This framework presents a huge opportunity to improve the way in which the international community responds to large movements of refugees, and in particular their education needs.

“Dreams should not end because of conflict. Futures should not be put on hold because of war. There is no tomorrow for countries affected by conflict unless their children learn today, and not just the basics, but an education that gives them the tools and skills they need to fly.”

**Malala Yousafzai, Nobel Peace Prize Laureate**



Over the past two decades, the global population of forcibly displaced people has grown substantially, and it remains at a record high.

# KEY STATISTICS

We are witnessing the highest levels of displacement on record

UNITS MILLIONS



## PRIMARY ENROLMENT

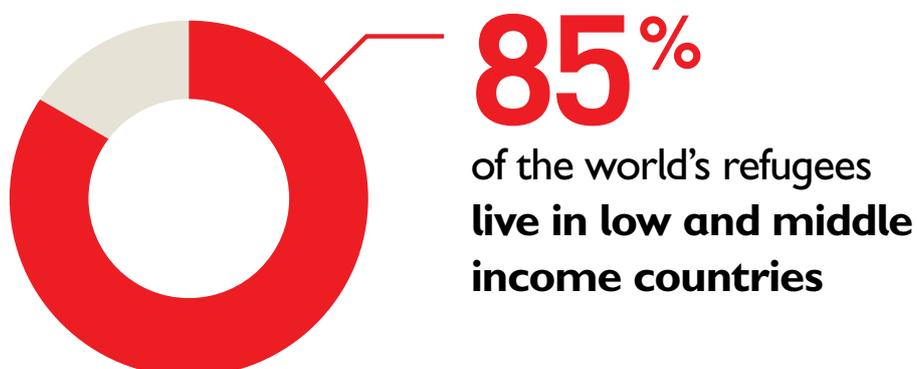


## SECONDARY ENROLMENT

Just **22%**   
of refugee adolescents  
receive a secondary education

 **84%** of adolescents  
around the world  
attend secondary school

Refugee hosting countries are amongst the poorest





Children play at a camp for displaced persons in Northern Iraq. It is estimated that 1 in 10 Iraqis are internally displaced, and approximately 80% of the displaced are women and young children.

## BOX 1: SUPPORTING INTERNALLY DISPLACED PEOPLE

While this report focuses on delivering education to the 3.7 million out-of-school refugees – children who have fled across borders – at the end of 2017 there were 39 million people living in internal displacement within their countries as a result of conflict and violence. This number has nearly doubled since 2000 and has increased sharply over the last five years.<sup>3</sup>

Being internally displaced is a huge threat to children's education. As with refugee populations, most internally displaced people live in low- or middle-income countries where the education systems are already under significant strain. During displacement, schools that remain open become further overcrowded, while other schools may be occupied by armed forces and displaced communities. Government teachers may leave conflict-affected areas or change jobs. As with refugee situations, the lack of education services can exacerbate children's poverty and increase their vulnerability to child marriage, child labour and recruitment into armed groups. Furthermore, most of these children and adolescents have experienced a high level of trauma and stress, necessitating psychosocial support.

Working through the Education Cluster – an open formal forum for coordination and collaboration on education in humanitarian crises – governments, UN agencies and NGOs should ensure that displaced children are re-integrated into national education systems or can access non-formal learning opportunities as soon as possible after their displacement. In each crisis, protection of internally displaced people must be mandated to an agency.

# THE CASE FOR REFUGEE EDUCATION

Education plays a protective, life-saving and life-sustaining role in times of crisis. Among the growing number of children affected by displacement, few have access to adequate educational services. This failure needs to be addressed as a matter of the utmost urgency.

Ensuring timely access to education for refugee children in line with the New York Declaration commitment of ‘within a few months’ should be prioritised at all levels and in fact every effort should be made to reduce any delays to educational service provision after a child crosses an international border in search of protection.

A child’s right to education in any circumstance is enshrined in international humanitarian law. This right is guaranteed for all children by the Universal Declaration of Human Rights (1948) and the Convention on the Rights of the Child (1989). It has been reinforced for children in humanitarian contexts by the Convention Relating to the Status of Refugees (1951) and UN General Assembly resolution 64/290, The right to education in emergency situations (2010).

As the 2010 UN resolution states, the right to education is both a human right and an enabling right, allowing people to exercise their other rights, such as the right to health and the right to life with dignity. The 145 state parties that have signed the 1951 Refugee Convention are obliged to fulfil refugee children’s right to an education.

## THE IMPACT OF LOSING OUT ON LEARNING

When children are out of school, their learning doesn’t just stop but is also likely to regress. The longer children are out of school, the more they lose skills and knowledge they have already acquired.

Not being in education has a wide range of other impacts. The longer children are out of school, the less likely they are to return. Reducing the time that children are out of school after becoming refugees increases the chances of them restarting and continuing their education.

Globally, only 34% of out-of-school children are likely to re-enrol in education, with the figure varying by region: 38% in Arab states, 36% in sub-Saharan Africa, 33% in East Asia and the Pacific, and as low as 15% in South and West Asia.<sup>4</sup>

We also know that the pressure on family incomes means that refugee children are particularly vulnerable to child labour. Once in child labour, children’s chances of re-entering school diminish even further.<sup>5</sup>

In 2013, UNHCR<sup>6</sup> and Save the Children<sup>7</sup> found that almost half of refugee children in Jordan were working. According to the US Department of Labor,<sup>8</sup> children as young as 12 were working more than 12 hours per day in manufacturing, sales and food services.<sup>9</sup>

In the poorest communities, a child who has not gone to school for more than a year is likely never to return to the classroom.

## SUPPORTING DEVELOPMENT AND PROTECTION AT A TIME OF INCREASED VULNERABILITY

When children and young people are displaced, the case for education is amplified. Continuing to provide educational services to refugee children can help mitigate the impacts of displacement, providing a protective platform to help children and their communities secure better futures.

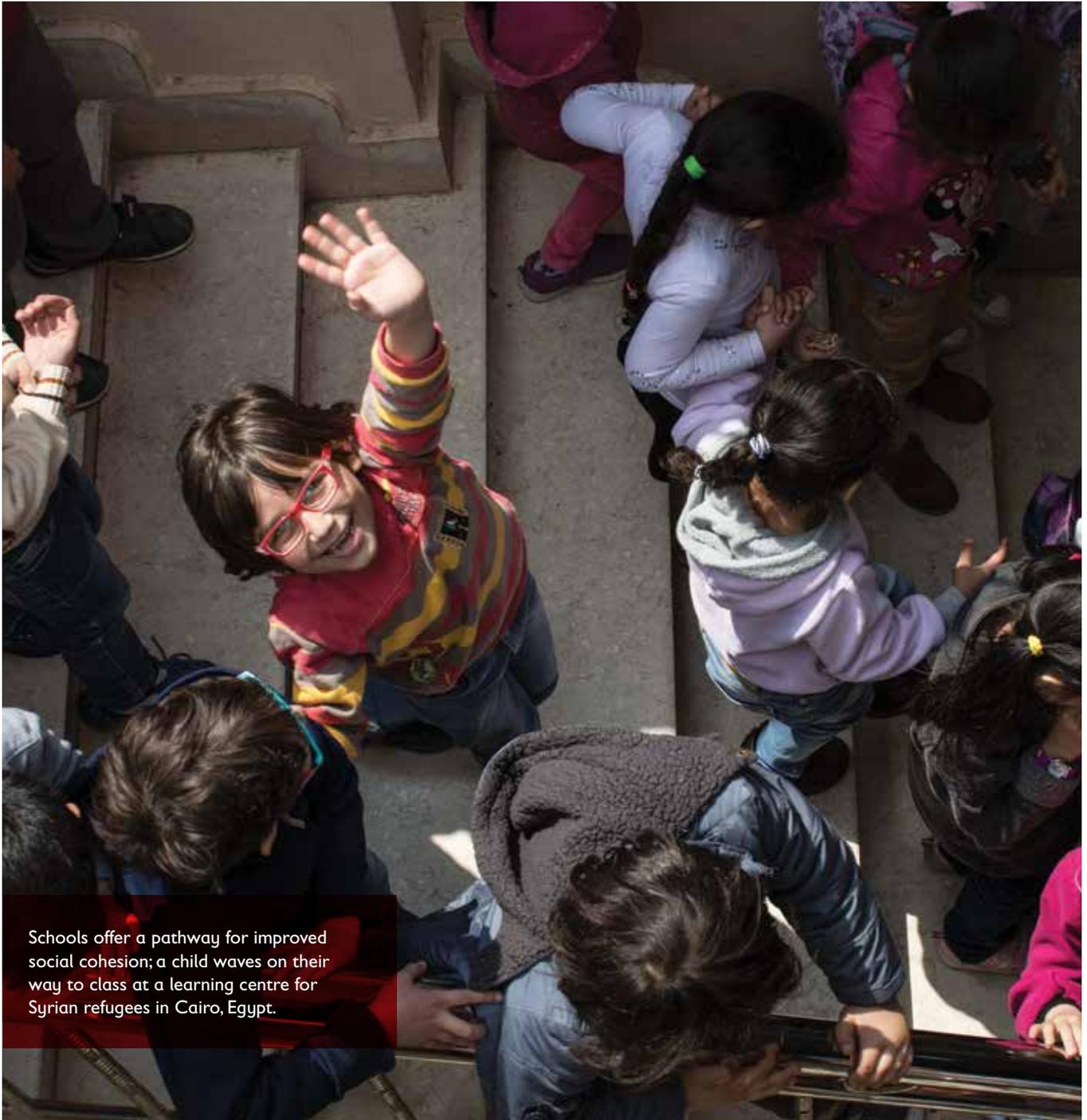
In the short term, quality education helps to support children’s development and wellbeing at a time when they are at their most vulnerable by providing physical, psychosocial and cognitive protection.

In the long term, quality education benefits the societies in which forcibly displaced children have sought safety. Education also plays a vital role in securing economic recovery, social stability and peace in the most fragile of contexts.

Quality, equitable, inclusive education for displaced children reduces poverty, boosts economic growth and increases income. Each additional year of education can enable a 10 per cent increase in income. If all children left school reading, we would see a 12 per cent reduction in world poverty.<sup>10</sup>

Education increases a person’s chances of having a healthy life, reduces maternal deaths, and combats diseases such as AIDS.<sup>11</sup> It also promotes gender equality and reduces child marriage.<sup>12</sup>

Access to quality educational opportunities helps prevent people from engaging in conflict. Higher levels of education in a country lead to more peace and lower chances of conflict. Some studies have shown that where education inequality doubled, so too did the chance of conflict.<sup>13</sup>



Schools offer a pathway for improved social cohesion; a child waves on their way to class at a learning centre for Syrian refugees in Cairo, Egypt.

## ENHANCING SOCIAL COHESION

Education can play a vital role in building social cohesion between refugee and host country communities. Countries or communities with a sudden or large influx of refugees often experience ethnic and linguistic fracturing, which leads to social rifts and even conflict in what may previously have been peaceful communities.

Integrating refugee children into formal schooling helps them to develop their social skills and build new relationships. It can also reduce social tension,<sup>14</sup> as well as teaching them how to navigate local systems and services for themselves and their families.

Language barriers are among the most complex to solve in accessing education,<sup>15</sup> and are often one of the main reasons for exclusion of groups. Once overcome, however, they present an opportunity for inclusion: children who learn the local language can successfully integrate into school, master communication with peers and teachers, make new friends and support their own families and excluded members of their community with translation skills.

“It’s very important to go to school in this camp because then when I finish my studies I can become a teacher or a nurse, someone who is great in the nation and can help rebuild what has been destroyed. If there was no school I wouldn’t be happy. When I go to school everything I have gone through starts to disappear in my mind, and I no longer remember. That’s the goodness of school.”

**Innsaf, 13, Doro refugee camp, South Sudan<sup>16</sup>**

## RESPONDING TO THE WISHES OF CHILDREN AND FAMILIES

The lack of importance the international community has historically accorded to education in refugee contexts starkly contrasts with the value that refugee parents and children place on it. Refugee children and young people around the world tell us that education is the key to their futures, their protection, their happiness and their health, and that it cannot be delayed.

In crisis situations, 99 per cent of children see education as a high priority, according to 16 studies from 8 organisations covering 17 different emergencies – ranging from conflict to protracted crises and disasters – and reflecting the voices of 8,749 children.<sup>17</sup>

For example, children in Dollo Ado refugee camp in Ethiopia, described education as critical for their future, stating that “school is making the future better” and “we will have something to pass onto our children”. Children, particularly girls, also highlight the role that education allows them to play in their communities, speaking of the importance of being “a role model for other girls” and “to become important in society”, adding “I can help my family in the future”.<sup>18</sup> Children in Dollo Ado who are not attending school also place great value on education, with 83 per cent giving education as one of their three priorities. They reason that “without education a good life is not possible”, “if you can’t learn, you can’t get anything else”, and “without education we will have no future.” These children also describe the value of learning, with one child commenting that “[other children] are very happy in school because they have lessons and they get to learn”.

It is not just children who are saying this. Parents and leaders in communities deeply affected by conflict consider education a number one priority.<sup>19</sup> In Greece, one in three Syrian parents and caregivers reported that education was the key reason for leaving for Europe.<sup>20</sup> In Lebanon, Syrian refugee families report children’s education as a major concern.<sup>21</sup> An assessment of Syrian refugees in Jordan, Lebanon and Iraq has shown that 80 per cent of caregivers identified lack of access to education as their main source of stress.<sup>22</sup>

Even when refugee families’ livelihoods are severely threatened, parents allocate a portion of their scarce funds to ensure their children can go to school. In Dollo Ado, some parents made sacrifices to help their children get a good education. Parents paid 5-20 Ethiopian birr (ETB) (equivalent of up to \$1) for after-school mentoring; others paid 500-600 ETB (up to \$30) to send their children to the small private schools set up in the camps. Child protection workers recognised that education was particularly important for unaccompanied children arriving at the camp, as school immediately provided them with a secure environment.<sup>23</sup>

Children and their families tell us time and time again that they want to continue their education, regardless of their circumstances. Humanitarian actors and donors have a moral and ethical responsibility – as well as a humanitarian obligation – to listen to these children, their parents and their communities, so we can understand their needs and respond with assistance that is accountable and effective.<sup>24</sup>

## REFUGEE CHILDREN DEMAND AN EDUCATION

NAZAR 12, FROM AFGHANISTAN  
NOW LIVING IN PAKISTAN

I want to return home and become a school headmaster.

ALI 14, FROM SYRIA NOW  
LIVING IN ZA'ATARI REFUGEE  
CAMP, JORDAN

I would have liked to stay at school but I had to work. How else can I earn money for my siblings? I am the only one. If there were somebody else, I would have stayed at school. I had to stop going to school to work.

JANE 10, FROM SOUTH SUDAN  
NOW LIVING IN ETHIOPIA

When I was in Pagak (South Sudan), I used to go to school every day in the morning. My parents made sure I went to school. I miss the life I had at home because I am not able to go to school here in this camp. When I went to be registered, I was told there was no more space in the school.

YASMINE 12, A ROHINGYA GIRL  
FROM MYANMAR NOW LIVING IN  
BANGLADESH

If I wasn't coming here I would have nothing to do. I would just sit around bored. I am very happy to come here because I can learn and play with my friends. The facilitators are really nice. I like them a lot.

STAR 8, FROM MYANMAR LIVING  
IN MAE LA CAMP, THAILAND

I want to become a teacher in the future to help other children. I want life to be better for them as they currently are not able to read or write.

SOFIA 12, FROM SOUTH SUDAN  
NOW LIVING IN UGANDA

I love school because I wanted to continue reading so that when I grow up I can come and support my mother. My favourite subjects are English and Maths.

# MAKING AND KEEPING OUR PROMISES ON REFUGEE EDUCATION

In the last few years, recognition of the importance of education in humanitarian situations in general and for refugees in particular has undeniably grown, as demonstrated by the developments detailed in the timeline below.



The global events and agreements in the timeline illustrate significant recent positive momentum in support of refugee education. Real progress has been patchy, however, because monitoring and reporting mechanisms and financial tracking have been inadequate.

## THE SUSTAINABLE DEVELOPMENT GOALS AND THE COMMITMENT TO LEAVE NO ONE BEHIND

The 2030 Agenda for Sustainable Development provides an impetus for action on refugee education, recognising that education is both a goal in itself and a vital means for attaining all the other SDGs. Refugee education is also clearly supported by the SDGs' promise to "leave no one behind" – the acknowledgement that the goals will not be met unless they are met for all people in all nations, including the most vulnerable and marginalised groups in society.

Since the SDGs were agreed in 2015, millions more people have been displaced across international borders, raising the number of refugee children who are in need of quality education services. SDG 4, the education goal, will not be achieved in 2030 unless education for refugees receives urgent attention, support and funding.

In 2019 the High Level Political Forum – the monitoring and accountability mechanism for the SDGs – will assess progress towards the education goal. This will be a vital opportunity for the international community and the countries reviewing their progress towards SDG4 to set out their work to meet the education needs of refugee children.

## HUMANITARIAN SYSTEMS REFORM

At the 2016 World Humanitarian Summit, 30 major donors and aid agencies agreed to the "Grand Bargain, a package of reforms to make humanitarian financing and response more efficient and effective. Summit participants also backed the "New Way of Working", a UN-led reform policy aimed at improving collaboration to bridge the gap between humanitarian and development action.

As well as increasing flexible, predictable, multi-year funding to meet protracted humanitarian needs, these measures incorporate the principle of responsibility sharing. This principle calls for donor countries to pledge support to low- and middle-income countries that host most of the world's refugees, in recognition that hosting and providing services for refugees is a global public good.

For some, a crucial limitation of the Grand Bargain is its failure to address the gap between needs and available resources, and there is criticism that improved efficiency and collaboration will not on their own solve the scale of the resourcing deficit.<sup>25</sup>

The success of this new approach will depend on its ability to deliver early action, as well as predictable, long-term and adequate funding to enable a high-quality response to crisis-affected populations. Nearly two years after the World Humanitarian Summit, it remains to be seen whether donor governments will fulfil these commitments and provide more flexible funding.

The new approaches to humanitarian financing, including the New Way of Working, must be championed to maintain the momentum towards improving refugee education responses. These approaches provide a key opportunity to ensure the provision of medium- to long-term financial support to countries hosting large refugee populations, some of which, in the case of middle-income countries such as Lebanon and Jordan, do not meet income requirements for development assistance.<sup>26</sup>

## THE EMERGENCE OF NEW FUNDING MECHANISMS

The World Humanitarian Summit also saw the launch of Education Cannot Wait, which aims to create a catalytic shift in funding for education in emergencies, including refugee situations. At the time of writing ECW has provided support via its first response funding for education programmes – or is developing multi-year resilience programmes for refugees and host communities – in Bangladesh, Chad, Ethiopia, Lebanon, Occupied Palestinian Territory and Uganda. It successfully reached its fundraising target for 2017 of \$190 million. It is critical that donors continue to support its work and ambitious fundraising targets in 2018 and beyond.

# SPECIFIC COMMITMENTS TO REFUGEES



A teacher in Northern Greece supports child refugees attending a Greek school. An assessment by Save the Children found that Syrian child refugees in Greece have been out of school for an average of more than two years.

## THE NEW YORK DECLARATION

In September 2016, governments from around the world adopted the New York Declaration for Refugees and Migrants, a landmark political commitment to improve the way the international community responds to large movements of refugees and migrants, as well as to protracted refugee situations.

The declaration promised to ensure that all refugee children would be in school and learning within a few months of crossing an international border (Box 2). It gave UNHCR the task of developing a Global Compact on Refugees, which will consist of the Comprehensive Refugee Response Framework and a Programme of Action.

### BOX 2: EDUCATION-RELATED COMMITMENTS IN THE NEW YORK DECLARATION FOR MIGRANTS AND REFUGEES

**Paragraph 32:** “We are determined to ensure that all children are receiving education within a few months of arrival, and we will prioritize budgetary provision to facilitate this, including support for host countries as required.”

**Paragraph 44:** “Recognising that the lack of educational opportunities is often a push factor for migration, particularly for young people, we commit to strengthening capacities in countries of origin, including in educational institutions.”

**Paragraph 81:** “We are determined to provide quality primary and secondary education in safe learning environments for all refugee children, and to do so within a few months of the initial displacement. We commit to providing host countries with support in this regard. Access to quality education, including for host communities, gives fundamental protection to children and youth in displacement contexts, particularly in situations of conflict and crisis.”

**Paragraph 82:** “We will support early childhood education for refugee children. We will also promote tertiary education, skills training and vocational education. In conflict and crisis situations, higher education serves as a powerful driver for change, shelters and protects a critical group of young men and women by maintaining their hopes for the future, fosters inclusion and non-discrimination and acts as a catalyst for the recovery and rebuilding of post conflict countries.”

## THE GLOBAL COMPACT ON REFUGEES

The Global Compact on Refugees (GCR) provides a unique opportunity to reform refugee systems and transform the way global responsibility for refugees is shared. Taken together, these commitments and mechanisms hold huge promise to overhaul the way the world meets the needs of refugees and the communities that host them, including their education needs. The refugee education sector must take advantage of this opportunity by including education issues directly in the Global Compact, which will be finalised in 2018, and by implementing the compact once it is adopted.

## THE COMPREHENSIVE REFUGEE RESPONSE FRAMEWORK

The Comprehensive Refugee Response Framework (CRRF) was annexed to the New York Declaration. Its purpose is to indicate the actions needed to ease pressure on host countries, to enhance refugees' self-reliance, to expand access to third country solutions, and to support conditions in countries of origin for return in safety and dignity. It calls upon UNHCR to apply the framework to particular situations, in close coordination with relevant countries and other United Nations agencies and stakeholders, and to assess its impact with a view to refining it further. This new approach envisions a world where refugees have access to countries where they are safe, including where they are no longer living in camps and are not dependent on humanitarian assistance.

