Elevating Education in Emergencies

The Protective Role of Education in Emergencies
First Instalment in a Series Unpacking Education’s Central Role in Humanitarian Response
Disclaimer: This paper was supported by the Permanent Mission of Norway to the United Nations and other International Organizations in Geneva, and the Permanent Mission of Switzerland to the United Nations and other International Organizations in Geneva, but was written by the Global Education Cluster and published in 2018. All views expressed are those of the Global Education Cluster.

Acknowledgements: This paper has been drafted by Jessica Alexander. The Global Education Cluster would like to thank colleagues from the following organizations for their inputs: Save the Children, UNICEF, Education Cannot Wait, INEE, Right to Play, the Permanent Mission of Norway to the United Nations and other International Organizations in Geneva, and the Permanent Mission of Switzerland to the United Nations and other International Organizations in Geneva.
Elevating Education in Emergencies

A four-part Series Unpacking Education’s Central Role in Humanitarian Response

The overall purpose of the Elevating Education in Emergencies series is to galvanize increased attention for and prioritization of education in humanitarian responses. While not possible to cover the full breadth of the sector, each of the four meetings over the next two years will highlight one critical issue relevant to education in emergencies professionals working in coordinated humanitarian responses today.

- The inaugural session explores one of the many reasons why education is critical, in that it provides essential protection, dignity and development of children and youth in crisis.
- The second meeting explores one of the many ways how education in emergencies is being delivered, by looking at innovative methods like cash transfers to support families in prioritising education for their children and youth.
- The third meeting focuses on with whom education in emergencies programming engages for more inclusive and accountable interventions, in particular national and local partners.
- And finally, the last meeting addresses when education programming is implemented, and the implications for longer term learning outcomes.

The inaugural meeting reinforces the important momentum that education in emergencies has garnered, concentrating on the protective role that education plays for children, youth and communities in crisis. By focusing on West Africa, the discussions will highlight a region that has been severely affected by conflict but which is consistently underfunded.

Humanitarian emergencies and protracted crises have impacted the education of more than 75 million children and youth across the globe. During conflict, access to education is limited not only because of general insecurity, but because students, teachers and educational facilities are attacked, and schools are used for military purposes. These attacks are on the rise with devastating consequences: children in conflict-affected countries are more than twice as likely to be out of school compared with those living in non-affected countries. Today, an estimated 37 million school-aged children in conflict-affected countries are without an education. If they are in school, children in conflict are a third less likely to complete primary school, and 50% less likely to complete lower secondary education.

Girls are disproportionately affected. Those living in conflict-affected countries are almost two and a half times more likely to be out of school, and young women are nearly 90% more likely to be out of secondary school than their counterparts in countries not affected by conflict. In at least 18 of the 28 countries profiled in the Education Under Attack 2018 report, girls and women were uniquely targeted because of their gender, not only as victims of sexual violence but also where armed groups opposed female education.

Education disruptions in the aftermath of natural disaster settings are also acute, where classrooms may be used as community shelters or damage to schools may make learning there nearly impossible. Repairs tend to be slow in these already resource-constrained settings, leaving children and youth without schooling for indefinite periods. Children and youth who have experienced climate related disasters experience overall reduction in educational attainment, lower academic performance, and higher rates of absenteeism. After these events, they may also miss school due to health problems (e.g., malnutrition during drought, increased rates of diarrheal disease after floods, or psychosocial impacts), injury, or displacement.

Consequences of a Lost Education

An estimated one in six of the world’s children lives in conflict zones, an increase by more than 75 percent since the early 1990s. While already staggering, these figures are expected to only grow as the number
of people affected by crisis is projected to increase by 50 per cent by 2030 compared to the 2000-2015 period. Violent conflicts have increased sharply since 2011, and these protracted and complex crises have been characterized as the ‘new normal’ for humanitarian responders.

All children have a right to education – as enshrined in the UN Convention on the Rights of the Child and the International Covenant on Economic, Social and Cultural Rights. Duty-bearers have the responsibility to progressively fulfill this right no matter the circumstances. Interruptions due to crisis mean that multiple generations are on a trajectory to be denied their basic right to education.

