

#YesAllGirls

Education and the
Global Refugee Response



Based on research by the REAL Centre
at Cambridge University and Malala Fund





Introduction by *Malala Yousafzai*

Today, in camps and host communities across Lebanon, Jordan and Turkey, five year-old children are living the only life they have ever known — **as refugees outside Syria’s borders**, while war rages on in their home country.

In **Dadaab, Kenya, the world’s largest refugee camp**, young women, whose families fled Somalia before they could walk, have grown up in **tents without electricity or running water** and are now raising children of their own.

21.3 million people are refugees today, more than at any point in recent history; and conflicts last longer, with refugees spending an average of nearly 20 years in exile. **Children under 18 now make up more than 50% of all refugees.**¹

In the midst of this crisis, prime ministers and presidents will gather for their annual meeting in September. Faced with escalating conflicts and protracted crises, they have chosen “survival” as their theme for refugee discussions this year.

Away from the cameras, in refugee camps and roadways, on beaches and in boats around the globe, **the world’s refugee children are hoping for more than survival.**

How long can a refugee girl be out of school before she is forced into an early marriage or child labor? How long should children wait for education that can help build a better life for

themselves and their countries? How long can communities endure an uncertain future with no hope of self-determination?

Temporary solutions are no longer an option. As this paper shows, world leaders risk exacerbating violent conflict and instability by failing to develop a longer-term vision for refugee response.

Education is not a silver bullet for stopping conflict, but sustainable peace, prosperity and stability cannot be built without it. **Where there are large inequalities in accessing education, the probability of conflict increases.**

We have seen this same moment come and go many times before — a summit, a meeting, decisions made, money pledged. But **when the cameras are packed up and the lights turned off, the world does not deliver for refugee children.**

This paper gives recommendations for a better outcome this September. We urge world leaders to give serious consideration to long-term consequences of short-term solutions.

Survival is not enough. We must put those most affected — girls and boys — at the heart of substantive commitments.

Current Context

Almost 80% of all refugee adolescents are out of school²; those left behind are mostly girls. By underfunding secondary education, donor countries are increasing the threat of conflict and instability in fragile host countries, denying the rights and concerns of children and leaving girls vulnerable to early marriage, child labour, exploitation and more.

Children now constitute the largest group affected by the refugee crisis. Over the past six years, the percentage of refugees under the age of 18 grew, from 41% in 2009 to 51% – nearly 11 million – in 2015.³ Numbers are likely to escalate again this year with on-going conflict and unrest in Syria, Burundi, South Sudan and Yemen.

The length of time that forcibly displaced populations spend in exile increased over the last two decades, from nine years in the 1980s to nearly 20 years by the mid-2000s.⁴

This means that millions of children and adolescents will spend their entire schooling years in exile. Most of these children, particularly adolescent girls, are out of the classroom today.

3.5 million primary school-aged children and 2.5 million secondary school-aged adolescents⁵ were under the mandate of UNHCR in 2015:

- 3.7 million refugee children and adolescents – nearly two-thirds – were out of school.
- Four out of every five adolescents were missing out on secondary education.⁶

The gap between refugee and non-refugee education opportunities widens between primary and secondary. The gap between boys and girls also widens.⁷

- In 2014, 91% of all primary school-aged children and 84% of secondary school-aged adolescents were enrolled in primary and secondary school respectively. However, the equivalent for refugee children and adolescents in 2015 was 50% and 22% respectively.⁸
- For every 10 refugee adolescent boys in secondary school in 2015, there were the equivalent of just seven girls.⁹
- Female adolescents living in conflict-settings are nearly 90% more likely to be out of secondary school than their counterparts in non-conflict settings.¹⁰ New analysis for this paper indicates that the equivalent for boys in conflict versus non-conflict settings is 54%.

In a survey of 8,749 children living in 17 different emergencies, 99% ranked education as a top priority.¹¹



Host Countries

Despite heavy media coverage of migration to Europe and refugees as a flashpoint in the U.S. presidential election, the vast majority of refugee children are living in poor, conflict-affected host countries.

The top ten host countries are home to 58% of the world’s refugees and have just 2% of global wealth. The Development Assistance Committee (DAC) is made up of 28 wealthy donor countries, whose share of global wealth is 59%; they hosted just 12% of refugees last year.¹²

All of the top ten refugee host countries fall within the bottom two-thirds of the Human Development Index, which measures countries achievement in terms of their population’s life expectancy, education and living standard. All are experiencing or at high-risk of conflict.

Each of the top ten refugee hosting countries is graded between “elevated warning” and “high alert” in the Fragile States Index, which ranks countries’ vulnerability to conflict or collapse. In contrast, the wealthiest 10 traditional donor countries rank from “very stable” to “sustainable,” with the exception of Italy, which ranks as “more stable.”

While refugees throughout history have had a positive economic and developmental impact on many countries, the current influx of millions of adolescent refugees into poor countries could further destabilise regions in conflict, if these children are not given a quality education and opportunities to thrive in their host community.

Large inequalities in accessing education can increase the probability of conflict, particularly where these inequalities are along “group-based” lines, such as ethnicity or language.

While education is not a silver bullet for preventing or ending conflict, sustainable peace, prosperity and stability cannot be built without it. A number of studies show that education spending is positively correlated with reducing economic insecurity, poverty and inequality — factors contributing to state fragility — and increasing social mobility and labour opportunities.¹⁶

Access to secondary education is crucial to peace and stability. Doubling the percentage of youth with secondary education from 30% to 60% has the potential to reduce conflict by half.¹