Regarding education, the CRRF states that host countries, with appropriate support from UNHCR and other partners, must "Deliver assistance, to the extent possible, through appropriate national and local service providers, such as public authorities for health, education, social services and child protection". Where host countries are unable to provide these services, the principle of shared responsibility means they must either receive sufficient support to enable them to do so or other countries should offer to resettle more refugees as appropriate.

The GCR development process has been designed to learn from the roll-out of the CRRF in 14 countries in Central and East Africa and Central America.<sup>27</sup> Progress on the CRRF roll-out has varied from country to country, but a common theme has been the failure of high-income countries to adhere to the responsibility sharing principle and provide adequate funding so that low-income host countries can meet the needs of their resident refugees.<sup>28</sup>



Students at Nyumanzi Integrated Primary School for Ugandan nationals and refugees from South Sudan. The Ugandan government allows refugees access to its territory and gives them the right to access public services, including education.

## THE GLOBAL COMPACT PROGRAMME OF ACTION

Once fully agreed in the coming months, it is hoped that the Programme of Action, which along with the CRRF forms part of the Global Compact on Refugees, will set out detailed commitments in order to achieve the promise of the New York Declaration.

At the time of writing, the latest draft of the Programme of Action (published 4 June 2018) states the following on education:

- In line with national education laws, policies and planning, and in support of host countries, States and relevant stakeholders will contribute resources and expertise to expand and enhance the quality and inclusiveness of national education systems to facilitate access by refugee and host community children (both boys and girls) and youth to primary, secondary and tertiary education. More direct financial support and special efforts will be mobilized to minimize the time refugee boys and girls spend out of education, ideally a maximum of three months after arrival.
- Depending on the context, additional support could be contributed to expand educational facilities (including for early childhood development, and technical or vocational training) and teaching capacities (including support for, as appropriate, refugees and members of host communities who are or could be engaged as teachers, in line with national laws and policies). Additional areas for support include efforts to meet the specific needs of refugee children and youth (including through “safe schools”) and overcome obstacles to their enrolment and attendance, especially for girls and those with disabilities. Support will be provided for the development and implementation of national education sector plans that include refugees. Technical support will be provided where needed to facilitate recognition of equivalency of academic, professional and vocational accreditation.

## THE 2016 LEADERS’ SUMMIT ON REFUGEES

Following the adoption of the New York Declaration, the UN Secretary-General and the governments of Canada, Ethiopia, Germany, Jordan, Mexico, Sweden and the United States co-hosted the Leaders’ Summit on Refugees to increase global responsibility-sharing for refugees.

The summit was a welcome initiative. It demonstrated the political leadership of both the co-hosts and the 52 participating countries and international organizations who made pledges. It also confirmed their preparedness to begin delivering on the promise of the New York Declaration.

In September 2017, one year on from the New York Declaration and Leader’s Summit for Refugees, Save the Children published *Losing Out On Learning*,<sup>29</sup> a report that assessed progress towards fulfilling the refugee education pledges.

We calculated that from September 2016 to September 2017, 700 million school days were missed by out-of-school refugees. Many of the commitments by host countries were restatements of existing pledges, so that even if all the pledges were fulfilled, only 347,000 extra school places would be created, in a world where at the time there were at least 3.5 million refugee children out of school.

The difficulties in implementing, monitoring and accurately reporting on the summit pledges underline the wider need for a detailed global refugee education plan, backed by the necessary funding and underpinned by a transparent, timebound result framework that is publicly reported on.

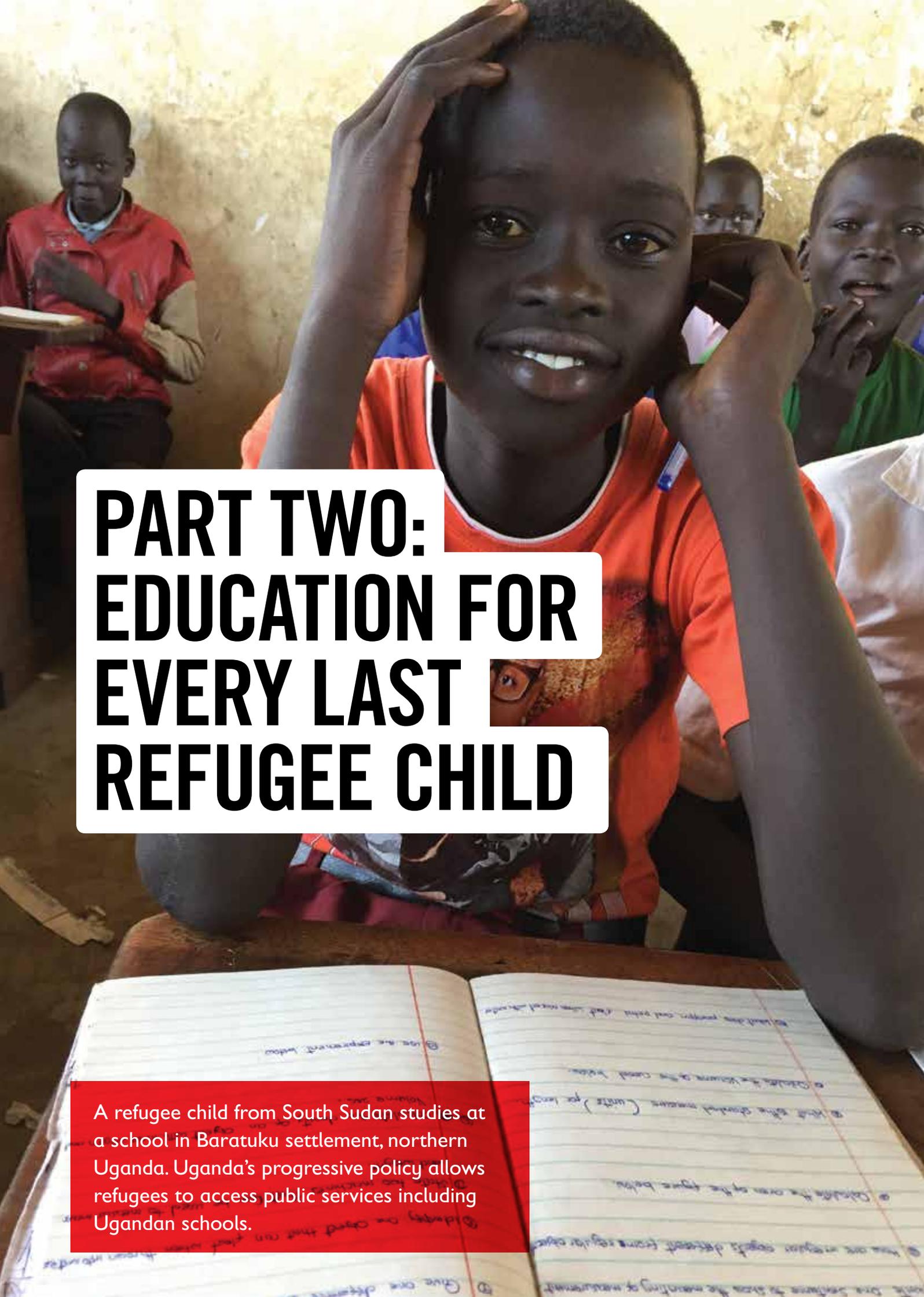


Refugees and migrants travel by foot towards Croatia. The nature of migration has changed in the face of modern crises and globalisation.

### BOX 3: THE GLOBAL COMPACT FOR SAFE, ORDERLY AND REGULAR MIGRATION

In the New York Declaration, world leaders agreed to create a Global Compact for Safe, Orderly and Regular Migration (GCM). The aim of this compact is to “set out a range of principles, commitments and understandings among Member States regarding international migration in all its dimensions”. This would “present a framework for comprehensive international cooperation on migrants and human mobility.” As with the Global Compact on Refugees, the GCM will be agreed in 2018. The process for developing the GCM will be driven by member states, and not led by UNHCR, as in the GCR. This intergovernmental process began in 2017; the final GCM will be presented for adoption at an intergovernmental conference on international migration in 2018.<sup>30</sup>

This report recognises that education is an important consideration for safe and orderly migration systems. We do not engage in depth with the GCM, however, because it has limited scope for refugee education issues. In a list of 24 items the GCM could include, the New York Declaration mentions education only once: “Recognition of foreign qualifications, education and skills and cooperation in access to and portability of earned benefits”.<sup>31</sup>



# PART TWO: EDUCATION FOR EVERY LAST REFUGEE CHILD

A refugee child from South Sudan studies at a school in Baratuku settlement, northern Uganda. Uganda's progressive policy allows refugees to access public services including Ugandan schools.

# A PLAN TO DELIVER UNIVERSAL PRE-PRIMARY, PRIMARY, & SECONDARY EDUCATION FOR THE WORLD'S REFUGEES



## INCLUDE

Develop and implement policies which allow refugees to be included in the national education systems of their host country.



## IMPROVE

Develop and implement national policies designed to increase the quality of education provided to refugee and host community children and improve their learning outcomes.



## INVEST

Mobilise the funding necessary to scale up access to quality learning opportunities for refugee and host community children.



## BE ACCOUNTABLE

Ensure national governments and multilateral institutions honour their obligations and practical commitments, including as hosts of refugee populations and/or as donors in support of international responsibility sharing for refugees.

# INCLUDE, IMPROVE, INVEST

Save the Children welcomes the commitments in the Programme of Action that has been established under the Global Compact on Refugees, particularly for host countries to include refugee children and youth in national education systems within three months of displacement. We also welcome the recognition that refugee children and youth, and particularly girls, face obstacles to educational access and learning.

To make these commitments an actionable plan, this report recommends that donors, host country governments, the private sector and non-government organisations join forces – in the spirit of responsibility sharing – to develop a global costed plan for refugee education that details measure to ensure that:

- refugees are included in national education systems
- refugee and host community children are learning
- the funding necessary to provide universal quality learning opportunities for refugees is provided.

The plan will need to be monitored and mechanisms put in place to facilitate collaboration and efficient, effective delivery.

This part of the report describes the barriers refugees face in accessing education that enables them to learn. It recommends practical policy changes to overcome these barriers and outlines the funding required to deliver the education that refugee children want and need.

## INCLUDE: ENSURING REFUGEES ARE INCLUDED IN NATIONAL EDUCATION SYSTEMS

Inclusive policies and practices are vital so that refugee children and young people can benefit from host countries' formal education systems when possible and accredited non-formal education when not. The international community must support host country governments to overcome political and operational challenges so that they can enact policy changes and allocate funding to ensure all refugees are included in national education systems.

### OPEN UP NATIONAL EDUCATION SYSTEMS

Refugee crises tend to be long-lasting and involve large numbers of people. So integrating refugee children and young people into national education systems is the most effective and sustainable way to meet their need for relevant, quality education that is recognised.<sup>1</sup> To make this happen, host country governments need to have inclusive policies and practices that ensure refugee children can access and thrive in the formal system where possible, and if not, can benefit from accredited non-formal education.

Enabling refugee children to access and succeed in local education systems underlines the vital importance of improving education in the communities that host them. Over 85 per cent of the world's refugees live in low- and middle-income countries whose education systems already struggle to meet the needs of the marginalised. And more than half of the world's refugee population live in urban communities, often in the poorest and most deprived parts of the world's cities.

Opening up formal education systems to all learners requires choosing which curriculum refugee children will follow. This choice is usually between: 1) a parallel system that uses the country of origin curriculum, typically provided by non-government organisations or refugee-led community schools; or 2) mainstreaming into the host country curriculum, either by using it in schools for refugees (including schools in refugee camps) or by allowing refugees to access government schools where they have settled.

## PARALLEL VERSUS NATIONAL EDUCATION SYSTEMS

Education for refugees ultimately falls to the responsibility of the host government – in law, if those governments are signatories to the 1951 convention, but often in practice even when they are not. While host country governments should receive financial and technical support from the international community to scale up local education services and to provide alternative accredited educational opportunities, they also have a responsibility to ensure that national policies are inclusive, and that those inclusive policies are implemented at the regional, local and school levels.

Not only do host countries often lack the capacity to scale up their education systems, however, but they also often lack political will or, worse, take political decisions to obstruct the education of certain groups. Of 25 UNHCR priority countries, only 16 allow refugees full access to their education systems at primary and secondary levels, with the rest placing limits on their access.<sup>2</sup>

In Malaysia, refugee children are prevented from accessing the formal system.<sup>3</sup> In Egypt, Syrian children can access formal schools but refugee children from other countries are turned away.<sup>4</sup>

Increasingly governments are committing to opening their education systems to refugee children and adolescents. At the 2016 Supporting Syria and the Region conference and at the 2016 Leader's Summit on Refugees, many host country governments committed to opening their school systems to all refugee learners (BOX 4).

In December 2017, the governments of Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda adopted the Djibouti Declaration on Refugee Education, which promises to include all refugees in National Education Sector Plans by 2020.<sup>7</sup> With many of these countries hosting large numbers of refugees, this commitment could significantly improve access to accredited learning opportunities for thousands of refugee children.



Save the Children and Unicef recreated a bombed-out classroom outside the UK Houses of Parliament as part of our call for more funding for education at the Supporting Syria and the Region Conference 2016.

## BOX 4: EDUCATIONAL INCLUSION IN COUNTRIES HOSTING SYRIAN REFUGEES

The promises made at the first Supporting Syria and the Region conference in 2016 and subsequent conferences in Brussels in 2017 and 2018 could significantly improve the lives of both refugee and vulnerable host communities in Jordan, Lebanon and Turkey. Between them these three countries host 75 per cent of refugees from Syria.

In 2016, host countries and donors pledged that by the end of the 2016/17 school year all refugee children and vulnerable children in host communities would be in good quality education, with equal access for girls and boys. Crucially, in order to achieve this goal, members of the international community promised to provide Turkey, Lebanon, Jordan, Iraq and Egypt with financial and technical support.

### An uphill battle to maintain progress

In the five host countries, progress in accessing education is steady with 1.25 million (or two out of three) school-age Syrian children attending either formal or regulated non-formal education. Seven out of eight are in formal schools. Although the percentage of out-of-school children fell from 41 per cent in 2016 to 35 per cent in 2017, almost 700,000 children remain out of school. Many of these are the most vulnerable, including those with disabilities.

Enrolment is stable, but as long as the conflict continues the scale and severity of the effects on children and youth leave both the host governments and the international community fighting an uphill battle to maintain access to education.

Teachers sometimes struggle to meet the needs of students of different ages, learning levels, backgrounds and proficiency in the language of instruction. In addition, overcrowded schools and a lack of sufficient teachers and resources compromise the quality of education. Both children and teachers demonstrate psychosocial distress inflicted by the conflict, including depression, anxiety and panic attacks. Young people find that the skills taught in formal education do not match those sought after by the labour market.

### The need for funding remains urgent

At the first Supporting Syria conference in 2016, donors pledged \$1.4 billion for education, while at the more recent conferences, funding for education was not disaggregated from the amount pledged towards the whole response. In 2017, the total funding requirement for the education humanitarian responses in Syria and the five host countries was calculated at US\$1.09 billion.<sup>5</sup>

By the end of the year, US\$566 million had been received, only 52 per cent of the funds required. This represented a decline from the 71 per cent of sector requirements (US\$618 million) received in 2016, posing a further challenge to an effective education response.<sup>6</sup>

The need for multi-year, sustained and timely funding remains as urgent in 2018 as it was in 2016 if the learning pathways and futures of all Syrian children and youth are to be secured as promised.

In 2018 \$4.4 billion was pledged in funding for humanitarian, resilience and development support for the Syria crisis response, while \$43.4 billion was pledged for 2019-20 by 34 donors. This includes pledges towards the Syria Humanitarian Response Plan, the Regional Refugee and Resilience Plan, and the International Committee of the Red Cross Syria Crisis appeals, which include education programming.

To address the specific needs of children and youth affected by the Syria crisis, comprehensive medium-term and longer-term plans are required, as well as improved multi-sectoral responses that include education, protection and livelihoods. Plans should be adequately financed through multi-year and flexible funding. They should be accompanied by results-based monitoring systems and a new mechanism – a funding observatory – at country and regional level to track both financing and intended results.

### Promising policy commitments in 2018

Participants at the 2018 conference committed to continue to expand access to the formal education system and certified non-formal learning opportunities. They also pledged to strengthen quality by addressing the space shortage, expanding school coverage in priority areas, and investing in teacher training, remuneration and benefits. Further commitments were made to remove barriers to enrolment such as documentation restrictions. More resources were pledged to improve monitoring and reporting of refugee enrolment and learning outcomes by including refugees in Open Education Management Systems. Donors recognised the importance of expanding child-sensitive social-protection programmes to increase school attendance and retention, including providing conditional cash transfers and improving parents' access to long-term livelihood opportunities.





To support transition to the Chad national curriculum, the government deployed 256 French-language teachers like Lawe (pictured) to address the language barriers faced by Sudanese refugees.

### BOX 5: CURRICULUM TRANSITION IN CHAD

From 2003 to 2014, Sudanese refugees in Chad were taught the Sudanese curriculum through a parallel system rather than entering the national education system. There were numerous reasons for this, including the unfamiliarity of the Chadian curriculum, the different language of instruction and a hope that the crisis would not become long-term.

This parallel system was difficult to sustain and the quality of education was inadequate. So after two years of detailed study, the refugee schools made the transition from the Sudanese curriculum to the Chadian one.

Not only has school attendance in the refugee camps risen as a result, with increasing numbers of host community students joining refugees, but the students have been scoring well above the national average in state exams. Unqualified refugee teachers have been able to receive formal teacher training and improve their teaching methodology. Similarly, national teachers could be deployed to refugee schools.

## BOX 6: ACCESS TO EDUCATION FOR REFUGEES IN UGANDA

Uganda has responded with extraordinary generosity to the refugees it hosts. Following a major influx since 2016, the country now hosts the largest number of refugees in Africa – around 1.4 million, mostly from South Sudan and the Democratic Republic of Congo – and more continue to arrive. One resettlement area at Bidi Bidi in Yumbe district, hosts over 285,000 people, making it one of the largest refugee settlements in the world.

Pressure on local resources and host communities is mounting. Yet the Ugandan government has retained its open-door policy, providing refugees, irrespective of nationality, with access to its territory, land to settle and cultivate (although the allocation has decreased as more refugees arrive) and the right to seek employment and establish businesses. Refugees in Uganda also have access to public services, including health, education, vital travel, and identity and other documents. But as refugee numbers have increased, Uganda's capacity to respond has been stretched. Classrooms are chronically overcrowded, with pupil-teacher ratios in excess of 107:1, especially in early grades.

Before the Uganda Solidarity Summit for Refugees, Save the Children published *Restoring Hope, Rebuilding Futures: A plan of action for delivering universal education for South Sudanese refugees in Uganda*.<sup>8</sup>



Venetia, 9, is an unaccompanied child refugee from South Sudan. She has been able to enrol in a government school in Imvepi settlement in Uganda thanks to their progressive policies.

After the launch of the report, education was placed at the top of the agenda at the summit and the Ugandan education minister publicly committed to providing education to refugees in Uganda. The government of Uganda, the United Nations and the international community have since produced an innovative multi-year refugee and host community education response plan, which will be launched in July 2018. If fully funded, it could enable the national government to provide all refugees and host community children with good quality education.

## MAKING SURE POLICIES ARE PUT INTO PRACTICE

In countries where children are notionally allowed to access the national education system, there is often a significant “policy implementation gap” which means national policies may not be implemented at the local level. For example, many children are prevented from entering and progressing through education, and from being evaluated, because their identity documents are missing or unrecognised. A recent survey suggested that 81 per cent of global stakeholders see documentation as a major barrier for refugee children and adolescents.<sup>9</sup>

The cost of education can also keep children out of school, even when national policy supports free education for all. In Kenya, for example, school administrations often impose school fees that put education out of reach for refugee families that are already hard-pressed to pay for food, shelter and health care.

Complex government structures may also undermine inclusive policies. For example, the Ministry of Education's policies are contradicted by more restrictive policies from the Ministries of Labour or Security.

Refugee hosting governments need support to overcome these barriers – and must be held accountable for doing this – so that national policies are implemented at local level.



Thailand's Education for All law stipulates that all children, regardless of nationality or legal status have a right to access Thai schools.

## BOX 7: DELIVERING THAILAND'S EDUCATION FOR ALL LAW

In 2005, the Royal Thai Government issued the Cabinet Resolution on Education for Unregistered Persons, which provided the right to education at all levels for children in Thailand who lack legal status. Thai law stipulates that all children, regardless of their nationality or legal status, have the right to 15 years of free basic education. While a strong legal framework for providing education for all exists within Thailand, recent research by Save the Children and World Education indicates a crisis in access to education for children of migrants living in Thailand.

Despite the lack of accurate data on the number of migrant children residing in Thailand, over 60 per cent, or more than 200,000 migrant children, are not attending school. Of migrant children that do attend school, the vast majority (97 per cent) are enrolled either in kindergarten (30 per cent) or primary school (67 per cent), indicating that few migrant children stay in school until secondary level.

A range of interrelated barriers prevent refugee and migrant children from exercising their rights to access the Thai educational system, including policy gaps; obstacles to enrolment and certification; language and grade placement difficulties; parents' security fears; transport difficulties and lack of funds; limited space and capacity in schools; and bullying and discrimination.

In December 2017, Save the Children released a research paper and policy brief aimed at finding sustainable and scalable ways to help the Thai government to meet its commitment to inclusive education for migrants and refugees.