Where education has been denied or undermined, it is not just a loss to the individual, but also a loss of social capital to society as a whole. Lack of education can increase a population’s vulnerability by leading to lower economic and health outcomes, higher rates of child marriage and early pregnancy, and an increased risk of children and youth being radicalized or recruited to armed actors. Children and youth without an education miss opportunities to develop academic, social, emotional life skills and the critical thinking that allows them to secure better futures and help them cope in future crises. Mitigating these shortfalls so that every child has the opportunity to receive a quality education is a pressing and urgent global concern.
Education’s Protective Role for Children, Youth and Communities Affected by Crisis

The concept of education in emergencies covers many dimensions, but is primarily about bringing safe, inclusive and quality learning opportunities to people affected by humanitarian crisis. The Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards (MS) broadly define education in emergencies as encompassing “early childhood development, primary, secondary, non-formal, technical, vocational, higher and adult education ... and provid[ing] physical, psychosocial and cognitive protection that can sustain and save lives.”

The wide-ranging and complex understanding of what constitutes education in emergencies has also been acknowledged in the literature with differences of its use and implementation depending on context.

Where security can be assured, and a sense of safety enhanced, schools, and education more broadly, can be transformative for children, youth and their families, providing benefits that directly support protection outcomes. Education can provide a fundamental combination of safety, socialization, cognitive and skills development to prepare children to be active and resilient members of their community and society. In 2018, the INEE completed a mapping of the intersections between education and child protection, which highlight a number of links between education and protection outcomes, as summarized below.

1. Prevention of and protection from violence, exploitation, abuse and neglect

“I sometimes feel safer at school than when I’m not.”
16-year-old boy from Pibor, South Sudan

A safe learning environment can provide physical and emotional protection and can help to keep children and youth from being associated with armed actors; prevent and protect from sexual or economic exploitation including child labor; prevent or respond to psychosocial distress; and mitigate against drug abuse and other negative coping mechanisms. Schools can also assist in identifying and referring other protection concerns (including violence, exploitation, abuse and neglect), by providing an opportunity to observe, identify and refer children who may be at risk of violence or exploitation.

2. Prevention of and protection through public health messaging and provision of essential services

Children “come home from school and share all this knowledge with their little brothers and sisters, and even with us.”
Parent, Democratic Republic of Congo

“School taught us the signs warning of danger, like in the case of (land) mines.”
14-year-old boy, South Sudan

“Addressing urgent humanitarian crises is, in fact, a better way to achieve lasting, long-term development. By investing in the needs of the children of emergencies — their health, their protection, their education — we are investing in the future of their societies.”
Henrietta H. Fore, UNICEF Executive Director
Schools can provide a venue for sharing pro-social and public health messages with children, such as HIV/AIDS awareness, preparedness for natural disasters, avoidance of mines and other explosive devices, and messages to prevent and respond to sexual and gender-based violence. As children transmit these messages and behaviors to their families and peers, the benefits spread more broadly in communities. Schools are also the sites of direct provision of life-saving services such as food, health checks, immunizations, clean water and psychosocial support.

3. Protection from the psychosocial effects of conflict, natural disaster and political unrest

“The Congolese people are always suffering...but with education we have hope for the future.”
Teacher, Democratic Republic of Congo

The psychological impact of toxic stress and trauma on children living in conflict may have a profound effect on younger generations’ ability to rebuild peaceful societies. Schooling may provide a safe space to socialize and restore a sense of normalcy after sudden shocks or extended periods of instability. Returning to a basic routine and schedule and making an investment in the future can also restore a sense of hope that things will improve. On an individual level, education has a demonstrated ability to counter the effects of psychosocial distress associated with conflict and natural disaster. Education also provides opportunities to develop self-confidence and coping strategies that are reliant on skills ranging from basic literacy to self-control, conflict management, managing household resources, and planning for future events.

4. Protection from gender-based and other forms of discrimination
At school “we are learning that boys and girls are equal.”
12-year-old boy, Ethiopia

If provided inclusively, education can combat discrimination on the basis of gender, disability, sexual orientation and other forms of social exclusion. Schools can demonstrate a model of acceptance for the broader community and society. For girls in particular, education provides skills and knowledge that form the basis of empowerment. Higher levels of girls’ education are associated with delayed childbirth and marriage, lower fertility rates, significantly higher prenatal care and lower child mortality. Furthermore, education has been shown to protect gender-related rights and enable women’s empowerment, with subsequent rejection of harmful practices, including genital mutilation and cutting, and intrafamilial violence and abuse. Initiatives such as gender-sensitive WASH facilities and school-based menstrual hygiene management programs are critical to keeping girls in schools, thus enhancing their protection.

5. Promotion of social cohesion and reconstruction

“School teaches us to respect everyone, and that if someone annoys us we should respond calmly – and even if they hit us we shouldn’t get into a fight. This will help me have a longer life in this place.”
15-year-old boy, Democratic Republic of Congo

Inclusive schools in post-conflict settings can be a positive force for reconciliation, strengthening social cohesion and mitigating future violence. Children who have grown up amidst conflict may not have the tools to support peaceful coexisting, conflict resolution, or non-violent ways of responding to conflict. Schools can serve as messengers and models for these approaches. In some settings, revisions of curriculum, in particular, present an opportunity to reflect history in a balanced manner and provide a measure of transparency and truth-telling. Empirical studies show that higher levels of education in a country lead to more peace and lower chances of conflict, and that conversely, in some cases where education inequality doubled, so too did the chance of conflict.

6. Investment in the future

“Educating our children is now the only thing we can do for their future.”
Parent, Democratic Republic of Congo

Provision of education that is skills-based and linked to employment can contribute to creating jobs, and reviving markets thus providing essential building blocks for future economic stability. Each additional year of education can potentially bring a 10% increase in income. If all children could read, UNESCO reports, a 12% reduction in world poverty would follow. As recognized by the Sustainable Development Goals, beyond being a human right, education is essential for the future sustainable development of societies, helping them move out of poverty and contributing to social stability and peace in the most fragile of contexts.
Education Under Attack

While lauding the benefits of education as a protection measure, school facilities are not always safe places for children – in fact, they are often specifically targeted. During armed conflict or instability, children can be abducted and recruited from school or on their way to or from school; schools can be used to spread hate or exclusion; and children, teachers, professors, education personnel can be physically targeted as part of a military or political tactic. Furthermore, inequities in education provision have been found to further disadvantage and alienate marginalized groups, potentially fueling conflict. According to the Global Coalition to Protect Education from Attack (GCPEA) ‘2018 Education under Attack’ report, violence against students, education personnel, and their institutions has become more widespread over the last five years, occurring in more countries, and intensifying in some.

Advocacy, action plans, and diplomatic efforts to counter and respond have been powerful and must continue. Governments should be encouraged to endorse the Safe Schools Declaration as well implement Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict. Other reports such as the monitoring on Security Council Resolution 1998 (2011) on grave violations including attacks on schools, and the Secretary-General’s Annual Report on Children and Armed Conflict have helped keep the issue high on the agenda.

*Violence against students, educators, and their institutions has become more widespread over the last five years.*
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Delivering Education in Emergencies through the Collective

The coordination of education in emergency responses enables practitioners to deliver timely and effective programming that supports access to learning during crisis. A number of coordination mechanisms exist, depending on context. In humanitarian responses, education is coordinated largely through the Inter-Agency Standing Committee (IASC) Education Cluster, while in refugee crises UNHCR takes the lead. In protracted crises and mixed settings there may be a mix of these groups and others, including Local Education Groups (LEGs). Box 1 provides an overview of today’s current Education Clusters and Working Groups.

Coordination supports partnership, with shared responsibilities for collective performance and outcomes.

As a critical first step, the Cluster works with its members to define an accurate and credible assessment of the impact of the crisis on children and youth and identify needs and capacity of the education system. Based on an agreed evidence base, the Cluster can then plan how to collectively meet those needs through the Humanitarian Response Plan (HRP) and comprehensive Education Cluster strategy. These plans act as a guide for external funding and intervention, as well as provide baseline data for planning of crisis interventions.

Like other sectors, education response planning depends on the quality of evidence and a rigorous process linking needs to implementation and monitoring. The challenge for the education sector in particular is that it has not always been considered a priority sector as defined narrowly through ‘life-saving’ classification (as evidenced through the less than 2% of the funding of Central Emergency Response Fund that goes towards education), thus the sector may be slow to receive initial funding and kick-start emergency operations.

While many Education Clusters have taken actions to address humanitarian-development coherence – to bridge the initial response to longer-term recovery, resilience and development education activities – a more joined up approach is particularly challenging in protracted crisis settings. In these contexts, emergency responses are often seen to be in a holding pattern, responding year-on-year without making longer-term advancement in people’s lives. This means that even children who do benefit from education in emergencies may not be effectively tracked back into formal or longer-term alternative education programmes. This is a double challenge for the education sector which is significantly underfunded in the emergency phase (see figures below), while at the same time needing to invest in activities to support...
long-term quality learning such as teacher training and retention, and a range of life skills, competencies, values and attitudes that go beyond basic reading and math.