We found that a combination of measures is required to support policy implementation, including:

- ensuring refugee and migrant parents and young people know their rights, including their right to access education;
- carrying out community-based mapping and data collection to identify migrant and refugee populations in need;
- providing written advice and support for schools on facilitating the enrolment of non-Thai nationals;
- preparing students to enrol and succeed in Royal Thai Government formal basic education and non-formal education systems through Community Learning Centres, which can also play a vital part in following up and supporting children once they are enrolled;
- providing financial support to refugee and migrant children's carers to help them meet the indirect costs of education, including uniforms and learning materials;
- providing additional language support for non-Thai learners and their Thai teachers.

A programme combining these measures has been implemented by the Foundation for Rural Youth with the support of Save the Children in Bang Khun Tian, south of Bangkok, which is home to a large community of migrants who predominately work in factories. The programme has increased enrolments of non-Thai nationals in local schools by 76 per cent.<sup>10</sup>

## INCREASE EDUCATION SYSTEMS CAPACITY TO ABSORB REFUGEES

Education systems rarely have the capacity to absorb child refugees or meet their distinct learning needs. And the number of school age refugees is increasing. In 2014 alone, the school age refugee population grew by 30 per cent.<sup>11</sup> In 2017, one in three school age children in Lebanon was a refugee. In Eastern Chad in 2016, 90,000 Sudanese refugee children and youth were served by only 62 schools.<sup>12</sup>

To increase the number of students who can be taught without having to build another building, some schools operate double-shift systems, teaching one group of students early in the day and a second group later in the day. These systems have been criticised for weakening the quality of education delivered, placing an extra burden on teachers, raising protection issues for the children who finish late and fostering discrimination. However, efforts are under way to use double shifts without diminishing education quality. Windle Trust Kenya has developed an innovative Two Schools in One approach to use the secondary school infrastructure in refugee camps more effectively while meeting ministry-approved guidelines for the delivery of secondary education. Two Schools in One shows that the key to using a double-shift system while preserving education quality is doubling the number of teaching staff, which rarely happens in traditional double-shift models.

## DO NOT DELAY LEARNING

Where possible, refugee children should be included in the formal national education system as soon as they reach the host country. If inclusion is not possible straight away, children must still be given the opportunity to learn, and fulfil their right to education, through other models, such as using the country of origin curriculum, non-formal education or alternative education.

We must ensure that the commitment that refugee children will have access to education within a few months of arriving in their host country is delivered and that the delay is reduced to no more than 30 days wherever possible.

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When inclusion is not available, NGOs often provide alternative options such as accelerated learning programmes or community-based education initiatives. If these are not validated or recognised by host country governments, however, they result in parallel systems with limited opportunities for progression and formal evaluation. In Thailand, for example, tens of thousands of refugee children have been educated in camps on the Myanmar border using a curriculum that is not recognised by either the Thai or the Myanmar governments. It is therefore crucial that alternative education options are recognised by host country governments.



Centres like this one in Zarqa, Jordan provide interim access to education until refugee children can be included in national systems.



The barriers to education for refugee learners are seen clearly in Cox's Bazar, where there is no standardised learning framework, poor funding and inadequate resources.

## BOX 8: URGENT ACTION TO HELP ROHINGYA REFUGEE CHILDREN IN BANGLADESH

Since August 2017, over 700,000 Rohingya refugees, of whom 55 percent are children, have arrived in Cox's Bazar, Bangladesh, fleeing large-scale violence and human rights abuses in northern Rakhine State, Myanmar. The government of Bangladesh can be commended for generously keeping borders open and for hosting nearly 1 million Rohingya refugees. However, only 34,000 who arrived in the 1990s have formal refugee status. The rest are considered "forcibly displaced Myanmar nationals". Their lack of refugee status and refugee rights makes them extremely vulnerable to abuse and exploitation.

An estimated 625,000 children and adolescents in both Rohingya and host communities, as well as teachers in Cox's Bazar, need education services. Rohingya refugee children have told us that they are concerned about not being able to learn and that they hope to access education as soon as possible. Agencies aim to provide learning opportunities for 540,000 children and youth, including 100,000 from host communities, by the end of 2018. Without access to education, these extremely vulnerable children are at higher risk of violence, abuse, child marriage, sickness and trafficking.

There have been significant achievements in delivering education in terms of speed and scale so far. In the first nine months of the response, Save the Children established nearly 100 Learning Centres, reaching over 11,500 boys and girls. By May 2018, agencies were providing teaching, training and learning materials to nearly 140,000 girls, boys and teachers in 1,180 Learning Centres.

Despite these joint efforts, three-quarters of Rohingya refugee children still do not have access to education because donors do not make it a high priority, physical space is limited, qualified

teachers are scarce, there is no standardised learning framework and most damaging, there is not enough funding.

Furthermore, the monsoon season threatens to have a devastating impact on camp infrastructure. Out of existing Learning Centres in the camp, 216 are at flood risk and 166 are threatened by landslides. Preparedness measures are being put in place to ensure the safety of children during the monsoon season, including closure of the at-risk structures.

The priority is to ensure the Rohingya refugee children's right to quality education in Bangladesh is immediately fulfilled. The 2018 Joint Response Plan covering March to December includes a total ask for the humanitarian response of \$950 billion, with the education sector requiring \$47.4 million. Education Cannot Wait has allocated \$12 million and the Global Partnership for Education \$8 million – both for over two years – but this only represents a fraction of the financial requirement. The education requirement for the previous Humanitarian Response Plan was only 25 per cent funded.

Action is urgently needed from the international community to rapidly increase funding for education. The government of Bangladesh should recognise the right of refugee children to education and ensure that they have access to safe, quality and inclusive learning opportunities while longer-term solutions are sought.

With adequate funding and support from the government of Bangladesh, humanitarian agencies could scale up their education response during and beyond the acute emergency in the refugee camps and host communities. For example, the government could expedite programme intervention approvals for all required activities and increase the length of time that approvals cover to at least six months.

## INCLUDE REFUGEE CHILDREN IN EDUCATION SECTOR PLANS

To ensure refugee children and adolescents can access quality education as quickly as possible, it is critical that ministries of education work with humanitarian and development partners to expand and strengthen national education systems. A key way to do this is by including refugees in national education sector plans, or by designing national refugee education action plans. Refugee education has rarely featured in education sector plans or national response plans, but this is starting to change and must continue to do so.

Effective planning can help stakeholders overcome barriers excluding children from education, reduce the time that children are out of school after displacement, and increase their chances of restarting their education on a sustainable basis. Improved planning can ensure that clear pathways into formal systems are in place for all learners. Where implementation rather than policy is the inhibiting factor, planning can make sure processes are in place to ensure that inclusive policies lead to inclusive practices. At the same time, planning processes can allow stakeholders to navigate more effectively challenges related to language of instruction, curriculum choice, and teacher management.

## THE GLOBAL PARTNERSHIP FOR EDUCATION PLAYS A KEY ROLE

The Global Partnership for Education (GPE) works towards more systematic inclusion of refugees in national education sector plans, budgets, programming and monitoring. To ensure refugees' prior learning is recognised, GPE collaborates with governments to validate country of origin education certificates. GPE's accelerated funding window allows disbursement within eight weeks of up to 20 per cent of a GPE grant. The use of funds is based on needs assessments and agreed by the local education group and the ministry of education. Funds can be used to provide temporary shelters, school meals and school supplies, as well as classroom construction, teacher remuneration and school grants.<sup>13</sup>

Chad was GPE's first developing partner country to include an "emergency education" component in its interim education plan to integrate refugees. The violence perpetrated by the extremist group Boko Haram caused a massive influx of refugees in the Lake Chad region. The humanitarian crisis was aggravated by a drop in oil prices that jeopardised the government's ability to meet its planned investments in education.

In January 2016, the Ministry of National Education and Civic Promotion formulated an emergency grant application of US\$6.95 million for an emergency programme for refugees, which was approved quickly by GPE. The emergency programme was designed to benefit 8,500 children, both refugees and displaced, by giving them access to school lunches and improved learning environments through inclusion in local government schools. The grant covered interventions including construction of classrooms and distribution of pedagogical materials.<sup>14</sup>

## THE NEED FOR COORDINATED CONTINGENCY PLANNING

Emergency preparedness planning, outlining contingency plans to respond to a range of refugee influx scenarios, is critical to ensure access to quality education for all learners in times of crises. Contingency plans can outline how to react to different scenarios in line with best practice, what resources are available and what gaps in resources need to be filled. These plans should be produced in consultation with all relevant stakeholders, including the ministries of education and of disaster response, UN agencies, NGOs, the education working group and donors. Interagency coordination is essential and can contribute greatly to the success of humanitarian response during an emergency.

## INCLUDE REFUGEE CHILDREN IN DATA MANAGEMENT SYSTEMS

A lack of data is a key barrier to planning and providing refugee education.<sup>15</sup> Data on population movements, demographic details and service provision can improve needs analysis, monitoring, evaluation and learning, and budget projection. As UNESCO's International Institute for Educational Planning (IIEP) states, "Ministries of education need reliable and comprehensive data to plan and manage education systems".<sup>16</sup>

Many refugee children remain invisible to data management systems, and the data that is collected is not always reliable or comprehensive.<sup>17</sup> It can prove very difficult to capture data on access and learning for children dispersed among host communities. In refugee camps, different organisations may be collecting education data using different tools, making comparable analysis difficult. Many children and adolescents may go unrecorded, particularly if registration is difficult and expensive, or if a family has chosen not to officially register as refugees due to security concerns. The data that is captured often focuses on enrolment (which can be misrepresented due to age) and not on learning outcomes.

Data on refugee education is currently collected in three main ways, according to UNESCO IIEP. Education partners implementing programmes may conduct parallel data collection systems. This is often the case in refugee camps. These systems can provide detailed snapshots of the needs of refugee learners, but tools and indicators can vary and there are limited opportunities for comparison with national monitoring mechanisms.

In other contexts, often urban settings, refugee learners are included in national education data systems such as education management information systems (EMIS) but they are not identified as refugees so there is no way of assessing or planning for their distinct needs.

The last and preferred option is to include refugee learners in national monitoring systems but disaggregate this data by refugee status. This enables a better understanding of the needs of refugee learners, as well as national comparison and accountability, but does come with protection risks, particularly in volatile political environments.

OpenEMIS is an open source education management information system developed by UNESCO and currently implemented in seven countries.<sup>18</sup> The purpose of OpenEMIS is to collect, analyse and report on data relating to education outcomes or the management of a national education system. Various modules can be added on to the core system, such as OpenEMIS Analyzer, OpenEMIS Visualizer and – most relevant here – OpenEMIS Refugees.

OpenEMIS Refugees is designed to monitor enrolment and attendance of refugees. In Jordan it is being used to monitor Syrian refugees in host community schools as well as in Za'atari refugee camp. OpenEMIS has been operating in Jordan since 2014 to support the work of the Ministry of Education. It was initiated with technical support and guidance from UNESCO Amman, funding from the European Union and a working group from the education sector.<sup>19</sup>

Several barriers are preventing the uptake and implementation of OpenEMIS, especially the refugee module, in low- and middle-income countries. First is the lack of awareness of the availability of this open source product.<sup>20</sup> OpenEMIS is in use in only a handful of countries, of which only Jordan is hosting a significant number of refugees. Second, lack of connectivity and low computer literacy are hindering the roll-out of OpenEMIS at the national and sub-national levels.

Data is vital for monitoring refugees' access to education and learning outcomes. However, the type of data collected can have unintended consequences, such as it being used to identify undocumented children who can be targeted by law enforcement officials. Decisions should be made early on about what data is collected and why and who it will be shared with, ensuring the protection of children's rights at all times, including their right to privacy and protection.

Building capacity to use OpenEMIS and specifically OpenEMIS Refugees would boost uptake of the system and could play a major role in addressing the data gaps in refugee education.



These refugee children wait to enter the classroom in Jordan. When data is collected and managed properly it allows states to implement their national policies effectively.

## HELP RETURNEES RE-ENTER THE EDUCATION SYSTEM

For many of the millions of people forced to flee, returning to their country of origin can conclude an often-traumatic time in exile. However, returnees face many challenges as they arrive back in their country. Some returnees arrive after a brief time away (a couple of months), or after several years; and not all returnees do so out of choice.

One of the largest challenges that returnee children face is education. Access to safe, quality education tends to be disregarded when looking at the services available in the area of return.

The education system in their country of origin may be in a dire state. School buildings may have been destroyed or be unsafe if they have been used by the military or non-state armed groups. Teachers may not have returned or may need retraining or redeploying. Classrooms may be overcrowded, particularly if many returnees arrive over the same period.

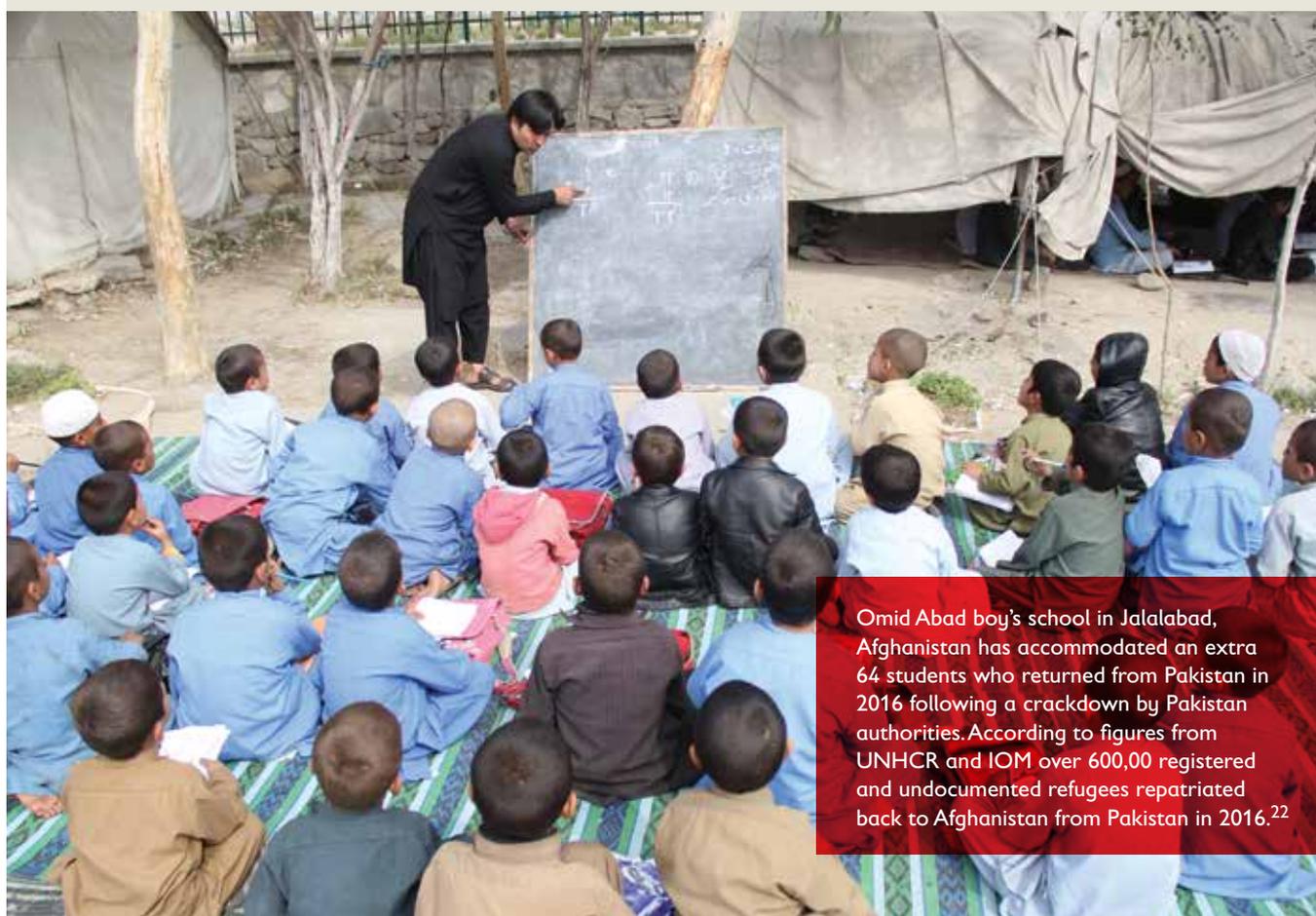
Learners and teachers must also compete with a lack of, or inadequate, resources and materials. Returnees may lack official documentation needed to re-enrol in school. Their learning in their country of asylum may not be recognised in their home country.

Returnees may experience stress as a result of their return and may find reintegration hard (potentially even culturally if they have been away for several years). Furthermore, a period of instability may have left them impoverished, meaning that children are required to work to support the family rather than return to school.

## BOX 10: SUPPORTING AFGHAN RETURNEES

In 2016, 610,000 Afghan refugees were forced to return from Pakistan, and an estimated 941,700 were expected to return in 2017. The Constitution of Afghanistan (Article 22) proclaims that education is the right of all citizens, but over half of returnee children are out of school, and only 39 per cent of children enrolled in schools are girls.<sup>21</sup> Schools lack the capacity to accommodate additional children; 49 per cent of schools do not have adequate buildings and 62 per cent do not

have boundary walls or water and sanitation facilities. Although schools have been instructed to immediately enrol returnees even without documentation, some authorities continue to restrict enrolment to those with documentation. Returnee and internally displaced families are often in poor economic situations that lead to high school dropout rates as children are expected to work to support their families.



Omid Abad boy's school in Jalalabad, Afghanistan has accommodated an extra 64 students who returned from Pakistan in 2016 following a crackdown by Pakistan authorities. According to figures from UNHCR and IOM over 600,00 registered and undocumented refugees repatriated back to Afghanistan from Pakistan in 2016.<sup>22</sup>

Governments need to help returnee children to re-engage in the education system by recognising qualifications and documentation gained in their asylum country and by providing protective, appropriate learning opportunities. The absorption capacity of communities and schools should be strengthened to ensure all returnee and host community children have access. The Education Cluster could be reactivated to coordinate a collaborative response to the education needs of returnees. Recent repatriations of refugees from Thailand to Myanmar showed that returning children during school holidays avoids further disruption to learning cycles, and that it is vital for governments to recognise certification, even from temporary settings.

# RECOMMENDATIONS

## Action to support the inclusion of refugees in national education systems

- Host governments should develop national plans aimed at ensuring all refugee children have access to quality educational opportunities.
- Host governments should remove policy and practical barriers that exclude refugee children from the formal education system, for example by establishing an inclusive, flexible registration system that allows students to enrol in school even if they lack the usual documentation. This also includes removing gender-based barriers and limits on time spent out of education.
- UNHCR, host governments and donors should strengthen national capacity for individual registration, documentation and biometrics for refugees to ensure children and their carers have the documentation they need to safely enrol and attend school, as well as access other vital services.
- Host governments should develop and implement inclusive policies that encourage refugee children to attend and stay in school.
- Host governments should enact policies that provide access to accredited, quality, innovative non-formal learning opportunities – with clear pathways into the formal system so that children can move when ready. Non-government and community-based organisations should be supported to provide these learning opportunities to fill the gaps in public provision.
- Regional bodies should develop policies and strategies to support inclusion in national systems and share their expertise and good practice.
- Governments should help out-of-school returnee children to re-engage in the education system as a core component of a durable solution, by providing protective, appropriate learning opportunities and recognising documentation and qualifications gained in returnees' asylum country.
- Host countries, with support from donors, international agencies and the private sector, should roll out Open Education Management Information Systems (OpenEMIS) to collect refugee education data. This data can be used to inform policy-making, budgeting and implementation of educational services, and to ensure accountability. At a minimum, data must be disaggregated by gender, age and disability.

## CASE STUDY: GUARANTEEING EDUCATION FOR PALESTINE REFUGEES

Following the 1948 Arab-Israeli conflict, the United Nations Relief and Works Agency (UNRWA) was established by United Nations General Assembly Resolution 302 (IV) of 8 December 1949 to carry out direct relief and works programmes for Palestine refugees. The agency began operations on 1 May 1950.

In the absence of a solution to the Palestine refugee problem, the General Assembly has repeatedly renewed UNRWA's mandate, most recently extending it until 30 June 2020.

UNRWA is unique in terms of its long-standing commitment to one group of refugees. It has contributed to the welfare and human development of four generations of Palestine refugees, defined as "persons whose normal place of residence was Palestine during the period 1 June 1946 to 15 May 1948, and who lost both home and means of livelihood as a result of the 1948 conflict." The descendants of Palestine refugee males, including legally adopted children, are also eligible for registration.

UNRWA services are available to all those living in its areas of operations who meet this definition, who are registered with the agency and who need assistance. When the agency began operations in 1950, it was responding to the needs of about 750,000 Palestine refugees. Today, 5 million Palestine refugees are eligible for UNRWA services.

Over the past six decades, the UNRWA education programme for Palestine refugees has provided quality and equitable learning opportunities for millions of refugees in the Middle East, despite the myriad crises the region has endured. In doing so, the programme has built what the World Bank has described as resilience in four generations of refugees.

Regionally, UNRWA provides free basic education to over 526,000 Palestine refugee children in 711 schools across Gaza, the West Bank, Lebanon, Syria and Jordan. The agency also operates eight vocational training centres and two educational science faculties for 7,000 Palestine refugee youth.

At the heart of the UNRWA education programme is a strong commitment to providing quality, inclusive, and equitable education for Palestine refugees, despite the difficult contexts in which they live. In 2011, UNRWA embarked on a systemic agency-wide reform to strengthen its education system at three key levels – the policy level, the organisational or framework level and the individual capacity development level – and



UNRWA runs schools for 270,000 students in Gaza, where Palestinian refugees represent 70% of the population.

in four areas: teacher development and school empowerment; curriculum and student assessment; inclusive education; technical and vocational education and training and youth. All levels were underpinned by strengthened planning, monitoring and evaluation and measurement of impact.

This clearly articulated approach has increased the capacity of teachers, school principals and other education workers to deliver quality education. Student engagement and empowerment has also been strengthened through school parliaments in every UNRWA school, which have fostered a culture of human rights, non-violent conflict resolution and tolerance. The quality of teaching and learning has improved, children are achieving more academically, and drop-out rates are decreasing.