Solving this challenge will require linking with national planning efforts and ensuring local and national ownership by communities, and ultimately, governments. As multi-year Humanitarian Response Plans are increasingly common, they can offer this bridge from education in emergencies for children and youth during a humanitarian response to longer-term sustainable education. This cannot be achieved, however, unless the humanitarian end of this bridge is constructed with adequate support to education in emergencies.

**Underprioritized and Underfunded**

Education is now acknowledged conceptually, as a relevant and important part of first phase humanitarian response, with an average of 80% of HRPs including education over the past 4 years. Despite this important and relatively recent recognition, education is still consistently resourced far below what is needed, at 3.8% of sector-specific global humanitarian funding in 2017. In addition, education in emergencies continues to receive a lower than average share of the amount requested. Between 2014 and 2017, education received an average of 35% of what it had requested in humanitarian appeals, compared to an average of 60% funding received by the overall humanitarian community.

These results are particularly disappointing given that education is consistently prioritized by children, youth and their families caught up in crisis. In a survey by Save the Children, 60.5% of crisis-affected children and adults consulted in the East Africa region listed being able to access education as their first priority. Similarly, in a study of children and youth from Syria and Afghanistan seeking asylum in Norway, education was by far the issue of highest importance. For West Africa in particular, funding is strikingly low. A recent analysis by Education Cannot Wait looking at education funding between 2007 and 2016, showed that although donors have covered 72% of all humanitarian appeals in West and Central Africa, when it comes to education in emergencies funding, only 22% of requests in the region are funded. Graph 1 below highlights these discrepancies, in comparison to other regions where the difference between what education is allocated compared to all sectors is less stark.
Discrepancies are particularly prominent in an analysis of individual countries. Of countries with large education appeals (over US$ 10 million requested) between 2007-2016, 7 of the 13 least funded education in emergencies requests are from West and Central Africa.

### Best funded education requests

<table>
<thead>
<tr>
<th>Appeal focus</th>
<th>% funded (education)</th>
<th>% funded (all requests)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Haiti</td>
<td>90%</td>
<td>66%</td>
</tr>
<tr>
<td>Myanmar</td>
<td>77%</td>
<td>66%</td>
</tr>
<tr>
<td>South Sudan</td>
<td>67%</td>
<td>79%</td>
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<tr>
<td>Philippines</td>
<td>49%</td>
<td>58%</td>
</tr>
<tr>
<td>Sudan</td>
<td>48%</td>
<td>75%</td>
</tr>
<tr>
<td>Nepal</td>
<td>48%</td>
<td>94%</td>
</tr>
<tr>
<td>Afghanistan</td>
<td>48%</td>
<td>72%</td>
</tr>
<tr>
<td>Uganda</td>
<td>42%</td>
<td>72%</td>
</tr>
<tr>
<td>CAR</td>
<td>40%</td>
<td>56%</td>
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<tr>
<td>Syria</td>
<td>39%</td>
<td>56%</td>
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<tr>
<td>Sri Lanka</td>
<td>37%</td>
<td>62%</td>
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<tr>
<td>Somalia</td>
<td>37%</td>
<td>62%</td>
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<tr>
<td>Palestine</td>
<td>37%</td>
<td>68%</td>
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</tbody>
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### Least funded education requests

<table>
<thead>
<tr>
<th>Appeal focus</th>
<th>% funded (education)</th>
<th>% funded (all requests)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zimbabwe</td>
<td>9%</td>
<td>66%</td>
</tr>
<tr>
<td>DR Congo</td>
<td>14%</td>
<td>74%</td>
</tr>
<tr>
<td>West Africa Regional Appeal</td>
<td>15%</td>
<td>78%</td>
</tr>
<tr>
<td>Nigeria *</td>
<td>18%</td>
<td>51%</td>
</tr>
<tr>
<td>Mali</td>
<td>21%</td>
<td>49%</td>
</tr>
<tr>
<td>Cameroon *</td>
<td>21%</td>
<td>58%</td>
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<tr>
<td>Chad *</td>
<td>21%</td>
<td>65%</td>
</tr>
<tr>
<td>Yemen</td>
<td>25%</td>
<td>60%</td>
</tr>
<tr>
<td>Iraq</td>
<td>29%</td>
<td>90%</td>
</tr>
<tr>
<td>Kenya</td>
<td>30%</td>
<td>71%</td>
</tr>
<tr>
<td>Ukraine</td>
<td>33%</td>
<td>49%</td>
</tr>
<tr>
<td>Niger *</td>
<td>34%</td>
<td>64%</td>
</tr>
<tr>
<td>Pakistan</td>
<td>36%</td>
<td>59%</td>
</tr>
</tbody>
</table>

Source: Education Cannot Wait Results Report April 2017 – March 2018
This data is derived from the UN Office for the Coordination of Humanitarian Assistance (OCHA) Financial Tracking Service (FTS), a global, real-time database that records all reported international humanitarian aid contributions. Although the most comprehensive compilation of humanitarian funding, FTS reporting is voluntary and as such, the figures are only indicative as they do not capture many financial contributions, which may not be reported. Furthermore, over the past 4 years, on average, $5.4 billion or 25% of humanitarian funding was non-specified meaning that there is no information as to which sector the funds are allocated.

Thus, FTS data does not exhaustively represent the total amount of funding allocated to education in emergencies. Without this more nuanced picture of the funding situation, it will remain difficult to coordinate resources to impact children where they are needed most. The education sector therefore needs a collective effort to address the shortcomings in how funding is reported, monitored and linked to program outcomes to ensure resourcing is meeting children with the most acute needs.

**Momentum Building for Education in Emergencies**

New financial and political support for education in emergencies is driving momentum for the sector. At a global level, development and humanitarian frameworks have both recognized the importance of education in emergencies, including its central role to protect children and youth.

In the lead-up to the adoption of the Sustainable Development Goals (SDGs), the Government of Norway, together with the UN Special Envoy on Global Education, hosted the Oslo Summit for Education Development, including a specific [Thematic Session focusing on Education in Emergencies](https://www.un.org/en/development/desa/news/2017/5/oslo-summit-education-in-emergencies). Among other commitments, this session called for increased long-term predictable financing to meet the education needs of children and youth affected by crisis, to protect children through education, and to keep education safe by stopping attacks on schools, education facilities and personnel.

SDG 4 commits to “ensure inclusive and equitable quality education and promote lifelong learning opportunities for all,” including in conflict and crisis, as a critical element of sustainable development. The indicators for that goal reflect the protective potential of education as well, by promoting inclusion, gender equity, access for at-risk children, and measures of health and psychosocial well-being. For the SDGs and the Agenda 2030 to be achieved, education must be given priority, and all children and youth in crisis must be reached.
The Incheon Declaration, adopted in 2015, identifies UNESCO as the lead on driving forward education in the post-2015 agenda, including through the Education 2030 Framework for Action,\textsuperscript{62} which calls for increased efforts to support education in emergencies and protracted crises.\textsuperscript{63} It also includes in its indicative activities the need to develop education programming that is reinforced by dedicated activities in the area of protection.\textsuperscript{64}

Other occasions have kept education high on the agenda. At the 2015 World Economic Forum, the UN Special Envoy for Global Education called for greater information, capacity and will to solve the challenges of education in humanitarian crises, with a particular focus on funding. The following year at the World Humanitarian Summit, the Education Cannot Wait fund was established to bring greater attention and funding to education. Donor contributions have already exceeded the fund’s resource mobilization target, and as of March 2018 its investments of 81 million USD in 14 countries have reached 650,000 children and youth.\textsuperscript{65}

Donor commitments have been equally substantial, injecting not only capital but also political momentum into the sector. The EU has increased financing to education in emergencies and crises from 1\% of its humanitarian aid in 2015 to 8\% in 2018 with an aim to reach 10\% by 2019.\textsuperscript{66} Norway has increased its share of humanitarian funding to education from 2\% in 2013 to 9\% in 2016. For 2017-2020, Switzerland has committed to increasing its funding allocation to education by 50\% in its international cooperation compared to the previous four years.