UNRWA has achieved these improvements despite a volatile political and security situation. In Gaza, the ongoing land, air and sea blockade entered its 11th year in June 2017; 6,750 Palestine refugee families remain displaced, with repairs to tens of thousands of homes yet to be completed. During the protests in April and May 2018, 117 people were killed by Israeli forces – including 13 children – and over 13,000 people were injured. Palestine refugees represent 70 per cent of the population in Gaza and there are many refugees among the dead and injured, including young children. Seven students of UNRWA schools were killed. Of the 270,000 students in UNRWA schools in Gaza, over 90 per cent have never left Gaza. They have already lived through three wars and faced multiple traumas resulting from occupation, blockade, violence and fear.

In the West Bank the situation is increasingly precarious. Here, Palestine refugees continue to experience difficult socioeconomic conditions, in part due to occupation-related practices. These include a recent rise in the number of house demolitions, as well as access and movement restrictions. Food insecurity is also an issue, with those living in refugee camps particularly affected.

The war in Syria, which began in 2011, continues to have a devastating impact on the 438,000 Palestine refugees who remain in the country. The conflict has rendered 70 per cent of UNRWA schools inoperative. Children inside Syria have been repeatedly subjected to trauma resulting from prolonged exposure to war, stress and uncertainty.

Lebanon's 12 Palestine refugee camps – which now also house Palestinian refugees from Syria – suffer from high rates of poverty and limited employment opportunities. Overcrowding within the camps hinders student access to education.

In Jordan, Palestine refugees suffer from high costs of living, high poverty levels and overcrowding in camps. The challenges are particularly acute for Palestine refugees from Syria, who struggle to meet their basic needs and are categorised as extremely vulnerable.

Throughout, UNRWA has strived to deliver education, with its education in emergencies response designed to both strengthen the UNRWA education system as a whole and introduce innovative approaches to respond to the new context.

Education in emergencies to UNRWA means delivering education in alternative ways, through self-learning materials, interactive learning games, UNRWA TV and safe learning spaces. It also means providing more psychosocial support to children, with additional counsellors and teacher training, as well as stronger community engagement.

UNRWA is primarily supported with voluntary contributions from governments. For the past 10 years, however, UNRWA funding has not kept pace with the increasingly volatile situation in which Palestine refugees live, as well as population growth, weakened public services in host states, and increased operational costs.

Since January 2018, following a reduction in funding from the United States to UNRWA, the agency is confronting the most severe financial crisis in its history, putting the education of half a million children in the region at risk. For UNRWA to be able to sustain the delivery of education and consolidate existing efforts, stable, multi-year financial support is crucial. Commitment from donors to provide adequate, predictable and sustainable funding is key to maintaining quality education for Palestinian refugees.



Palestinian refugee children play a game together at an UNRWA operated school in Gaza. Following the imposition of funding cuts by the United States the Agency is confronting the most severe financial crisis in its history, putting the education of half a million children in the region at risk.

# IMPROVE: ENSURING QUALITY LEARNING OPPORTUNITIES FOR ALL

Refugees need good quality education that ensures they learn, supports their wellbeing and is relevant to their lives. At present, however, the quality of education available to refugee children, whether in camp or urban settings, is generally poor. This is putting their development, well-being and learning at risk, and leading to high dropout rates.

## MEETING THE COMPLEX NEEDS OF REFUGEE LEARNERS

In refugee contexts, quality education has particular dimensions as the needs of students are complex. Many have experienced severe trauma. They may have missed extended periods of schooling and be unfamiliar with the local curriculum and language of instruction. It is critical to provide clear pathways and support mechanisms to overcome the complex barriers that children face.

Even when national systems are opened to refugee communities and school places are available, many refugee children are unable to benefit from these opportunities. They are held back by barriers such as additional costs of attending school, a lack of knowledge about enrolling procedures, difficulty in catching up on missed schooling, being over-age and concerns about safety.

In Jordan, for example, the government created additional school places for the 2016/17 academic year, but by the end of 2016 only half had been taken up despite the high numbers of refugee children and young people out of school.<sup>1</sup>

It is critical that classrooms are protective spaces where students can learn and thrive – particularly for students who have been affected by conflict. To achieve this, stakeholders must work together to meet the complex needs of refugee learners while supporting host community children, to increase the number of teachers to meet the needs of refugee learners, to improve accountability measures to focus on learning and well-being, and to work with communities to build social cohesion and so ensure safer school spaces.



Refugee children may face language barriers, exclusion by peers and authorities, have experienced trauma, and be unaware of local procedures, all of which prevent them from accessing a quality education.

## BOX 11: INEE MINIMUM STANDARDS FOR EDUCATION

The Minimum Standards for Education: Preparedness, Response, Recovery,<sup>2</sup> produced by the Inter-Agency Network for Education in Emergencies (INEE) is the only global tool that articulates the minimum level of educational quality and access in emergencies through to recovery. The handbook aims to:

- 1) enhance the quality of educational preparedness, response and recovery;
- 2) increase access to safe and relevant learning opportunities for all learners, regardless of their age, gender or abilities; and
- 3) ensure accountability and strong coordination in the provision of education in emergencies through to recovery.

Governments, donors, UN agencies, NGOs and the education sector should use these standards to ensure that education initiatives in emergency situations provide a solid basis for post-conflict and disaster reconstruction.

## PATHWAYS BACK TO LEARNING

Many displaced children have been out of school for extended periods, so they may not be ready to enter the national system at the appropriate level. They may require catch up classes and bridging programmes to ensure they can succeed in their education – particularly if they will be learning a new curriculum in a different classroom environment. In such contexts, accredited non-formal education programmes are ideal for preparing students to enter the formal system. Flexible models of education need to be provided that allow working refugee students to attend school in the evening, on weekends or for particular times of the year to minimise the extent to which their education is interrupted.

Sadly, refugee children and young people lose months if not years of schooling as a result of their displacement. Students who have fallen behind find re-entry to the formal system difficult, and many drop out. A range of educational pathways may be required to meet the distinct needs of refugee boys and girls who have missed out on schooling.

## BOX 12: PROMISING PRACTICES IN REFUGEE EDUCATION

Launched in 2017 by Save the Children, Pearson and UNHCR, the Promising Practices in Refugee Education initiative set out to increase awareness of the important work happening in the sector; demonstrate the diverse ways in which organisations and individuals are responding to the challenge of providing quality education for refugees; and enhance understanding of what works both in individual projects and across them.

Twenty promising practices were selected and documented as part of the initiative. The practices and the experiences of case study partners were used to identify ten recommendations, detailed in a Synthesis Report, aimed at improving refugee education policy and practice.

More information including the case studies and report and a series of articles from thought leaders in the field can be found at [www.promisingpractices.online](http://www.promisingpractices.online)



## REMEDIAL EDUCATION

Remedial education provides additional classes in subjects such as numeracy and literacy for students who are falling behind in core academic areas. The World University Service of Canada's remedial education programme for refugee girls in Kenya aim is to improve their learning outcomes in upper grades (classes 5 to 8) by providing remedial classes and other targeted interventions. The remedial programme addresses two key challenges: girls' poor academic performance and low levels of community support for girls' education.

This intervention has helped girls to improve their overall academic performance. Between 2014 and 2015, girls in Class 6 showed the greatest improvement in literacy test scores, from an average of 32 per cent in 2014 to 42 per cent by the end of 2015. Girls value the remedial education programme because it allows them additional time outside regular school to continue their studies, which is not always possible at home.

## ACCELERATED EDUCATION PROGRAMMES

Accelerated Education Programmes (AEPs) are flexible, age-appropriate interventions that promote a rapid re-entry to education for disadvantaged groups and over-age out-of-school children and youth who missed out or had their education interrupted due to conflict or crisis. AEPs offer certified competencies equivalent to primary education, enabling students to return to formal education at appropriate grades, to enter skills-based technical and vocational education, or to join the workforce directly. AEP structures differ in their speeds of acceleration, the age they target and their approach to teaching and learning.

Ethiopia has a well-established AEP (known as Alternative Basic Education, or ABE) which was developed by the education ministry in 1997, originally for rural communities but later extended to other parts of the country. The ABE programme targets children aged 11 to 14 and uses a condensed version of the Ethiopian curriculum, shortening the time of schooling and allowing an easy transition into formal primary school. The programme has been used in refugee camps in Ethiopia for the past 15 years and more than 12,800 overage refugee children were enrolled in 2016.<sup>3</sup>



A Somali refugee girl, 13, reads from the blackboard to her class during an Alternative Basic Education lesson, designed for children who have been unable to access education are able to catch up via a consolidated curriculum.

## NON-FORMAL EDUCATION

Non-formal Education (NFE) consists of a gathering of educational practices which are not included in the formal national education system. Depending on the country, NFE may cover programmes to teach basic education, life skills, work skills or general knowledge. Successful NFE programmes are child-focused. Many integrate music, art, play, sport or storytelling into conventional literacy, numeracy and language classes. NFE programmes also tend to integrate health and hygiene education, often by the simple virtue of housing the most accessible water, sanitation and hygiene facilities for children.

Education ministries are beginning to advocate for greater technical and operational coordination between formal and non-formal education, to ensure that NFE delivered to children is appropriately supervised and monitored and that learning achievement in NFE is validated and accredited.

Non-formal language instruction can also boost refugee children's likelihood of re-entering the formal education system. If students do not understand what they are studying, they are unlikely to enrol or stay in school. And children taught in a language other than their own tend to learn less – yet this is often the case for children going to school in a new country setting.

In Thailand, Save the Children found that while most children in Learning Centres were able to read a simple text, many refugee children in Thai schools were struggling to read in Thai, particularly those who do not receive adequate preparation or support. Students who receive additional support to study Thai, or who have the support of a Thai-Burmese bilingual teaching assistant, tend to have higher literacy skills in Thai than those who do not. Students who do not receive this support are likely to suffer academically and drop out.

Research shows that to be taught in a language other than one's own has a negative effect on learning outcomes – yet this is often the case for children going to school in a new country setting.

### BOX 13: ACCELERATED EDUCATION PROGRAMME PRINCIPLES

Many donor agencies, NGOs and governments have set up AEPs and there is a wide variety of programmes, of differing quality and effectiveness. The inter-agency Accelerated Education Working Group (AEWG) has worked to develop global good practices and guidelines for AEPs. An original set of 20 principles developed by Save the Children were tested through a review of a Save the Children AEP in South Sudan. The AEWG narrowed these down to produce the document *Accelerated Education: 10 principles for effective practice guidance*.<sup>4</sup> The principles are meant to function not as minimum standards of practice but as aspirational goals that AEPs should strive towards. The principles and action points must be contextualised to suit the operating environment.

In schools in Lebanon, most subjects are taught in French or English, which poses a problem for Syrian refugee children. As a result, many Syrian children are being placed in lower grades than the ones they attended in Syria, and language frustration is increasing school dropout. Language support programmes are available but are only reaching a small percentage of the children and young people needing them. Teacher training programmes in English and French have been designed and implemented with the aim of improving the language skills children require to access education.

By October 2017, over 270,000 Syrian refugees in Turkey were enrolled in non-formal education in temporary education centres, which use Syrian refugee teachers, include language courses and offer a clear pathway into formal education. The Government of Turkey has committed to inclusion of Syrian refugees into the national education system.



Approximately 286,000 school-aged refugee children in Lebanon are still not attending any kind of formal education

## IMPROVING WELL-BEING

Many displaced children and youth require psychosocial support and socio-emotional learning opportunities to help them deal with the stress and trauma they have experienced and to build resilience to help them adapt to their new surroundings. When children experience adversity, they may have a “toxic stress” reaction that changes the architecture of their brain. Without support, this can hinder their future development.<sup>5</sup> Creating environments that foster social and emotional learning (SEL) and psychosocial well-being is critical for children and youth to learn and develop.

A meta-analysis covering 317 studies and more than 300,000 children showed that SEL activities in both formal and non-formal settings improved children’s social and emotional skills, interpersonal skills, self-esteem, engagement in school and academic performance. Teachers rarely receive training on how to provide this type of support, however, or how to refer children to external support services.



Sali, 14, from Yemen, returned to school after the conflict, but found she was unable to concentrate in class due to the trauma she experienced, and failed her exams. She has received additional support and is now back in school.

### BOX 14: TOXIC STRESS DISRUPTS LEARNING

Toxic stress response can occur when a child experiences strong, frequent and/or prolonged adversity – such as physical or emotional abuse, chronic neglect, caregiver substance abuse or mental illness, exposure to violence, and/or the accumulated burdens of family economic hardship. Without adequate adult support, this kind of prolonged activation of the stress response systems can disrupt the development of brain architecture and other organ systems and increase the risk of stress-related disease and cognitive impairment, well into the adult years.

When toxic stress response occurs continually, or is triggered by multiple sources, it can have a cumulative toll on an individual’s physical and mental health that lasts a lifetime. The more adverse experiences in childhood, the greater the likelihood of developmental delays and later health problems, including heart disease, diabetes, substance abuse and depression.

## BOX 15: SAVE THE CHILDREN'S LEARNING AND WELL-BEING IN EMERGENCIES PROGRAMME

Learning and Well-being in Emergencies (LWiE) is based on Save the Children's flagship Literacy Boost model, which ensures that children are supported in school and in their communities to strengthen the core skills of reading based on three pillars: learning assessment, teacher training and community engagement. LWiE adheres to the same three pillars but with a stronger focus on well-being: measuring children's well-being as it relates to their learning outcomes; ensuring teachers have the skills and knowledge to promote social and emotional learning in the classroom; and engaging the local community in activities that promote literacy and well-being outside of the school.

LWiE recently completed pilots in Cairo and in Doro Camp, Maban, South Sudan. The results are expected to show that the programme strengthened teachers' capacity to respond to individual learners' needs and use more effective teaching practices with refugee children, and increased community support for children's learning. By focusing on the well-being of both teachers and students and assessing their related social and emotional needs, the initiative ensures teachers and children are equipped with the tools to learn and thrive, even in the face of uncertainty.

## REACHING CHILDREN EARLY

In the earliest years of life, children's brains undergo the most rapid periods of growth and subsequently the greatest rate of learning occurs. Approximately 90 per cent of the brain's growth occurs within the first five years of life and about 80 per cent within the first two years.<sup>6</sup> This means that the early years are a crucial time to ensure children can thrive at school and in life.

The concentration of adversities faced by children living in conditions of war, disaster and displacement means they have a greater risk of impaired development, which can limit their potential throughout their lives. Some 250 million children are living in countries affected by armed conflict, while 160 million are very likely to suffer from famine and crises of food security.<sup>7</sup> Despite this enormous need, there is a severe lack of early childhood development services in humanitarian settings. Approximately 2 per cent of global humanitarian funding is spent on education, but early childhood development accounts for only a tiny fraction of that.<sup>8</sup>

This means that for the youngest refugee children, the developmental and psychological consequences of forced displacement can be devastating. Older refugee children and youth may manage to thrive, despite having faced life-threatening risks, because they gained resilience from positive and supportive early childhood environments.<sup>9</sup> Many very young refugee children today, however, may not have such beneficial early childhood environments. They may never have known a life without conflict and displacement. They may be separated from their families or have traumatised caregivers and have no access to early childhood education and care.<sup>10</sup>

For the sake of very young refugee children, it is vital to build caregivers' capacity to provide high quality care. Crisis and displacement threaten that capacity, because of the risks that children and families confront. Even before caregivers flee or get displaced, they can face greatly increased stress and economic insecurity, undermining their well-being. The causes include disaster, conflict, violence, war, and the loss of family members. And fleeing itself weakens the families' ability to provide nurturing care for their children – with instability, lack of access to shelter and basic services, as well as more exposure to violence.

Once families have fled or been displaced, there can be instability, violence, discrimination and exclusion in the host community. That too can restrict access to services for health, education, and social and child protection. Even if families stay in their homes (or return to them), it can take years to restore stability, security and safety. Emergency conditions can last decades, spanning the lives of generations.

A welcome roadmap for providing better early childhood services has emerged in the form of Nurturing Care for Early Childhood Development, a framework developed jointly by WHO, UNICEF and the World Bank, in collaboration with the Partnership for Maternal, Newborn and Child Health, and the Early Childhood Development Action Network.<sup>11</sup>



Provision of early education allows children to develop the motor and cognitive skills they need to build resilience and become strong learners in the future.

The framework includes four crucial principles:

1. Take a holistic approach to families' and children's well-being. That means paying attention to protecting them, so that they survive. But it also means paying attention to mental health, nutrition and opportunities for learning. Families and children feeling the worst adversity and stress may need more intensive services.
2. Re-establish security and routines as quickly as possible, as they bring comfort. Do this through early learning programmes, networks of family support and other services.
3. Rebuild communities' social capital, paying attention to social cohesion and encouraging positive relationships between members of displaced and host communities.
4. Research nurturing care – including measurement, implementation and evaluation – in a way that is sensitive to cultures and contexts. This is vital for informing practice and policy in humanitarian settings.

There is now an urgent need for all stakeholders to integrate the Nurturing Care Framework into humanitarian policies, programmes and services – including in refugee contexts – and to step up investment.

## ENSURING LEARNING IS RECOGNISED

Education is undermined when students are unable to “prove” the learning they have achieved, yet for many refugee children this is the case. It is vital that proper accreditation, validation and certification procedures are in place so that education during displacement is recognised. Without recognition and validation of learning, students are prevented from entering the next grade or next cycle of education or using their education to pursue employment opportunities. These limitations affect the perceived opportunity cost and future value associated with the education, which can diminish motivation for learning and high dropout levels.

Despite the importance of accreditation, it remains a serious gap in international educational policy and practice.<sup>12</sup> Where children are learning outside the formal system, for example Karen children in NGO- and community-run camps on the Thai border, or Syrian children in informal education programmes run by NGOs in Jordan, their learning may not be accredited by the host government, limiting their opportunities for their future.

In the 1990s, the UNHCR/UNICEF primary education certificates that Rwandan children received in Tanzania were not recognised by the Rwandan government or the Tanzanian government.<sup>13</sup> Greater cooperation is needed between national governments, international agencies and NGOs to ensure quality alternative education pathways are recognised.

When children and adolescents are in the accredited, government-recognised system, they still face barriers to taking exams and receiving the certificates they need to progress, such as needing an ID card to be able to sit for the exam or needing to register or pay for exams months in advance.<sup>14</sup> Paperwork and legal status should never be a barrier to education. Although this is a complex political issue, it deserves immediate attention and greater political will and collaboration among ministries, sectors and countries.<sup>15</sup>

### BOX 16: THE POTENTIAL OF TRANSNATIONAL APPROACHES

Refugees, governments and stakeholders face a challenge in reconciling how to best respond to the immediate, short-term crisis of displacement while also providing sufficient long-term services to refugees. Refugees do not know how long they will be displaced for and what “durable solutions” are available to them.

The United Nations outlines three possible “durable or comprehensive solutions” to ensure refugees’ long-term protection: resettlement to a distant country, like Canada or Norway; return to the country of origin; or long-term integration in the host country. Yet it is unlikely that all three options are readily available in every context, and bureaucratic and political challenges frequently mean that the “solutions” take considerable time to implement or are only open to a limited number of refugees. This makes it difficult for refugee communities to know how best to provide refugee children and youth with the most appropriate education. Education for multiple futures, or “transnational education”, could keep open all the options, but education provision will still depend on the restrictions that countries impose.<sup>16</sup>

A transnational curriculum that responds to refugee students’ needs and realities not only offers cultural and socio-political relevance but also recognizes the international lives and trajectories of refugee youth. These often take the form of study programmes that learners follow in a country other than the one in which the awarding institution is based. In the early years of transnational education, the concept of borders was physical. The ideal of borderless education was of free movement either without restriction or with nominal regulation. Today, the ideal must incorporate the opposite: a model that is also effective in overcoming the closure of physical borders. As fences go up and border crossings become impassable for many, credible forms of borderless education will seek to provide access to opportunity despite arbitrary and unjust constraints – mainly through use of technology.<sup>17</sup>

## MEETING THE EDUCATIONAL NEEDS OF YOUNG PEOPLE

The existence of youth as a clearly demarcated period of life depends on cultural and other factors, so programmes aimed at supporting “young people” will often involve individuals older or younger than the target group. Save the Children use “youth” or “adolescents” interchangeably to refer to those aged 14 to 19, while the INEE Minimum Standards use “youth” to refer to those aged 15 to 24.

Despite the rights of youth to education, humanitarian actors and governments tend to prioritise the needs of younger children during emergencies; by their own admission, they often fail to serve the needs of youth. A severe lack of funding keeps a huge majority of refugee youth out of secondary education and tertiary education – just 21 per cent attend secondary school and just 1 per cent join university. Funding for emergency and protracted crisis programmes explicitly targeting youth who are not in school also remains scarce. In programming, youth are typically grouped with younger children or with older adults. While many would benefit from access to non-formal educational options, governments often see these options as less legitimate than formal school and tend not to prioritise them, leaving cohorts of youth frustrated, unemployed or unemployable.

Youth are not simply beneficiaries or recipients. They must be engaged to assist with assessments, response strategy, programme design, monitoring and evaluation, and to take on responsibilities as community facilitators, teachers or education personnel. Tapping the potential of young people requires building quality educational systems that include both formal and non-formal approaches. In addition, quality educational systems need to be flexible, participatory, situation-based, equitably available for boys and girls, relevant, age and gender-specific, linked to realistic employment opportunities, and related to peace-building initiatives.

National education sector plans should include a range of education opportunities for refugee youth so they can re-enter the formal school system and/or can participate in non-formal learning activities.

Relief International’s Social Innovation Labs programme in Jordan focuses on building skills such as real-life problem-solving, teamwork and creative troubleshooting, which young people can apply in formal and vocational education settings. The two-stage, competitive format has proven effective in generating collaborative and innovative projects that meet the growing social needs in refugee camps.



Homa, 16, is from Afghanistan and now lives in Greece. She attends language lessons with her peers to support her learning, future work prospects, and her ability to socialise in her new community.

## REACHING THE MOST MARGINALISED

Even when pathways into education are in place, the most marginalised and vulnerable children and youth are still at risk of remaining out of school or dropping out, particularly children with disabilities, unaccompanied minors and separated children, children associated with armed forces and armed groups, homebound children, children who work, children who are married or pregnant, children who have experienced trauma, and ethnic minorities. For these children, education needs are even more complex and barriers to education are higher.

## REFUGEE GIRLS

The education challenges facing girls are often exacerbated by displacement. Increased insecurity and poverty can reduce the educational opportunities available to girls and increase negative coping mechanisms such as child marriage. Families can fall back on social and cultural norms that limit girls' education. For every ten refugee boys in primary school there are fewer than eight refugee girls; for every ten refugee boys in secondary school there are fewer than seven refugee girls.

Among populations with significant cultural barriers to girls' education, the difference increases. In Pakistan, 47 per cent of Afghan refugee boys are enrolled at primary school, compared with 23 per cent of Afghan refugee girls. Dropout rates among Afghan refugee girls are high – 90 per cent in some areas. As a result, the literacy rate for refugee girls and women in Pakistan is less than 8 per cent. This, in turn, means there are fewer female teachers who might encourage more girls to attend school.<sup>18</sup> In these contexts, girls are often required to take on an increased domestic role, or to earn a living.

Furthermore, the rates of teen pregnancy and child marriage dramatically increase in times of conflict.<sup>19</sup> The benefits of secondary education for girls are vast and well documented and include increased economic opportunities and planning for smaller and healthier families. Refugee education programmes that are girl-friendly include female role models and training for teachers to increase awareness of gender inequality. They also involve community and family members and provide adequate washroom facilities.

## REFUGEE CHILDREN WITH DISABILITIES

According to the Women's Refugee Council, children with disabilities remain some of the most hidden, neglected and excluded of all those displaced. Teachers often lack the skills and confidence needed to meet the particular learning needs of children with disabilities. This is even more likely to be the case in emergency situations, with the added complexities of setting up new temporary classes, child-friendly spaces or transitory learning spaces.

In an emergency there is often an assumption that it is too difficult to include everyone and therefore children with additional needs cannot be helped. Children with disabilities also often lose or damage their assistive devices during conflict situations, severely hampering their functioning and independence, making them more vulnerable and further preventing them from accessing education.

Education programmes designed for other groups with special needs can be a good entry point for supporting refugees with disabilities or helping them integrate into existing services. For example, through early childhood intervention programmes, refugee children with disabilities can be referred to appropriate rehabilitation or health care services. Parent support groups can be a starting point for providing appropriate psychosocial support to parents of disabled children. However, as many children with disabilities are kept hidden and out of sight, reliable data is difficult to obtain.

## CHILD LABOUR

There is worrying evidence that the lack of quality education for refugees is contributing to an epidemic of child labour. According to a recent survey in Jordan, the number of child labourers has doubled to 69,000 since 2007, with 44,000 Syrian refugee<sup>20</sup> and Jordanian children engaged in hazardous work. In Lebanon, a recent survey by the International Rescue Committee found that over two-thirds of Syrian refugee children interviewed were working six days a week, up to 10 hours a day and were typically aged 6 to 10. More than one in four children reported working both day and night. Children in female-headed households are the most vulnerable, with 62 per cent of mothers (who face additional challenges in securing employment) more likely to engage their children in work.



Many Syrian refugee children in Lebanon drop out of school to work in order to support their families financially. Child labour particularly increases during the harvesting season, meaning their education is either disrupted or abandoned entirely.

While the data suggests boys are more likely to be involved in child labour, the number of girl workers, who are generally engaged in less visible activities like domestic work, is likely to be underestimated. These children, who face threats from traffickers and from criminal groups, are often earning \$2.50 to \$5 a day.<sup>21</sup> The scale of the Syrian refugee crisis has set back the government of Lebanon's national and regional plans to combat child labour, with the available resources failing to meet the growing need. More efforts must be made to provide legal status and decent livelihoods for adults and provide pathways for these children to get a quality education.<sup>22</sup>

There is a two-way interaction between child labour and early marriage on the one side and lost opportunities for education on the other.<sup>23</sup> Being out of school increases the risk of children being drawn into work or forced into child marriage. Survey findings from ILO (2014) indicate that the main reasons behind the failure to enrol Syrian children in Lebanese schools are related to the excessive cost of school fees (47 per cent), the lack of schools in proximity (27 per cent) and failure to meet the deadline for school registration (25 per cent). Only 7 per cent of the respondents indicated child work as a reason behind nonenrolment. This suggests that barriers in accessing education can play a role in increasing the incidence of child labour. That is why getting boys and girls into school is a crucial part of any strategy to protect children's welfare, while meeting their right to an education.

Children are also forced out of school by household poverty, however. Hence, any effort to expand educational opportunity needs to be accompanied by wider measures to provide livelihood opportunities and child-sensitive social protection interventions for refugee families and youth.

## TEACHERS

Teachers are the most important school-based factor in determining the quality of education.<sup>24</sup> The pivotal role that teachers play in both student learning and student well-being is even more pronounced in refugee contexts.<sup>25</sup> Yet a large majority of refugees live in low-and-middle income countries where the quality of teaching may already be low. In refugee settings, the average teacher to student ratio is estimated to be 1:70, with many classrooms exceeding these numbers. Despite the complex needs of refugee students, their teachers rarely receive adequate training, remuneration, language assistance or support for the important and challenging work they do.

## TEACHER TRAINING AND PROFESSIONAL DEVELOPMENT

With the increasing numbers of refugee children and adolescents, at current rates 20,000 additional teachers will be needed each year, according to UNHCR.<sup>26</sup> Better data is needed so that partners can budget to ensure enough teachers are available along with adequate funds to pay, train and support them.

Many teachers in refugee contexts lack even the minimum 10 days of training required by UNHCR.<sup>27</sup> In Ethiopia, for example, only 21 per cent of teachers of refugees had a professional teaching qualification.<sup>28</sup> Where training is available, it is generally short and piecemeal – frequently a one-off workshop rather than a sustained capacity development model.<sup>29</sup> Training is rarely based on principles of adult learning, and the teacher educators themselves do not model good teaching practice or learner-centred methodology.<sup>30</sup> Crucially, it is rare for these workshops to be accompanied by a sustained training model that includes in-classroom support during and after training, such as classroom visits, coaching, mentoring or supportive peer networks.

Although host community teachers of refugee children are more likely to have a professional teaching qualification, they rarely receive the specialised training required to manage large class sizes, support distressed children or cater for multilingual classrooms.

Lack of training and support for teachers working in such complex classrooms puts the learning opportunities of the students in jeopardy. Refugees' teachers struggle to differentiate instruction and build inclusive classroom environments, and use a high frequency of teacher-centred rather than learner-centred practices.<sup>31</sup> The lack of specialised training and support for teachers of refugee children can also lead to practices such as discrimination and corporal punishment that impair students' learning and well-being.<sup>32</sup> When they receive the right support and training, teachers are in a pivotal provision to create a safe learning environment, foster positive teacher-student and peer-to-peer relationships, and to enable socio-emotional learning.

A child's education needs to be relevant and meaningful.<sup>33</sup> In many refugee contexts, where students are learning an unfamiliar curriculum in a different language, this can be difficult to achieve. With limited training and support on how to adapt the curriculum or teach second language learners, all teachers can try to do is to "embellish" the local curriculum with meaningful examples and connections to students' home countries, and to try to adapt their lessons for the different languages in the classroom.

## GIVE REFUGEE TEACHERS THE RIGHT TO WORK

Refugee teachers from the country of origin are often refused the right to work in the host country, depriving refugee children and the host country of a valuable resource. In Uganda, South Sudanese, Burundian and Congolese refugee teachers are not allowed the status of teacher until they have gained Ugandan certification. Instead they must settle for lower status – and lower pay – as teaching assistants.<sup>34</sup> Yet many of these refugee teachers are trained and speak the home languages of refugee children, many of whom are struggling to make the transition to Uganda's English language curriculum. Research has been undertaken recently to map out pathways to accreditation for South Sudanese refugee teachers. The recent influx of new Congolese refugees in 2018 poses another challenge as Congolese teachers are not included in this mapping, it will be even harder for them to gain accreditation given the difference in the language of instruction.

A cornerstone of the International Rescue Committee's refugee education programme in Guinea from 1990 to 2007 was the training and certification of teachers. Recognition of these credentials in home countries has had long-term benefits for the livelihoods of these teachers. Upon their return to Sierra Leone and Liberia, two thirds of them were employed as teachers, often at their old schools.<sup>35</sup>

Accelerated and flexible pathways to certification are required to ensure that existing teachers from the country of origin can be quickly brought into the teaching force.



Taranah is a refugee who teaches child migrants and refugees on a voluntary basis at an education center in Greece. Refugee teachers can offer insight and understanding with their students, although qualifications often go unrecognised.

## ENSURE REFUGEE AND HOST COMMUNITY TEACHERS GET THE RIGHT SUPPORT

Teachers often receive little or no financial and psychosocial support, which leads to demotivation and absenteeism. Refugee teachers are predominantly paid through incentives and are frequently underpaid, paid late or not paid at all.

Support for teacher wellbeing is also limited, which is problematic as many refugee teachers have experienced conflict and displacement themselves. A teacher's well-being is important at all times but in an emergency, self-care, managing stress and having a support network is even more critical to ensure quality teaching and learning. Save the Children's Learning and Well-being in Emergencies programme includes teacher training modules that specifically address healthy and safe learning environments and teacher well-being.

During conflict, teachers' roles as counsellors and mentors grow in importance. Yet, teachers may themselves be in the line of fire, intimidated, detained, imprisoned or executed. Teacher turnover can drastically increase in fragile conditions. In Syria, a reported 25 per cent of teachers (952,500 teachers and more than 500 counsellors) have abandoned their posts.<sup>36</sup>

Teachers in fragile settings, therefore, are dealing with sources of stress commonly found in developing countries, but these are superimposed on distress that they face directly as a result of the fragile contexts.

Lack of remuneration and support can equally affect host country teachers. In Lebanon, for example, many teachers are now also teaching a second shift each day to increase school capacity.<sup>37</sup>

### BOX 17: TEACHERS IN CRISIS CONTEXTS

The Teachers in Crisis Contexts working group (the TiCC) was founded in April 2014 as an interagency effort to provide more and better support to teachers in crisis settings. Members of the group work together to identify problem areas in teacher management, development and support in crisis contexts and propose and provide interagency open-source solutions.

Formerly known as the Refugee Teacher Working Group, the TiCC was originally made up of the International Rescue Committee, the Norwegian Refugee Council, Save the Children, Teachers College Columbia University, UNHCR and UNICEF, working in close association with the Inter-agency Network for Education in Emergencies (INEE). The first initiative was the development of the Training Pack for Primary School Teachers in Crisis Contexts,<sup>38</sup> which builds basic teaching competencies for the unqualified or underqualified teachers often recruited in refugee settings. The TiCC has since grown to include 17 partner agencies and has developed peer coaching resources, advocacy materials and monitoring and evaluation tools. The inter-agency approach builds broad-based ownership and credibility for tools and recommendations, and enables a more harmonised, standardised approach to delivery.



Mohamed is a Somali volunteer teacher, who received tailored training to teach Somali refugee children in Heleweyn camp, Ethiopia. Teachers who work in these environments need specialised support.

## SECURE AND MEASURE LEARNING

To ensure that refugee children enjoy high quality learning environments, it is crucial to understand whether children are learning, what they are learning and why. Data collection and monitoring are critical to this effort, so education actors must work together to build an evidence base and to share learning and good practice.

Educational quality in refugee settings is rarely measured by learning outcomes (which is itself problematic), but where learning assessments have been done, the results are worrying. In a study with Eritrean children in Ethiopia for example, less than 6 per cent of refugee children had reached a benchmark reading fluency by grade 4.<sup>39</sup>

Efforts to measure the quality of refugee education have too often focused on inputs and service delivery – such as the number of trained teachers or the size of classes – rather than on outcomes such as student achievement or teacher performance. According to UNHCR, this can be remedied by training to carry out formative and summative assessments, by using independent tests such as EGRA and ASER, and by improving EMIS.

In its 2016 strategy, UNHCR also recommended creating learning task teams in each country, composed of UNHCR staff, implementing partner staff, education officials, and other stakeholders, to analyse learning data and make recommendations on how to continuously improve education planning and programming for refugee and host community learners.<sup>40</sup>

Refugee hosting governments need to take a more coherent approach to build the capacity of national assessment systems that are systematic and transparent.<sup>41</sup> Data on refugee learning outcomes needs to be collected and shared as a global good in order to improve curriculums, teacher training and educational materials at the classroom, national and global levels. Efforts to assess refugees' learning must take into account where school-age children are, what is being taught, their mother tongue and language of instruction, and a variety of other factors.

Alongside efforts to improve monitoring, evaluation and accountability, there also needs to be an increased effort to build the evidence base for refugee education. The protracted nature of so many refugee crises suggests that structured robust research projects are possible. One area particularly fertile for research is to better understand the relationship between learning and well-being for refugee learners.

## BUILD SOCIAL COHESION

In many refugee settings, school age children face violence and discrimination on their way to school and during classes, from students, teachers and the local community. This can be symptomatic of wider or historic tensions between refugees and host communities, related to resources, language, ethnicity and religion.

## END DISCRIMINATION AND VIOLENCE IN SCHOOLS

More than 70 per cent of Syrian refugee children are exposed to bullying or ridicule at school, and 78 per cent are exposed to violence by teachers.<sup>42</sup> In Lebanon, some Syrian refugees have been followed outside the premises by schoolmates or schoolmates have waited for them at the school gates for further harassment. In 2015, 13 per cent of dropouts (approximately 1,600 students) were attributed to bullying.<sup>43</sup> These events discouraged other refugees from enrolling in local schools.

A recent UNICEF report found that 11 per cent of school children in Jordan had experienced corporal punishment.<sup>44</sup> In Za'atari refugee camp, girls described how their teachers tell them “you have ruined your country,” cursing Syria for sending them to Jordan. Muna, 17, who dropped out of school, said, “We can't get educated at the cost of our self-respect. We fall victim to verbal abuse and are bundled together as Syrians even if we didn't do anything wrong.”

Abuse can also come from the wider community,<sup>45</sup> with children facing harassment on their way to and from school from those who object for political reasons to their community having welcomed refugees. In some countries, bullying has increased in intensity in line with media stances and coverage of refugee presence in schools.<sup>46</sup> Parents may face similar harassment from host community school children or their parents, and may prefer not to collect their children from school,<sup>47</sup> exposing the children to a greater risk of bullying or even abduction.

The economic burden of hosting Syrian refugees is thought to affect vulnerable host populations disproportionately, creating tensions that then play out at school. The double-shift system – with one nationality in school early in the day, and another later in the day – limits opportunities for the kind of positive interaction between children necessary to disrupt stereotypes and prejudices, and can reinforce prejudices.



Positive activities improve relationships within schools that host refugees, as well as with the wider community.

To defuse such situations, it is vital to implement codes of conduct in schools and child protection strategies, and to increase the number of activities that foster social cohesion. However, discrimination can also sometimes be fuelled by parents who fear that the additional students are lowering the standard of education. It is therefore critical that education initiatives to reach refugee children also support host communities.

Vulnerable groups of refugee children, such as girls and children with disabilities, are often most at risk – of physical or sexual violence as well as bullying and discrimination. Under international humanitarian and human rights law, children with disabilities are protected against violence, abuse, neglect and exploitation. This protection applies within schools. While many countries are signatories to international mechanisms, there is a gap between policy and implementation.<sup>48</sup> Many schools are not safe for refugee children with disabilities, which feeds a cycle of exclusion and high rates of dropout. Much more needs to be done to ensure that the education system is safe and accessible to refugee children with disabilities.

Around the world, physical, sexual, and psychological violence can pose a severe threat to the education of refugee girls and boys. Such acts of violence – known as school-related gender-based violence (SRGBV) – are the result of unequal power relations and harmful gender norms and stereotypes. This type of violence often occurs in unsupervised and private spaces – such as school toilets, dormitories or classrooms outside teaching hours. Where practices become normalised they can also happen in plain sight of others and during school time. Gender-based violence in schools can be perpetrated by other students, by teachers or by other school staff and can come in several forms.

Schoolgirls are especially vulnerable to sexual harassment, rape, coercion, exploitation and discrimination from teachers, staff and peers, as well as from members of the wider community. Teachers and educational staff have been known to use their position's authority to sexually abuse girls at school. Children who are the victims of SRGBV tend to have lower academic achievement and economic security, as well as greater long-term health risks.<sup>49</sup> SRGBV also perpetuates cycles of violence across generations. Schools that do not challenge negative gender norms may reinforce damaging attitudes and beliefs and have a detrimental impact on the wider community and society.

Despite progress, there remains a lack of global data on violence that takes place in and around schools. This is not only because it is an underfunded and under-researched area, but also because there are many reasons why young people do not report violence. The fear of stigma and shame can deter young people from reporting. Parents of children who are enrolled in local schools may be keen to keep a low profile.<sup>50</sup> This may be particularly true where children do not need to provide official documentation to enrol. While this exemption helps children to enter the education system, their parents may be more conscious of drawing attention to themselves or their children. School children need to have access to safe, child-friendly reporting mechanisms, and understand that cultures of violence are not acceptable.

Without action now to ensure all children are safe from bullying and violence at school, we will never be able to respond to the global refugee education learning crisis. National refugee action plans should include policies to monitor and protect children from abuse, neglect, violence and exploitation both within and outside schools. Teachers need to be trained to provide additional support for refugee children and look for signs of a bullying culture. In Jordan, UNICEF, UNESCO and partner organizations provide teacher training in camps and urban areas on coaching strategies, teaching in emergencies and supporting children who have lived through a crisis. When serious cases of bullying, violence or discrimination by teachers or other students are identified, the relevant ministry of education must be alerted to follow up with the school and, if necessary, the authorities.

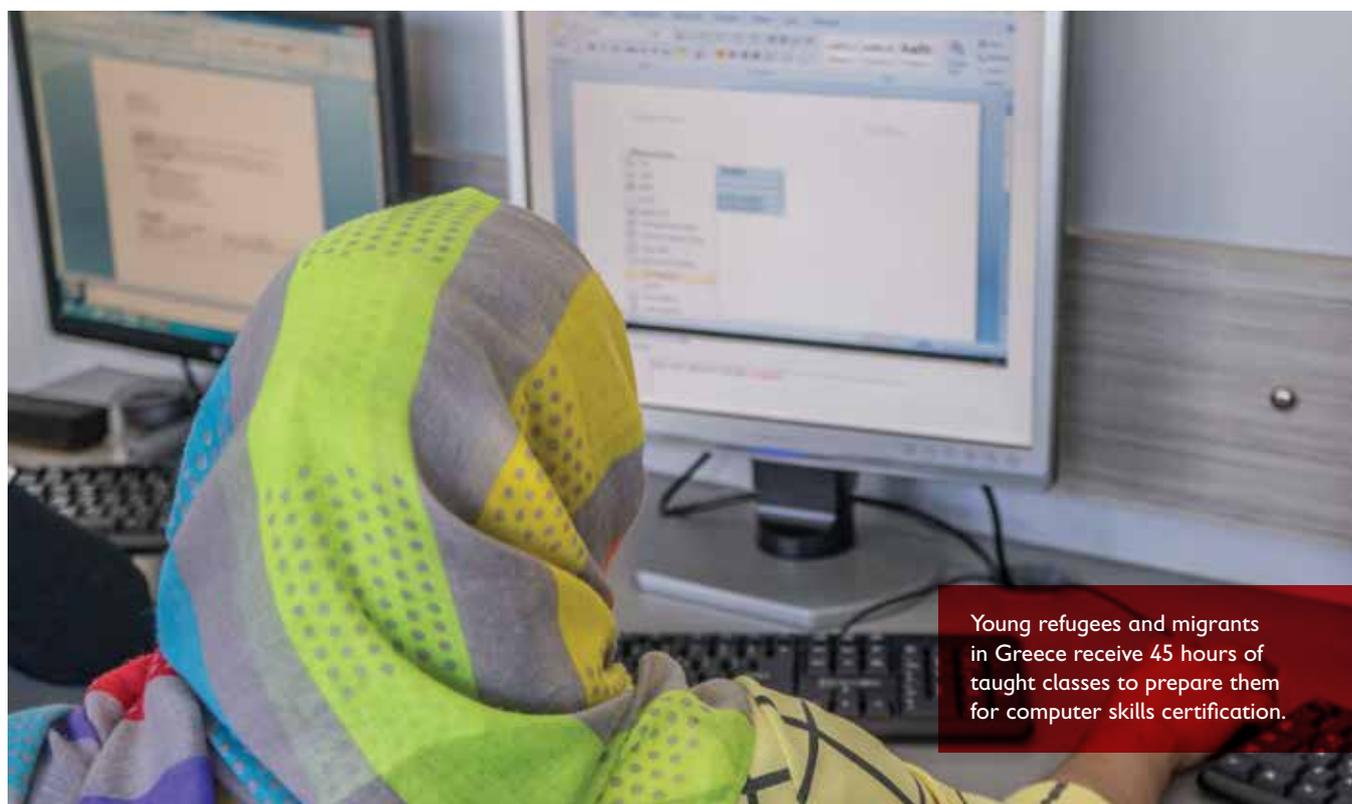
## CONFLICT-SENSITIVE EDUCATION

Schools that accept refugees must usually be adapted to allow for the teaching of new groups and to adjust to new social dynamics, or risk promoting segregation and inflammatory ideologies.<sup>51</sup> Conflict-sensitive education is a crucial part of doing this successfully.<sup>52</sup>

Understanding the context is critical, so that establishing a system for refugee education does not cause disruption in the host community. Sourcing materials and furnishing the school, for example, shouldn't harm local businesses. The language of tuition should not enforce segregation in the community. And teacher recruitment shouldn't disrupt learning in other local schools.

To support conflict-sensitive education, INEE provides a framework and toolkit that helps stakeholders to understand the context and provides guidance on how to optimise the benefits of education and minimise any possible negative effects.<sup>53</sup>

The INEE conflict-sensitive guidance and minimum standards should be carefully considered and utilised when working in vulnerable areas. Pedagogical methods and approaches are just as crucial as content of curriculum and quantity of schooling, so teacher training and ongoing support are essential. Further research should be undertaken to establish opportunities for former teachers in refugee communities to receive training, support and professionalisation in conflict-sensitive education.



Young refugees and migrants in Greece receive 45 hours of taught classes to prepare them for computer skills certification.

## THE ROLE OF TECHNOLOGY

Interest in the role of technology in refugee education has surged recently, with many hoping it could radically improve access to quality education in even the most challenging contexts. Major investments are expanding mobile connectivity to all corners of the world, through terrestrial networks, satellites, drones, balloons and other means. This expansion has influenced communities globally, changing traditional modes of communication and learning. Often, refugees are covered by a mobile network of some kind. A 2016 UNHCR report indicates that 93 per cent of all refugees live in areas served by at least a 2G network, and that 62 per cent live in locations covered by 3G networks or better.<sup>54</sup>

A mobile device is often one of the few possessions taken by people forced to leave their homes, and in many instances displaced people have access to a smartphone. Increasingly, mobile technology can provide a lifeline to education, bringing learning to people where they are, preparing them for work, easing their integration into new communities, boosting their imaginations, building resilience and revealing routes from an uncertain present to more promising futures.

Yet the usefulness of technology for refugee education can be overstated. In the enthusiasm to use technology in the classroom, efforts towards measurable learning outcomes can be reduced. Inconsistent bandwidth and electricity for charging technology, as well as ongoing maintenance and a lack of training, can hamper the use of technology for learning. One-off, top-down interventions, with little consideration for the local context, do not work.

Valuable guidelines for the use of technology for refugee education and teachers' professional development have been developed by USAID<sup>55</sup> and INEE.<sup>56</sup> These state that the role of quality teaching and human interaction should not be diminished – a blend of in-person teaching and technology is critical.<sup>57</sup> Quality contextualised content, which uses existing technology and complements the national curriculum, is likely to be most successful.

However, there is a lack of robust evidence on the impact of certain technologies on learning outcomes, and their testing in refugee contexts is even more limited as interventions are recent and funding for research in humanitarian contexts is scarce. It is the responsibility of NGOs, donors, businesses, governments and academics to undertake further research to truly understand the impact technology can have on learning for refugee children and to share best practice. Stronger partnerships need to be created between refugee education experts and technology companies to ensure quality content is developed that complements the existing national curriculum and accreditation system.



Girls attend a classroom supported by the Vodafone Foundation which allows existing classrooms to become better connected, reinforcing the existing teaching structures.

### BOX 18: INSTANT NETWORK SCHOOLS

Vodafone Foundation's Instant Networks Schools (INS) provide Internet connectivity, sustainable solar power and an Instant Classroom – a digital classroom-in-a-box that includes 25 tablets, a laptop, a projector and speaker, a 3G modem and batteries to run the kit for a day of class. INS also feature localised digital content and a robust teacher training programme. Thirty-one Instant Network Schools have been established in seven refugee camps in the Democratic Republic of Congo, Kenya, South Sudan and Tanzania. A recent independent impact assessment study<sup>58</sup> of the INS in Kenya and Tanzania found that in less than a year ICT literacy skills increased by an average of 61 per cent across all INS students.

The average ICT literacy scores for INS teachers more than doubled (a 125 per cent increase) over the 10-month research period, with female teachers showing the greatest improvement. The programme increased students' motivation and enjoyment in learning, and fostered more self-led, inquiry-based and individualised learning. Having better access to educational content and resources increased teachers' efficiency in lesson planning and access to new teaching methods. INS teachers' confidence in lesson planning increased from 32 per cent to 76 per cent while that of non-INS teachers only rose from 21 per cent to 29 per cent.

### BOX 19: EVERY CHILD LEARNING IN JORDAN

Pearson, the world's learning company and Save the Children, in partnership with the Jordanian Ministry of Education, have developed a pilot for a new mathematics app, Space Hero (Batlalfada), using learner-centred design approaches. It will support a broader in-school programme led by Save the Children that focuses on teachers' professional development, relations between schools and communities, remedial education and psychosocial support. The app can be downloaded for free on the Google Play store, so that children can access learning anywhere at any time.

Two strands will help children re-engage with and advance their learning: the maths app that encourages independent learning through game play, and teacher-led learning through remedial classes integrating psycho-social support activities in Arabic. The two strands are aimed at enhancing formal curriculum learning in two core subjects and

are complementary. Pearson have developed the app, initially for Grade 4, which aims to provide children with a fun way to engage in maths learning and ensure they achieve grade-level competencies. It will facilitate the development of numeracy skills aligned to the national curriculum of Jordan.

Research suggests that most households in Jordan, whether Jordanian or Syrian, have at least one smart phone. Not all children in target schools will have access to a smartphone in their household, however, so the project will ensure fair access by providing schools with a library of smart phones for the use of students within the school hours. The pilot will improve the learning and well-being of 3,915 people directly, including 3,280 Jordanian and Syrian children aged 9 to 12 years from grades 4 to 6 (1,840 boys and 1,440 girls).

## PROTECTING EDUCATIONAL FACILITIES, STAFF & STUDENTS FROM ATTACK

Around the world, girls and boys in regions affected by conflict and violence experience attacks on their education, through bombing, torching and the military use of schools. Military groups routinely kill, maim, rape, recruit, abduct and traumatise schoolchildren and teachers with impunity.

The Safe Schools Declaration is an inter-governmental political commitment that was opened for endorsement at the First International Conference on Safe Schools held in Oslo, Norway, in 2015. As of June 2018, 75 countries have endorsed the declaration – most recently Germany and the United Kingdom. These countries have committed to take concrete steps to better protect students, teachers, schools and universities during armed conflict.

The associated Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict urge parties to armed conflict (state armed forces and non-state armed groups) not to use schools and universities for any purpose in support of the military effort. A core aim of the guidelines is to protect against the risk of armed forces and groups converting schools and universities for military use and hence exposing them to the potentially devastating consequences of attack. While it is acknowledged that certain uses would not be contrary to the law of armed conflict, all parties should endeavour to avoid jeopardising students' safety and education, using the guidelines to establish responsible practice.

The guidelines reflect good practice already applied by some parties to armed conflict for the protection of schools and universities during military operations. They should be endorsed universally by all parties to conflict.



This school was attacked and bombed three times in Northern Syria. The Safe Schools Declaration condemns attacks on and use of schools by armed groups.

# RECOMMENDATIONS

## Action to ensure refugee and host community children are learning

### Learning

- Ministries of education in host countries, donor governments, multilateral institutions and NGOs should:
  - ensure that refugee and host community students learn what they need to learn, with a focus on foundational literacy and numeracy in the early grades, helping to lay the groundwork for future learning, prevent drop out and reduce grade repetition.
  - support holistic assessments – covering literacy, numeracy, social and emotional skills and wellbeing – to identify the needs of individual learners in key refugee contexts, provide an overview of current levels of learning and gauge equity gaps.
- Host countries should create Learning Task Teams composed of UNHCR staff, operational partner staff, Ministry of Education officials and other relevant stakeholders. As well as analysing and communicating learning achievement data, these teams should make recommendations for continuous improvement of education planning and delivery, both for refugee and host community learners. They should draw on the latest evidence-based approaches to learning improvement.
- Donors, academics, NGOs and the private sector should undertake rigorous research on how best to support learning in refugee contexts, particularly during the initial stages of displacement: what works, how, for whom, under what conditions and at what cost. Such research should seek to understand the relationship between learning and wellbeing, and the implications for programming.

### Psychosocial support and social and emotional learning

- A global multi-stakeholder initiative on psychosocial support and social and emotional learning (PSS/SEL) should be established in collaboration with INEE. The initiative would be responsible for assessing existing approaches to PSS/SEL in refugee contexts, developing replicable approaches, providing technical assistance to implementers, supporting ministries of education in host countries to develop and adopt PSS/SEL policies, training teachers, conducting research on the benefits of PSS/SEL and disseminating good practice.

### Early care and education

- Donors, host countries, multilateral institutions, academics, the private sector and NGOs should prioritise funding and technical support for early learning interventions in refugee contexts.
- WHO, UNICEF, The Partnership for Maternal, Newborn and Child Health (PMNCH) and the ECD Action Network and other relevant stakeholders should commit to adapting and implementing the Nurturing Care Framework in refugee contexts.

### Gender

- Ministries of education in host countries, donor governments, multilateral institutions and NGOs should:
  - strengthen PSS/SEL for girls who have experienced gender-based violence, to build their resilience and help them prepare to re-enter education. Special measures should be taken to reintegrate girls who have been excluded from school, such as married girls and child mothers.
  - ensure all learning services have adequate, gender-segregated sanitation facilities and access to menstrual hygiene products.
  - ensure girls' safety in transit to school and at school by mainstreaming protection measures into all policies and initiatives related to education.

### Teachers

- Governments should develop or strengthen regional frameworks to include refugee teachers in national education workforces and support their professional development and certification. This could include:
  - facilitating teacher accreditation and certification across borders, including methods to fast-track training and certification;
  - progressively aligning refugee teachers' pay and conditions of service with those of host community teachers, in line with experience and qualifications;
  - supporting pre-service and in-service professional development of refugee and host community teachers, recognising the additional knowledge and skills required to support refugee learners;
  - promoting gender parity in the teaching workforce and equalising career progression opportunities among teachers in refugee contexts;

### Protecting education from attack

- All countries should endorse the Safe Schools Declaration and take practical action to protect schools, students and staff from attack and military use, including by implementing the Safe Schools Guidelines.

# INVEST: MOBILISING THE FUNDING TO SCALE UP QUALITY LEARNING FOR REFUGEES

Lack of funding is a critical barrier to refugee education. The general absence of funding is exacerbated by a lack of predictable, long-term funding, a lack of clear financing targets and resource mobilisation plans, and poor coordination among donors.

We challenge donor governments and international agencies to do better. This section of the report sets out the level of investment required to deliver quality pre-primary, primary and secondary education to all the world's refugees.

We estimate that for an average cost of \$4.3 billion a year or around \$575 per child annually we can close the education gap for the world's 7.3 million school-aged child refugees.

Only a proportion of this funding needs to come from donors. The international community's responsibility should be calibrated to the means of host countries; external funding should make up 40 to 95 per cent of the required financing, depending on the host country's economy.

The investments we propose are designed not to meet an implausibly high standard but to deliver adequate, good quality education to all refugee and host community children. The external financing required represents a modest investment, especially given the anticipated returns.

This report also identifies where this funding could come from. We point to potential new sources of finance and show how existing organisations, using existing funding mechanisms, could improve their responses to refugee crises, including by working more effectively together.

The time to advance this agenda is now, while the Global Compact on Refugees is being finalised. The compact seeks to deliver the commitments in the 2016 New York Declaration for Refugees and Migrants, including ensuring that all children are in school and leaning within a few months of becoming refugees. The compact process must provide the momentum to agree on the required funding detailed in this report.

More and better finance is essential to turn the current situation around. But we recognise that funding alone will not be enough. Efficient and effective delivery of quality learning opportunities will require far-reaching reforms, which are set out in the earlier parts of this report.

## OVERSTRETCHED AND UNDERRESOURCED

Education systems around the world, especially in low- and middle-income countries, are underfunded and failing to meet the needs of children, especially the most marginalised. The International Commission on Financing Global Education Opportunity (known as the Education Commission) estimates that in low- and middle-income countries, spending on education needs to increase from \$1.2 trillion annually to \$3 trillion by 2030.<sup>1</sup>

Many of the education systems in the ten countries that host the most refugees are weak and receive little support from the international community. In only two of these countries did education receive more than 2 per cent of the humanitarian financing provided to support their refugee response in 2016. This level mirrors the humanitarian sector in general, where in 2016 only 1.9 percent of humanitarian funding was directed to education.<sup>2</sup>

Of the world's refugees, 28 per cent live in the poorest of countries, including Cameroon, Chad, the Democratic Republic of the Congo, Ethiopia, Kenya, Sudan and Uganda.<sup>3</sup> While these countries must be recognised for performing the global public good of hosting large refugee populations, they struggle to meet the associated costs, putting a huge strain on already stretched services.



Turkey needs funding from the international community to meet its laudable commitment to ensure all Syrian refugees it hosts, have access to the national education system.

Given the magnitude of the current global refugee crisis, the lack of predictable, long-term development and humanitarian financing is a serious challenge. Humanitarian activities delivered through UN agencies, international and local NGOs are overwhelmingly supported through short-term funding cycles, with spending earmarked against projects that reflect donor priorities.

## THE CASE FOR MORE AND BETTER FUNDING FOR REFUGEE EDUCATION

Allowing the education of millions of refugee children and youth to be cut short by conflict is not just ethically indefensible, it is economically ruinous. Equipped with the skills and knowledge that come with a quality education, refugee children and young people can seize economic opportunities and secure a decent livelihood when they grow up. They can become the doctors, teachers, architects and engineers that their countries need to build for the future. Investing in their education now offers the prospect of high social and economic returns.

Unfortunately, the failure to invest would have the opposite effect. We know that many of Syria's refugee children and youth have been forced out of education and into destitution, child labour and early marriage. It is difficult to think of a starker form of injustice – or of an outcome further removed from the promise of the Sustainable Development Goals or the aspirations of the New York Declaration.

## WHAT IT WILL COST

Estimating the global funding needed to provide education for refugee children is a crucial step in setting strategic planning and fundraising goals.

The international community has committed to ensuring “all refugee children are receiving education within a few months of arrival” and to “prioritise budgetary provision to facilitate this, including support for host countries as required”. But commitments without actionable plans do not deliver results and there is currently no plan to deliver on this commitment.

Based on plausible costs and credible policy options, we have estimated the financing requirements for providing quality pre-primary, primary and secondary education for the 7.3 million refugee children aged 3 to 18 in low-income and middle-income countries.

The total cost of five years of education for all these children is \$21.5 billion. This equates to \$575 per child per year. Not all refugee hosting countries have the same level of need for external assistance. Taking this into account, we estimate that \$11.9 billion should be provided by the international community. This equates to just \$320 per child per year.

## TOTAL COST OF DELIVERING REFUGEE EDUCATION OVER 5 YEARS



**ANNUALLY THIS WOULD REPRESENT JUST OVER ONE-THIRD OF THE COST OF STAGING THIS YEAR'S WORLD CUP**



**\$11** billion

– the cost of staging this year's World Cup



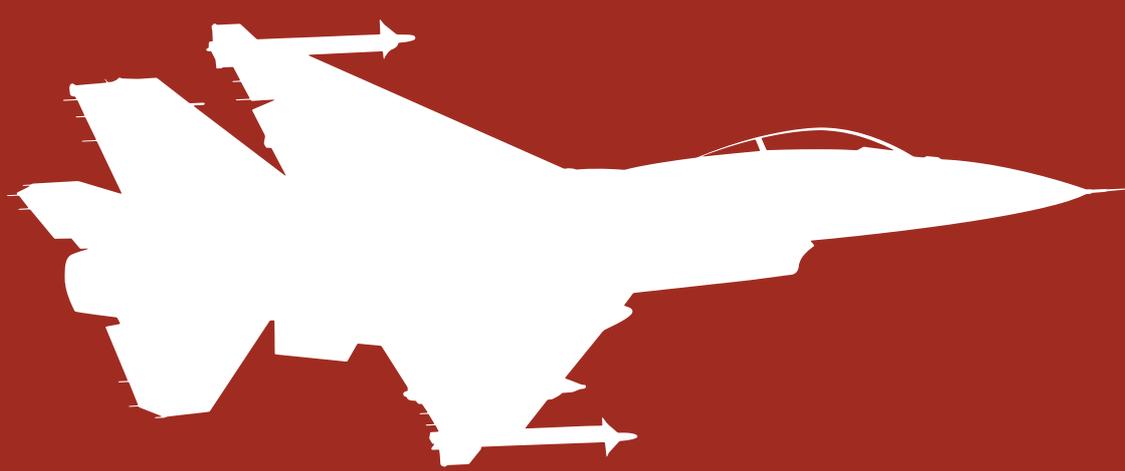
**\$4.3** billion

– the cost of 1 year's education for 7.3 million refugees

# AT \$1 MILLION A DAY, ITS ONE 48,000TH WHAT THE WORLD SPENDS ON THE MILITARY

**\$48** billion

- world military spend per day



**\$1** million  
- funding  
required to  
educate 7.3million  
refugees a day



**TABLE 1: TOTAL COSTS OF 5-YEAR EDUCATION PROGRAMME FOR ALL SCHOOL AGE REFUGEES (3-18) IN LOW- AND MIDDLE-INCOME COUNTRIES**

	<b>Total cost of 5 years refugee education</b> (pre-primary, primary, secondary)	<b>Portion for international community to contribute</b>	
Low-income countries	\$2.5 billion	95%	\$2.4 billion
Lower-middle-income countries	\$4.9 billion	80%	\$3.9 billion
Upper-middle-income countries	\$14.0 billion	40%	\$5.6 billion
<b>Total</b>	<b>\$21.5 billion</b>	<b>56%</b>	<b>\$11.9 billion</b>

**TABLE 2: EDUCATION COSTS PER CHILD PER YEAR FOR ALL SCHOOL AGE REFUGEES (3-18) IN LOW- AND MIDDLE-INCOME COUNTRIES**

	<b>Cost per child per year</b> (total)	<b>Cost per child per year</b> (from international community)
Number of children	\$575	\$320

Tables 1 and 2 summarises our cost estimates. A detailed explanation of our approach and assumptions is contained in the annex to this report.

For primary and secondary education, given the difference in costs of education between countries in different income brackets and the inferior quality of education in many poorer countries, two different methodologies have been used. The first, for low-income countries, is based on estimated costs of supporting education in emergency and crisis contexts. The second, for lower- and upper-middle-income countries, is based on government expenditure on education in those countries.

The figures produced give an overall estimate of the funding needed for refugee education. Given the standardised methodologies developed, these should not be taken as estimates of what is needed in each individual country but rather as estimates of what is needed at the global level.

Figures for populations of refugees have been drawn from UNHCR's end-2017 data tables. In 2018 there have already been changes in refugee numbers and flows, but in the absence of comprehensive data for all countries for a later date, 2017 data has been used.

## BEFORE AND AFTER PRIMARY

Our costing exercise looks beyond primary education for a reason. Pre-school education is critical in education emergencies. Apart from providing children with a safe learning space, it can build confidence, prepare children for successful entry into primary school, and help first-generation learners with non-literate parents overcome their home disadvantage.

At the other end of the continuum, secondary school education is critical not just for developing skills but also for creating an incentive for parents to put their children through primary school.

Many refugee children, fleeing violence in some of the world's poorest countries, start school late, repeat grades or drop out. Many others never have the opportunity enrol.

Most of those who have been in school will have lost some schooling. Accelerated learning programmes can help them catch up so that they can enter school at the right grade for their age. Our costings would provide immediate access to secondary education for children aged 14 to 17. Most of these children will probably still need to complete primary school, however. The funding that our costings proposes for secondary education would provide children of secondary age with the level of education that suits their previous academic experience, including when it is more appropriate for them to take accelerated primary catch up programmes, enabling them to eventually make the transition to secondary education.

## CRISIS AND OUT-OF-SCHOOL PREMIUMS

During the initial period of a crisis, the cost of supporting education is expected to be higher because of factors such as security risks and scarcity of goods. For low-income countries, we have used the cost per child figures prepared for Education Cannot Wait. These include a crisis premium of 20 per cent for pre-primary/primary, 20 per cent for lower secondary and 40 per cent for upper secondary.

We have added a further premium to reflect the additional costs of ensuring that out-of-school refugee children are reached and supported to enrol and stay in school in their first year. This cost premium is 20 per cent at the primary level and 35 per cent at the secondary level. These cost premiums are based on UNESCO's policy paper Pricing the right to education: The cost of reaching new targets by 2030,<sup>4</sup> which estimates that the cost of education for marginalised groups is 20 per cent higher at the primary level, 30 per cent higher at the lower secondary level and 40 per cent higher at the upper secondary level.

## RESPONSIBILITY SHARING IN LINE WITH NATIONAL NEEDS AND CAPACITIES

Countries hosting refugees perform a global public good for the international community as a whole and should be supported in doing so. Not all countries require the same level of support, however, so our costings propose different levels of support for refugee education in line with national capacity.

We propose that low-income countries receive 95 per cent of the required amount, lower middle-income countries 80 per cent and upper middle-income countries 40 per cent. Globally, this means that 56 per cent of the funding required to finance this plan needs to come from the international community.

# SECURING THE FINANCES TO FUND EDUCATION FOR THE WORLD'S REFUGEES

The political and operational challenges of investing in refugee education are countered by a range of promising developments, which could result in significant new resources and more effective allocation and spending.

One example is the European Union's commitment to education in emergencies in general and to education for refugees in particular. Between 2012 and 2017, the European Union scaled up its humanitarian funding for education in crises each year. Notably, the Commission has earmarked an increasing percentage of its annual humanitarian budget to education in emergencies. For 2019, this share will be a significant 10 per cent.

In June 2018, the leaders of the G7 group of countries endorsed the Charlevoix Declaration on Quality Education for Girls, Adolescent Girls and Women in Developing Countries and committed \$2.9 billion for education for women and girls in conflict and crisis. This welcome initiative could fund education for 8.6 million children.

The G7 communiqué states "Equal access to quality education is vital to achieve the empowerment and equal opportunity of girls and women, especially in developing contexts and countries struggling with conflict. Through the Charlevoix Declaration on Quality Education for Girls, Adolescent Girls and Women in Developing Countries, we demonstrate our commitment to increase opportunities for at least 12 years of safe and quality education for all and to dismantle the barriers to girls' and women's quality education, particularly in emergencies and in conflict-affected and fragile states."

In addition to the prioritisation of education in humanitarian contexts by donors such as the EU and the G7, there is growing interest in and support for education in emergencies from philanthropic donors.

There have also been several promising developments in the global aid architecture. These include a growing focus by the Global Partnership for Education on conflict-affected fragile states; the creation of Education Cannot Wait, the fund for education in emergencies; the establishment of the World Bank's IDA18 Regional Sub-Window for Refugees; and the proposal for an International Finance Facility for Education.



Elmo and a refugee girl in Jordan. Sesame Workshop reaches vulnerable and disadvantaged children in more than 150 countries with pre-primary education.

## BOX 20: INNOVATIVE FINANCING FROM THE MACARTHUR FOUNDATION

In 2017, the MacArthur Foundation hosted a competition called 100&Change that offered \$100 million to fund a critical problem facing the world today.<sup>5</sup> A joint proposal from the International Rescue Committee and Sesame Workshop – the non-profit organization behind Sesame Street – won the prize.

The IRC and Sesame Workshop will use the prize money to fund the largest ever early childhood intervention delivered in an emergency context. Over five years, their programme will provide Syrian children in four countries – Lebanon, Jordan, Iraq and inside Syria – with quality, interactive, engaging content. They will reach 1.5 million children through home visits and centre-based

programmes, and 9.4 million through mass media. The programme aims to ensure that children have access to nurturing care and quality learning opportunities that will bolster their cognitive and social-emotional development and wellbeing.

In committing this funding, the MacArthur Foundation recognised the challenge that less than 2 per cent of the global humanitarian aid budget is dedicated to education, with only a sliver of all education assistance benefiting the youngest children. The early years are a crucial time to ensure children can thrive at school and in life, so returns on this investment will be substantial.

# THE GLOBAL PARTNERSHIP FOR EDUCATION

Established in 2002, the Global Partnership for Education (GPE) is a multi-stakeholder partnership and funding platform that aims to dramatically increase the number of children who are in school and learning. GPE has a strong track record of supporting education in conflict-affected, fragile states: 28 of GPE's 65 current partner countries are affected by conflict or fragility and are home to 63 per cent of the world's forcibly displaced children; GPE disburses around 60 per cent of its grants to these partner countries. This commitment to education in conflict-affected, fragile states is further evidenced by GPE's Financing and Funding Framework (FFF), launched in 2018, which gives additional weighting for countries affected by fragility and conflict in its needs-based allocation formula for grants.

GPE's prioritisation of conflict-affected, fragile states is an effective way to improve refugee education. GPE's approach focuses on strengthening education systems, paying particular attention to helping partner countries plan education systems that put equity and learning at their core. The success of any strategy for education hinges on early humanitarian action with a bridge to predictable, long-term support – exactly the sort of support that GPE provides. In recent years, GPE has developed new mechanisms to respond to these situations, which can be built and improved.

## ACCELERATED FUNDING IN RESPONSE TO EMERGENCIES

In response to the shortfall and time lag in humanitarian aid for education, GPE now allows partner countries affected by crises to propose that up to 20 per cent of an agreed GPE grant be allocated to respond to educational needs directly related to a new crisis. Under this policy, GPE is also able to redirect resources to priority activities arising from the emergency. Both these mechanisms mean that GPE funding to the education sector does not stop when emergencies strike.

In January 2017 Chad, became the first of GPE's developing partner countries to include an "emergency education" component in its interim education plan. It focused on helping refugees fleeing violent crimes committed by Boko Haram to gain access to Chad's education system. GPE provided US\$6.95 million to Chad for this purpose.

While funding provided from this window is welcome, it is deducted from a country's existing Education Sector Program Implementation Grant (ESPIG), the principal purpose of which is to support education sector plan implementation. So if a country allocates part of its ESPIG to respond to a refugee crisis, it has less funding available for to implement its education sector plan.

We urge GPE to modify its grant guidelines to allow it to compensate partner countries that include refugee children in their national education sector plan, including by providing top-up funding via the country's ESPIG. GPE also has an important part to play in ensuring that countries know about this funding window and how to use it.

## CROSS BORDER SUPPORT

Given the cross-border nature of refugee crises, the Global Partnership for Education should also modify its funding model to ensure that its funding can be directed at where the children who need it are. Where funding allocated to a national government can't be spent because of conflict or instability that is forcing children to flee to neighbouring countries, GPE should be able to reallocate that money to support their education in their host government.

If the government of the country hosting the refugees is a GPE partner country, the additional injection of funding should be used to support integration of the refugee population into the national education system, including via an accelerated grant process.

The case of South Sudan illustrates the need for this type of approach. In 2012 GPE approved a five-year grant to South Sudan of just over \$36 million. By 2017, after more than 400,000 South Sudanese children had fled the conflict there for northern Uganda, GPE had disbursed only \$19.9 million of the grant.

At the same time donors had funded just 17 per cent of the UN appeal for South Sudan and only a small fraction of the grossly inadequate \$61.6 million appeal for education had been delivered.

## MULTIPLYING IMPACT, SUPPORTING KNOWLEDGE, INNOVATION AND IMPROVED ACCOUNTABILITY

There are several other ways in which GPE could make an important contribution to closing the financing gaps for refugee education. The GPE Multiplier, a new financing window, is designed to allow partner countries to access additional funding from GPE by mobilizing new external financing. GPE should make it a priority to help refugee hosting countries secure multiplier funding by leveraging funding from humanitarian and other sources in support of refugee populations.

Two new GPE funding mechanisms, Knowledge and Innovation Exchange and Advocacy and Social Accountability, also have important contributions to make to delivering refugee education.

## EDUCATION CANNOT WAIT

Education Cannot Wait (ECW), launched at the World Humanitarian Summit in May 2016, is an education crisis fund that aims to generate the political, operational and financial commitment needed to fulfil the right to education for children and young people affected by crises.

ECW has three funding windows – the Acceleration Facility, the First Emergency Response Window and the Multi-Year Resilience Window – that between them address some of the critical challenges in quality investment in refugee education.

The Acceleration Facility acknowledges that progress in refugee education hinges on the capacity of governments to develop better policy solutions, improve their use of data and analysis, and draw on other countries' experience. This fund will make targeted investments in global and regional public goods to advance the delivery of high-quality education services in crises. Based on current estimates, it will account for 5 to 10 percent of the total financing on the ECW platform. Targeted investments will be made by conducting a focused request for proposal (RFP) process informed by ECW's strategy and aligned with ECW's five functions: political commitment, planning and response, financing, capacity and accountability.

Save the Children urges ECW to ensure that a proportion of the investments made by the Acceleration Facility support global public goods related to refugee education.

ECW's two funding windows for programmatic delivery are intended to account for 90 to 95 per cent of the total financing of ECW. They are designed to provide much-needed reinforcement for the bridge from early humanitarian action to predictable, long-term financial support for refugee education.

The First Emergency Response Window is designed to fund immediate education needs, either at the onset or escalation of a crisis. This mechanism funds a range of partners and activities on the ground for 12 months and serves as a catalyst for improved coordination and educational service delivery.

Multi-Year Resilience Window provides sustained funding support for three to five years to help bridge the divide between acute emergency response and long-term strengthening of education systems, and to provide multi-year funding in protracted crises when needs are high.

ECW's new Strategic Plan indicates that it expects to support the development and funding of multi-year programmes in 16 refugee hosting countries between now and 2021. These plans and the programmes to deliver them are an important new development in the humanitarian sector, offering the first example of sector-specific medium- to long-term planning and funding.

Whether the plans are funded will be a key test of the international community's commitment to the outcomes of the World Humanitarian Summit, especially the stated intention to support crisis-affected countries with more predictable, long-term funding.

## WORLD BANK IDA REGIONAL SUB-WINDOW FOR REFUGEES

The International Development Association (IDA) is the part of the World Bank that helps the world's poorest countries. Its last replenishment in 2016 (IDA18) established a \$2 billion regional sub-window for host governments struggling to meet the needs of both refugees and their host communities. Half of this window's resources are provided as grants. Country allocations are determined in part by refugee numbers.

Given the need for financing that looks beyond traditional humanitarian appeal sources, this new window is a vital and welcome development. One example of where it could make a significant impact in refugee education is Uganda. Uganda may be eligible for up to \$400 million between 2018 and 2020. Allocating \$50-60 million annually to education would provide a foundation for the multi-year funding required to achieve quality universal education for refugees and the Ugandan children in their host communities.<sup>6</sup>

By using the IDA18 sub-window to invest in Uganda, the World Bank will send a powerful message about how donors can back pledges with practical investments in refugee education. What happens in Uganda will influence the whole international framework, including by indicating to other countries that are hosting large populations of refugees how the world will respond to pleas for assistance from countries that are implementing Comprehensive Refugee Response Frameworks.

The Bank must commit to doing everything it can to stimulate demand in eligible countries for education-focused support from IDA18. The Bank should also help countries to use financing from the IDA18 regional sub window to fund multi-year refugee and host community education plans.

## THE INTERNATIONAL FINANCE FACILITY FOR EDUCATION

The International Financing Facility for Education (IFFEd) is a forthcoming mechanism in the education financing architecture. It was proposed by the Education Commission after their analysis showed that achieving the recommended spending on education through bilateral, domestic and multilateral channels would still leave a \$10 billion education funding shortfall by 2020, and a gap of over \$25 billion by 2030.

The IFFEd aims to mobilise new, additional money for education by creating a consortium of public and private donors and international financing institutions (including the World Bank and other regional development banks). The multilateral development banks would borrow capital on the international markets at reduced interest rates and mobilise funds that are otherwise not available for education. Multilateral development banks would then provide loans at a lower interest rate than the beneficiary countries could obtain elsewhere. These funds would be blended with donor grants, which would subsidise loans, effectively making them available at an even lower interest rate.

First and foremost, refugee education should be supported by grants, not loans. IFFEd has a potential role to play in closing the financing gap experienced by middle-income countries affected by refugee flows. In the cases of refugees, if deemed an appropriate source of finance, additional provisions should be considered for principal payments. Multilateral development banks could use IFFEd financing to support countries affected by emergencies in close coordination with Education Cannot Wait and other actors. Should any country normally ineligible (e.g. an upper-middle-income country) be faced with high refugee flows, IFFEd could make its concessional financing available, as long as it is considered complementary as part of a long-term multiyear funding model.

Additional innovations should be considered for these countries, including more concessional terms for repayment in these circumstances, or allowing donors or philanthropists to pay off the principal to avoid placing the burden on refugee-hosting countries. IFFEd could also support refugee education by complementing existing financing mechanisms for refugee education, including GPE, ECW, and the World Bank's IDA sub window for refugees. In countries that are eligible for both ECW and IFFEd funding, IFFEd could provide an opportunity to mobilise more resources for long-term external education financing. To do this, efforts must be made to align the IFFEd with ECW's Multi Year Resilience funding window.

## CLOSING THE FINANCE GAP IS POSSIBLE

As this section has shown, a spotlight has fallen at last on refugee education needs. There is greater awareness among international agencies, donors, governments, NGOs and other groups that a whole generation of refugee children is missing out on education. Recognition has grown that this is due to a lack of funding, coordination and political commitment. There is also a deeper appreciation that the human, social, economic and political consequences of inaction will be dire – for refugees, their countries, their host countries and for the international community.

As a result, promising commitments have been made and mechanisms put in place. What we need now is not only the finance itself – on the scale that we have outlined in this section – but also a sense of urgency. Day by day, the 3.7 million refugee children who are out of school are watching their education slip away, along with their hope for decent lives. We know how to help them, so let's take action now.

# RECOMMENDATIONS

## Action to mobilise the funding necessary to scale up access to quality learning opportunities for refugees

- Donors, host countries and multilateral institutions, in consultation with the private sector and civil society, should agree on the global cost of a five-year plan to deliver universal pre-primary, primary and secondary education to the world's refugees.
- Donors should commit to fund the plan, providing predictable, long-term, multi-year funding. This should include support for bilateral and multilateral mechanisms in line with donor policies and priorities.
- A group of donors, host countries, multilateral institutions and civil society organisations should create an initiative to support resource mobilization in line with the costed plan, which would include the capacity to monitor pledges and disbursement dedicated to the plan's delivery.
- Donors should increase education's share of development aid to 15%, education's share of humanitarian funding to 4-6%, and ensure more of this funding is channelled through multilateral mechanisms in multi-year increments to ensure maximum impact.
- Donors should urgently increase funding for UNRWA, closing the funding gap caused by recent cuts. They should also support the development and financing of a multi-year plan for education for Palestine refugees.

### The World Bank should:

- commit to stimulating demand for education funding, especially from countries that are eligible for the IDA18 Regional Sub-Window for Refugees and Host Communities;
- commit to supporting the development and financing of multi-year refugee and host community education response plans, which have emerged as a principal mechanism of Education Cannot Wait.

### The Global Partnership for Education should:

- modify its grant guidelines to allow it to compensate partner countries that include refugee children in their national education sector plan, by providing top-up funding via the country's education sector programme implementation grant (ESPIG), in recognition of the shared responsibility that the host government has assumed;
- increase support to GPE partner countries experiencing new influxes of refugees, including by supporting countries to apply for the funding available from GPE's accelerated support in emergency and early recovery situations window;
- develop a regional approach to funding in emergency situations, including those involving refugees, including a mechanism that would allow GPE to provide cross-border support to host countries;
- support eligible host countries to access funding from the GPE multiplier, including by using it to leverage World Bank IDA credits and grants, regional development bank funding, additional bilateral grants and funding from ECW and UNHCR;
- ensure that its Knowledge and Innovation Exchange supports improved capacity and the development of global public goods and peer exchange related to refugee education;
- support, via its Advocacy and Social Accountability mechanism, one or more activities designed to improve mutual accountability – nationally, regionally or globally – for providing education to refugees.

### Education Cannot Wait should:

- provide and facilitate support from its partners to refugee hosting countries for the development of multi-year refugee and host community education response plans;
- provide its own funding for these plans and actively work to mobilise additional resources to implement them;
- ensure that its Acceleration Facility identifies refugee education as a priority for investment and development.

### The International Finance Facility for Education should:

- pay particular attention to and carefully assess issues of debt sustainability and the appropriateness of loans in humanitarian contexts and fragile states;
- if deemed appropriate make the additional financing it creates available to eligible countries impacted by emergencies for long term rebuilding;
- ensure the degree of concessionality for loans for education of refugee populations to be such that the donors agree to pay off the principle into the future, so as to invest up front in education for refugees.

# PART THREE: DELIVERING THE PROMISE



Mae La camp is currently the largest refugee camp in Thailand, housing approximately 50,000 refugees – around half of whom are children

# ACCOUNTABILITY: IMPROVE MONITORING COLLABORATION AND DELIVERY

Even in the best-case scenario where an ambitious Global Compact on Refugees is agreed by all parties and national refugee education response plans are developed, the ultimate test is whether these policies and plans are implemented and whether this leads to quality learning for refugee and host community children and youth.

If accountability mechanisms are lacking, lofty ambitions often lead to inaction. The Leaders' Summit on Refugees garnered significant commitments to providing adequate services and durable solutions to refugees around the world. However, the summit did not create any accountability mechanism to follow up on these pledges and to ensure they were carried out. Most of the commitments were not time-bound. So more than one year on, although some progress has been made, the pledges remain largely unfulfilled and are unlikely to be fulfilled in the near future.

A key premise of accountability is that actors cannot be held responsible for parts of systems that are outside of their control. In the case of refugee education, hosting governments such as Uganda and Pakistan cannot be held entirely responsible for providing quality education for refugees when they are unable to provide this to their own populations. Uganda's progressive refugee policy risks being compromised by a lack of adequate resources to support refugee-hosting districts.

Similarly, UNHCR cannot be held responsible for providing education to all refugees under its mandate since it is not within its sole power to do this. Instead the agency must work with governments to ensure provision. Wealthy countries hosting small refugee populations have a responsibility to contribute to solutions in countries such as Uganda, since they can provide the financing that low-income host countries need to provide adequate services.

The responsibility to provide refugee education is shared globally between host countries, wealthy countries, UN bodies and all other relevant actors. Accountability systems must recognise this shared responsibility and hold all actors to account. Where individual actors make specific pledges that are within their power, these must be tracked and countries held accountable. This applies to pledging conferences such as the Leaders' Summit or the London and Brussels Conferences for the Syria region.

Accountability mechanisms must also have a clear understanding of the system's targets. The New York Declaration, for example, states that all refugee children should be back in education within a few months of initial displacement. However, it does not state by when the world needs to reach this target.

## THE GLOBAL REFUGEE FORUM

The Programme of Action for the Global Compact on Refugees envisages the creation of a periodic Global Refugee Forum. It is anticipated that the forum will be convened for all United Nations member states, together with relevant stakeholders, and provide an opportunity to announce concrete pledges and contributions towards the objectives of the Global Compact and to consider how to enhance burden-sharing and responsibility-sharing.

Global Refugee Forums will also enable member states and others to take stock of how well previous pledges were implemented and what progress has been made towards achieving the objectives of the Global Compact.

The education-specific plan we present in this report could provide the basis for a sectoral focus at the initial Global Refugee Forum in 2019 and a framework for monitoring progress at subsequent forums.

We urge donors, host countries and multilateral institutions, in consultation with the private sector and civil society, to establish a results and accountability framework for delivering the New York Declaration's commitments on education, including implementing all the measures outlined in the Global Compact on Refugees, with a particular focus on the Programme of Action and the costed plan that we recommend in this report.

The results and accountability framework should be transparent and have timebound, measurable targets and indicators that are reported on annually. It should be developed and sustained by a task team of representatives from governments, multilateral institutions, civil society organisations and refugees themselves, led by UNHCR. The task team should report to a small high-level group.

## MONITORING SUSTAINABLE DEVELOPMENT GOAL 4

In adopting the Sustainable Development Goals (SDGs) governments pledged to ensure that all of the world's girls and boys would complete free, equitable and quality primary and secondary education by 2030. Without increased action and funding to reach and teach the world's refugees, however, the world will fall far short of that goal.

The commitment to Sustainable Development Goal 4 should be a key driver of progress to ensure that all refugee children have access to quality learning opportunities. Integrating refugee needs and efforts to meet them in the monitoring and reporting processes associated with SDG 4 offers a key way for member states and civil society to develop inclusive SDG 4 road maps and ensure that marginalised children, including refugees, aren't left behind.

In 2019, the High Level Political Forum (HLPF) will focus on SDG 4. Ensuring that national action to deliver SDG 4 for refugee and host communities is shared at the HLPF would sustain the momentum on education in the Global Compact on Refugees.

In advance of the 2019 HLPF we urge UNESCO to develop guidance for member states so that reporting on SDG 4 in relation to refugees, returnees and host communities is as thorough and standardised as possible.

## IMPROVED CO-ORDINATION & COLLABORATION

Host country governments, donors, UN agencies, NGOs and community-based organisations (CBOs) all have important roles to play in meeting the needs of refugee and host country children. Lack of coordination between actors with differing mandates often leads to disjointed approaches to assessment, planning and financing of refugee education.

Collaboration between ministries of education and UNHCR has increased since UNHCR decided to prioritise the integration of learners into formal systems in its 2012-2016 strategy. By 2016, UNHCR had developed partnerships with ministries of education in nearly all of the countries in which it works.

Historically, where governments have not provided education, NGOs with technical knowledge of how to deliver education in refugee contexts have often stepped in and provided education through parallel systems. Ministries of education have often played more of a coordination and authorisation role in these situations. With the move to integration into national systems, and the high numbers of refugees living dispersed among host communities, NGOs and ministries of education must find new effective ways of working together.

Accountability mechanisms are needed to ensure actors are held responsible for meeting their promises to refugee children



Ministries of education must acknowledge and capitalise on the technical expertise of these agencies, but NGOs and CBOs must also be willing to take on a more complementary technical role to support governments as they strengthen their systems. In particular, NGOs and CBOs can play a critical role in filling the gaps that governments are unable to fill, for example by building up the technical capacity of education actors, playing an important advocacy role and providing non-formal education that prepares students to enter the formal system (including catch-up classes, language development and psychosocial support).

NGOs should also support governments to develop non-formal education curricula that would benefit both refugee and host community children, where these are not in place. These are critical gaps that NGOs and CBOs are best placed to meet – and clearer planning processes can ensure governments and civil society actors work closely to ensure these efforts are recognised. Where formal systems remain inaccessible, NGOs and CBOs will continue to provide a vital lifeline to the right to education.

Recent work highlights the power of coalition activity among civil society organisations. Although there are examples of civil society groups competing for funds and beneficiaries, there are increasingly efforts to join up to support research, funding and delivery. In recent years the Inter-agency Network for Education in Emergencies has supported a specific focus on forced displacement. UNESCO IIEP's recent e-forum brought together a range of groups to explore key issues in refugee education planning. Interagency efforts among UN agencies and NGOs are driving forward work to better deliver teachers' professional development (through the Teachers in Crisis Contexts working group) and accelerated education (through the Accelerated Education Working Group).

These efforts must continue and be encouraged. These partnerships should also play an important advocacy role, particularly in making refugee issues visible. In Kenya, for example, stakeholders came together to bring Ministry of Education officials to the field to effectively influence the 2015 Guidelines for the Admission of Non-Citizens to Institutions of Basic Education and Training in Kenya.

Regional initiatives also have a key role to play in enhancing cross border coordination and collaboration in response to refugee movements. The No Lost Generation initiative has helped to draw attention to the education dimensions of the Syria crisis through cross-sectoral work and joint advocacy.

## BOX 21: NO LOST GENERATION

The No Lost Generation initiative is an ambitious commitment to action by donors, UN agencies and NGOs to support children and youth affected by the Syria and Iraq crises. It was launched in 2013, and is now in Phase II, which covers the period 2016-2018. Focused on adding value to existing efforts, No Lost Generation is embedded within existing humanitarian plans.

Covering the crises inside Syria and Iraq, as well as the refugee-hosting countries in the region – Egypt, Jordan, Lebanon and Turkey – No Lost Generation:

- provides an overarching regional framework for key areas of the response;
- provides a platform for joint advocacy on the priorities for children and youth;
- amplifies the voices and perspectives of adolescents and youth;
- links efforts in different sectors to achieve results on issues that cannot be addressed by one sector alone, such as child labour or child marriage;
- combines immediate response with strategic investments for the future;
- mobilises resources for sectors at risk of underfunding.

## PARTICIPATION OF REFUGEE CHILDREN AND YOUNG PEOPLE

If we are to truly understand and overcome the barriers to refugee children's learning, we must re-examine traditional paradigms of where knowledge about these issues comes from. Refugee youth are the experts on the challenges they face in benefiting from their right to an inclusive, quality education. They want and have the right to have their voices heard and be able to hold governments and other bodies to account for the commitments they have made. Involving them in decision-making advocacy improves their confidence, skills, networks and leadership.

Empowering refugee youth to participate in decision-making can have significant impacts in achieving positive change because youth want to advocate for their own rights. The positive impact of involving youth in decision-making advocacy also hugely benefits them, as they develop and improve their confidence, skills, networks and leadership.

Refugee youth are often keen to embrace opportunities to improve life for themselves, their families and their communities. The Refugee Studies Centre at Oxford University conducted research with 500 refugee youth and their caregivers from 1999-2005. The findings challenged the then prevailing view in humanitarian and aid agencies of refugee youth as vulnerable victims. The study concluded that refugee youth “rejected a ‘trauma’ labelling [and] were active agents supporting their families and communities and involved in political processes”.

Youth advocacy initiatives create space for adolescents to be heard and help them to develop their voice and leadership so that they are best placed to speak about their needs and offer solutions, working alongside other stakeholders. Supporting youth advocacy is an ongoing process. When refugee youth are supported through a thoughtful process, the opportunities they have secured for themselves and their communities are inspiring.

All programming and advocacy efforts should include children and youth in decision-making in a genuine and inclusive way. Save the Children's Youth Participatory Action Research (YPAR) project in Jordan is an example of how organising youth into networks and training them to advocate for change can achieve results at local and global levels.

Save the Children embarked on a project with 20 Syrian and Jordanian young people (aged 18 to 22) in East Amman, Jordan, aimed at empowering them to identify aspirations for, and constraints to, a quality education from their personal experiences. The research was designed to gather perspectives from the most excluded groups.



Youth participation and empowerment programmes provide refugees with the knowledge and skills to advocate for their own rights. These Syrian girls in Za'atari camp, Jordan hold up drawings they made on early marriage.

The young people conducted assessments with 147 children from their community, and through this research identified psychosocial support and the role of the school counsellor as the focus for their advocacy work because it was a key barrier to learning.

The young people used the research findings to engage in advocacy at the local, national and global levels on SDG4, linking with other coalitions and partners. They emphasised that governments and donors must take action to improve social and emotional well-being for the most marginalised groups, particularly refugees, if we are to achieve SDG4.

By including and empowering young people in this way, Save the Children demonstrated the impact of building their capacity to understand the structural barriers in their communities and then advocate for change. The YPAR research project also helped to foster more social cohesion between Syrian and Jordanian youth.

Empowering young refugees to advocate for change is both the right thing to do and the smart thing to do. Refugee youth add significant value to change efforts and influencing opportunities and gain invaluable skills and contacts through their participation in advocacy. Unless we ensure refugee youth have the capacity and chance to speak up for their right to education, we will limit the progress we can make on achieving SDG4 for refugee children.

## RECOMMENDATIONS

### Action to improve monitoring, collaboration and delivery

- Donors, host countries and multilateral institutions, in consultation with the private sector and civil society, should establish a results and accountability framework for delivering the New York Declaration's commitments on education, including implementing all the measures outlined in the Global Compact on Refugees, with a particular focus on the Programme of Action and the costed plan that we recommend in this report.
- The education specific plan we argue for in this document could provide the basis for a sectoral focus at the initial Global Refugee Forum and prove a framework for monitoring progress at subsequent forums.
- Member states should monitor access to education by refugees, returnees and host communities as part of their road maps for reaching Sustainable Development Goal 4. This should form part of their reporting on education at the High Level Political Forums.
- UNESCO should convene a consultative process to develop guidance for member states so that reporting on SDG 4 in relation to refugees, returnees and host

communities is of high quality and as standardised as possible.

- The United Nations Secretary General should ensure that the 2019 High Level Political Forum, which will focus on SDG 4, includes an assessment of progress in relation to refugees, returnees and host communities.



This report challenges us all to do better – to provide refugee children with quality education, through inclusive policies, the necessary resources and a commitment to accountability

# CONCLUSION

It is well within our means to provide a quality education to every last refugee child.

More than half of the world's school aged refugees – 3.7 million – do not go to school. Having already lost their homes, they are now losing their education. We can make sure that all refugee children and youth can access and thrive in the formal education system where possible or in accredited non-formal education when not.

We urge governments and international organisations to use the unique opportunity of the Global Compact on Refugees to agree on a global costed plan designed to deliver quality education to every refugee girl and boy.

We can take concerted action to improve the quality of education for all refugee and host community children. At the moment, poor quality education is putting the development, learning and well-being of refugee children at risk.

And we can deliver the necessary funding. The costings in this report show that modest additional financing could provide pre-primary, primary and secondary education to all of the world's refugees, while also improving the education of children in host communities. The report suggests where the necessary funding could come from.

2018 offers a once-in-a-generation opportunity to fulfil this vision. The Global Compact on Refugees promises to transform the way the world meets the needs of refugees and their host communities, including their education needs.

The time to act is now.

The futures of millions of children – their happiness, health, safety and livelihoods – depend on our getting it right.



Anwara, 11 takes part in an art programme facilitated by Save the Children in the Rohingya refugee camps in Cox's Bazar, Bangladesh. Three-quarters of Rohingya children do not have access to any education, making them vulnerable to risks of violence, abuse, child marriage, sickness and trafficking.

# ANNEX: REFUGEE EDUCATION COSTINGS

## METHODOLOGY

### COSTS OF A FIVE-YEAR REFUGEE EDUCATION PROGRAMME FOR ALL SCHOOL-AGE REFUGEES IN LOW- AND MIDDLE-INCOME COUNTRIES

This section details methodologies for estimating the cost of education for all school-age refugees (aged 3 to 18) in low- and middle-income countries over the next five years. For primary and secondary education, two methodologies have been developed: the first for low-income countries; the second for lower- and upper-middle-income countries. This division takes into account the difference in costs of education between countries in different income brackets and the poor quality of education in many poorer countries.

The figures produced give an overall estimate of the funding needed for refugee education. Given the standardised methodologies developed, these should not be taken as estimates of what is needed in each country, but rather as estimates of what is needed at the global level. To determine the estimates for each country would require deeper analysis based on data such as accurate numbers of school-age refugees, out-of-school rates, quality of education, the costs of quality education, and host governments' willingness to provide funding themselves.

Figures for populations of refugees have been drawn from UNHCR's end-2017 data tables. In 2018 there have already been changes in refugee stocks and flows, but in the absence of comprehensive data for all countries for a later date, 2017 has been used.

**The total cost of five years of education for all 7.3 million school-age refugees (3-18) in low- and middle-income countries is \$21.5 billion, \$11.9 billion of which should be provided by the international community. This equates to \$575 per child per year, with \$320 to come from the international community.** (Detailed figures associated with these costings including all our working assumptions available online at [savethechildren.net/refugee-education](http://savethechildren.net/refugee-education).)

## PRE-PRIMARY

The cost of providing pre-primary education to all refugee children aged 36-60 months for the next five years is \$4 billion. This is calculated by combining the per child costs of pre-primary education used by the Education Commission and updated in the Theirworld report *Bright and Early: How financing pre-primary education gives every child a fair start in life*<sup>1</sup> with refugee demographic data from UNHCR for end-2017.

This shows there are 1.4 million registered refugees aged 36-60 months in low- and middle-income countries. The per child cost of pre-primary education, before premiums, is \$232 per year in low-income countries and \$571 in lower-middle-income countries. The lack of a per child cost for upper middle-income countries means this methodology has used the lower middle-income per child cost as a proxy, so this is likely to be an underestimate of the full cost. A cost premium of 20 per cent<sup>2</sup> has been added across all five years to reflect the added costs of reaching refugee children compared with settled populations. An additional 20 per cent has been applied for the first year only, to factor in the costs of setting up education provision that currently is lacking.

## PRIMARY & SECONDARY LOW-INCOME COUNTRIES

### ESTIMATES OF SCHOOL-AGE REFUGEE POPULATION

The estimate of the number of school age refugees in low-income countries is based on end of 2017 demographic figures provided by UNHCR for refugees (and people in refugee-like situations) by country. UNHCR's demographic data breaks down refugees by ages 5-11 and 12-17. These have been taken to correspond to primary and secondary education respectively. For countries where this demographic breakdown is unavailable the global average has been used. Based on this there are 1.1 million primary school aged refugees and 780,000 secondary school aged refugees in low-income countries, a total of 1.9 million. (See sheet 4)

## ESTIMATES OF REFUGEES IN AND OUT OF SCHOOL

These figures, combined with estimates of out-of-school rates for refugees by country, give us an estimate of the numbers of school-age refugees who are attending school and out of school in low-income countries. The out-of-school rates – 51% at primary level and 91% at secondary level – are based on publicly available data on refugees for individual countries or the global averages provided by UNHCR.<sup>3</sup> The estimates indicate that in low-income countries at the primary and secondary level there are 1.1 million children in-school and 790,000 children out-of-school. (See sheet 4)

## COST ESTIMATES

The cost per child for supporting education for children in emergencies and protracted crises provided in the evidence paper<sup>4</sup> for Education Cannot Wait (ECW) has been used as a proxy to estimate of the costs of education for school-age refugees in low-income countries. The cost per child estimates produced for ECW are \$150 at primary level, \$162.5 at lower secondary and \$175 at upper secondary. This paper averages the costs of lower and upper secondary since UNHCR does not provide a breakdown of refugee numbers by level of secondary school.

ECW estimates include costs of learning spaces, teacher stipends, teacher training and classroom supplies. These figures have shortcomings: it is assumed that learning spaces for children in crisis will be temporary, which is cheaper than the permanent structures often needed in protracted refugee situations; the data used for teacher stipends is from 2002; the classroom supplies are based on a school-in-a-box model, which costs \$4 per child. Nevertheless, the cost per child is still higher than the average government expenditure per student in most low middle-income countries. (See sheet 8)

Although the ECW figures may underestimate the full costs of education for an out-of-school refugee, not all school-age refugees are out of school. However, the quality of education in low-income and lower-middle-income countries is often inadequate, especially for the most marginalised. Refugee children often need additional support in school for psychosocial needs, curriculum relevance and language of instruction. For these reasons, it has been decided that in the absence of better estimates, the ECW figures provide a good proxy for estimating the costs of supporting refugee education in low-income and lower middle-income countries.

The cost estimate for a five-year programme to support the education of all 1.9 million school-age refugees in low-income countries is \$1.9 billion (\$195 per child per year). This is based on five years of support at the ECW cost per child rates for each school-age refugee, with a premium in the first year for those who are out of school to cover the additional costs of getting them into school. This cost premium is 20 per cent at the primary level and 35 per cent at the secondary level. These cost premiums are based on UNESCO's policy paper *Pricing the right to education: The cost of reaching new targets by 2030*,<sup>5</sup> which estimates that the cost of education for marginalised groups is 20% higher at the primary level, 30% at the lower secondary level and 40% at the upper secondary level. (See sheet 5)

## MIDDLE-INCOME COUNTRIES

Following the above methodology for middle-income countries is not possible due to the much higher costs of education per student in middle-income countries. Costs have therefore been estimated country by country based on government expenditure per student in each country. Where data is unavailable, averages have been used for lower middle-income countries and upper middle-income countries.

## ESTIMATES OF SCHOOL-AGE REFUGEES

The estimates of the number of school-age refugees do follow the same methodology as that used for low-income countries. At the end of 2017, it finds that at the end of 2017 there were 2.1 million primary and secondary school age refugees in lower-middle-income countries and 2.1 million primary and secondary school age refugees in upper-middle-income countries. (see sheets 6 and 7).

## ESTIMATES OF REFUGEES IN AND OUT OF SCHOOL

The estimate for the number of refugees out of school in upper middle-income countries has been calculated country by country. For some countries there are estimates of out-of-school rates for refugees at primary and secondary levels. Where these are unavailable, the UNHCR estimates have been used: 54 per cent for primary and 87 per cent for secondary in lower middle-income countries and 34 per cent for primary and 77 per cent for secondary in upper middle-income countries.<sup>6</sup> This indicates that of the 2.1 million school-age refugees in lower middle-income countries, 1.3 million are out-of-school, and of the 2.1 million school-age refugees in upper middle-income countries, 930,000 are out of school (see sheets 6 and 7).

## COST ESTIMATES

To estimate the total costs of education for all the school-age refugees in upper middle-income countries, the costs were calculated country by country. For each country where data was available, the latest figures for annual government expenditure per student at primary at secondary level was sourced from UNESCO. All the available data on annual government expenditure per student by level of education from 2006 to 2016 for refugee-hosting low- and middle-income countries can be found in sheet 12. Latest annual government expenditure per student at primary and secondary levels can be found in sheets 9 and 10 for lower and upper middle-income countries respectively. Where this data was unavailable, an average was used based on the average for all other lower and upper middle-income countries: \$360 at primary level and \$475 at secondary level for lower middle-income countries (see sheet 9) and \$1,368 at primary level and \$1,452 at secondary level for upper middle-income countries (see sheet 10). In lower middle-income countries where the government expenditure was below the level of the ECW figures used for low-income countries, we used the ECW figures.

To produce a total cost estimate, these per student costs were combined with the numbers of school-age refugees for five years. Cost premiums of 20 per cent (lower middle-income countries) and 35 per cent (upper middle-income countries) was added for the first year for those who are out of school, to cover the additional costs of getting these children into school. This produces a cost estimate of \$3.2 billion for lower middle-income countries and \$12.5 billion in upper middle-income countries (see sheets 9 and 10).

## HIGH-INCOME COUNTRIES

Although almost 3 million refugees are registered in high-income countries, they not been included in the cost estimates because high-income countries should be able to fulfil their education obligations to refugee children without support from the international community.

## TOTAL COST ESTIMATES AND THE INTERNATIONAL COMMUNITY'S SHARE

The cost of education for a five-year programme for all school-age refugees (aged 3 to 18) in low- and middle-income countries is \$21.5 billion. This is the sum of pre-primary provision in low- and middle-income countries (\$4 billion); and primary and secondary provision in low-income countries (\$1.7 billion), lower middle-income countries (\$3.2 billion) and upper middle-income countries (\$12.5 billion) (see sheet 3).

It is fair to assume that low-income and lower middle-income countries will need significant support from the international community to offer education for refugees, given the difficulty they already have with providing adequate quality education to their own citizens, especially from marginalised groups. However, it is more complicated to quantify to what extent upper middle-income countries should be able to rely on the international community to fund the education of refugees. Many of the countries with the most refugees – Turkey, Jordan, Lebanon, Iran – cannot and should not be required to afford the costs themselves and that there is a moral imperative for the international community to share the burden. The question is to what extent.

One way of calculating how much of the cost of refugee education the international community should cover to is to look at estimates of the funding gap that the international community needs to bridge for education overall. The Global Partnership for Education (GPE) has calculated the funding gap for education in low and lower middle-income countries at 12 per cent, with national governments providing the other 88 per cent of the funding needed for education.<sup>7</sup> The Global Education Monitoring Report's paper *Pricing the right to education: The cost of reaching new targets by 2030* estimates that the funding gap is 42 per cent in low-income countries and only 6 per cent in lower middle-income countries.<sup>8</sup> A third source is the ECW evidence paper, which factors in the fragility that is often present in countries that are experiencing crises and calculates funding gaps of 72 per cent in fragile contexts.

Based on this range of estimates and the lack of rigorous methodology for upper middle-income countries, this paper proposes a burden-sharing ratio of 95 per cent of the cost of refugee education to be provided by the international community in low-income countries, 80 per cent in lower middle-income countries and 40% in upper middle-income countries. This applies to the global figures; individual country circumstances vary significantly so a higher or lower figure may be appropriate in different countries.

The resulting estimate of the total financing the international community needs to provide is \$11.9 billion over five years to deliver education for all school-age refugees in low- and middle-income countries.

**TABLE 1: TOTAL COSTS OF 5-YEAR EDUCATION PROGRAMME FOR ALL SCHOOL AGE REFUGEES (3-18) IN LOW- AND MIDDLE-INCOME COUNTRIES**

	<b>Total cost of 5 years refugee education</b> (pre-primary, primary, secondary)	<b>Portion for international community to contribute</b>	
Low-income countries	\$2.5 billion	95%	\$2.4 billion
Lower-middle-income countries	\$4.9 billion	80%	\$3.9 billion
Upper-middle-income countries	\$14.0 billion	40%	\$5.6 billion
<b>Total</b>	<b>\$21.5 billion</b>	<b>56%</b>	<b>\$11.9 billion</b>

**TABLE 2: EDUCATION COSTS PER CHILD PER YEAR FOR ALL SCHOOL AGE REFUGEES (3-18) IN LOW- AND MIDDLE-INCOME COUNTRIES**

	<b>Cost per child per year (total)</b>	<b>Cost per child per year (from international community)</b>
Number of children	\$575	\$320

## CONSTRAINTS OF THESE ESTIMATES

### THERE ARE SEVERAL DRAWBACKS TO THE ESTIMATES PRODUCED:

They only include refugees registered with UNHCR. Significant numbers of refugees are undocumented and not part of the official refugee system.

Although there is detailed data on the age of refugees, and therefore which are of primary school and secondary school age, few countries have accurate data on out-of-school rates for registered refugees (and there are none for undocumented refugees).

Costs of education per student in middle-income countries are not always available, so we used averages for middle-income countries. Given the high numbers of refugees in some countries where we used averages – such as Turkey, Lebanon and Iraq – different costs of education in those countries could change the global figures significantly.

It is difficult to include the additional costs of what it would take to reach quality education in those countries where education quality is inadequate due to financial constraints. In upper middle-income countries it is assumed that at the least, host countries should be providing refugees with the same quality education that they provide their own nationals.

These estimates do not include the costs of providing support to host communities. In Uganda, for example, 30 per cent of any aid to refugees must go to host communities themselves.

These figures assume constant numbers of refugees over the next five years, but the number is likely to rise.

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Jawid, 14 returned to Afghanistan from Pakistan with his family in 2016 following a tightening of regulations by authorities in Pakistan. Jawid desperately wants to go to school, however he needs to earn a living for his family by collecting rubbish to sell. Efforts to expand educational opportunity need to be accompanied by wider measures to provide livelihood support for families.

# PHOTOGRAPHY CREDITS

## COVER

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# ACKNOWLEDGEMENTS

This report was written by Emma Wagner, Charlotte Bergin, Joseph Nhan-O'Reilly. Thanks to Sébastien Hine, for leading on the development of the costings that form part of this report, Andrew Johnson for copy editing and Vicky Exley for publication support.

We also appreciate the feedback of colleagues from across Save the Children and expert reviewers from outside the organisation whose contributions have undoubtedly improved the report.

We acknowledge the refugee children and their carers who have shared their experiences with us and given us permission to use their images.

Electronic copies of this report and more information about our efforts to support refugee education can be found at [www.savethechildren.net/refugee-education](http://www.savethechildren.net/refugee-education)

Published by

Save the Children UK  
1 St. John's Lane  
London EC1M 4AR  
[www.savethechildren.org.uk](http://www.savethechildren.org.uk)

First published 2018 © Save the Children United Kingdom

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# TIME TO ACT

## **Providing refugee children, the education they were promised**

In times of crisis, education can play a life-saving and life-sustaining role. But most children caught up in crisis are denied an education. More than half of the world's refugee children – 3.7 million – don't go to school. Having already lost their homes, they are now losing their education.

It doesn't have to be that way. This report shows that it is well within our means to provide a quality education to every last refugee child – by including refugees in national education systems and taking concerted action to improve the quality of education for refugee and host community children.

This year offers a once-in-a-generation opportunity to fulfil that vision as the international community will adopt a new Global Compact on Refugees. The compact promises to transform the way the world meets the needs of refugees and host communities, including improving their access to education.

The costings in this report show that modest additional financing could provide pre-primary, primary and secondary education to all of the world's refugees, while also improving the education of children in host communities. The report suggests where the necessary funding could come from.

In September 2016, at the height of the European refugee crisis, the international community adopted the New York Declaration for Refugees and Migrants. Hailed as the foundation of a new approach to large movements of refugees and migrants, it promised to ensure that all refugee children would be in school and learning within a few months of crossing an international border.

The Global Compact gives us a fresh chance to reach that goal. This report shows in detail how we can get there.

**[savethechildren.net/refugee-education](https://www.savethechildren.net/refugee-education)**