**Conclusion**

The above initiatives have not only raised the profile of education in emergencies but have demonstrated a global willingness to tackle the challenges through strengthened political will and increased financing. While commendable, prioritization for education in emergencies must be even further heightened, as demonstrated by its consistently low share of overall funding to the humanitarian sector. Today's presentations will explore these initiatives, and evidence at country level to show the benefits that education can bring in building and maintaining a protective environment for children, youth and communities. Understanding these and the remaining challenges are critical to sustaining and further building the gains made in supporting the sector to reach the millions of children and youth whose education is at risk.
4 Ibid.
6 These countries are: Afghanistan, Cameroon, CAR, Colombia, DRC, Egypt, India, Iraq, Libya, Mali, Myanmar, Nigeria, Pakistan, the Philippines, South Sudan, Syria, Venezuela, and Yemen. See Global Coalition to Protect Education from Attack (GCPEA) Education Under Attack Report 2018 for more details.
8 Ibid.
9 Ibid.
12 Ibid.
14 Art. 28 and Art. 29
15 Art. 13
18 Education Cannot Wait Results Report, April 2017 – March 2018.
20 This paper does not specifically speak to refugee settings, however many of the issues presented are common across all humanitarian contexts.
22 Save the Children; “Education in Emergencies,” 2015.
24 “Hear it From the Children, South Sudan.” Save the Children, 2015.
26 “Hear it From the Children – Why Education in Emergencies is Critical.” Save the Children, 2014.
27 “Hear it From the Children, South Sudan.” Save the Children, 2015.
28 “Nine reasons to provide education during and after conflicts and disasters,” As found on UNESCO website.
29 “Hear it From the Children – Why Education in Emergencies is Critical.” Save the Children, 2014.
33 “Hear it From the Children – Why Education in Emergencies is Critical.” Save the Children, 2014.
34 Ackerman, X. “Innovation and Action in funding girls education.” Brookings Institution, 2015.
37 “Hear it From the Children – Why Education in Emergencies is Critical.” Save the Children, 2014.
41 “Hear it From the Children – Why Education in Emergencies is Critical.” Save the Children, 2014.
42 “Nine reasons to provide education during and after conflicts and disasters,” as found on UNESCO website.
43 Global Partnership for Education: https://www.globalpartnership.org/data-and-results/education-data
Sustainable Development Goal 4: Quality Education

46 See, for example, “Safe Schools: Keeping Children Safe in and Around School.” Save the Children, 2017.
47 Note that schools can be unsafe for other reasons, including: corporal punishment, bullying, SGBV in the school, improperly built facilities exposing children to hazards.
48 See, for example, “Schools as Zones of Peace: Operationalizing the Guidelines for Protecting Schools and Universities from Military Use During Armed Conflict.” Save the Children, Norway, 2017.
50 The Education under Attack 2018 report is the primary source for reporting on Sustainable Development Goal (SDG) Goal 4 indicator 4.a.3 on attacks on schools, students, and institutions.
51 Global Coalition to Protect Education from Attack (GCPEA) 2018 Education under Attack report
52 See, for example, “Protect Schools and Hospitals: Guidance Note on Security Council resolution 1998.” Office of the SRSG for Children in Armed Conflict, 2014.
53 For roles of the Education Cluster, please see IASC Cluster Coordination Reference Module, 2015.
54 “Education in emergencies and protracted crises: Summary note on the proposition and options.” Overseas Development Institute, 18 January 2016.
55 These plans include detailed objectives, activities and accompanying projects for implementation, with planned outputs, targets and costings.
56 This figure was derived from the UN Financial Tracking System and has removed non-specified amounts where there is no information on sector allocation. It also does not include multi-sector refugee responses, which are not broken down by sector as well as multiple-sector funding where funding is shared across sectors but without precision as to how much has been allocated to education. This figure also does not include all ECW allocations made in 2017. For information on that, please see the Education Cannot Wait Results Report April 2017 – March 2018: http://www.educationcannotwait.org/.
57 This figure was derived from the UN Financial Tracking System.
59 Ibid.
62 “Incheon Declaration and Framework for Action for the implementation of Sustainable Development Goal 4.” UNESCO, 2015. Over 1,600 participants from 160 countries, including over 120 Ministers, heads and members of delegations, heads of agencies and officials of multilateral and bilateral organizations, and representatives of civil society, the teaching profession, youth and the private sector, adopted the Declaration.
63 “Unpacking Sustainable Development Goal 4 Education 2030 Guide.” UNESCO.
64 Incheon Declaration and Framework for Action, 2015.
66 EU Communication on Education in Emergencies and Protracted Crises, May 2018.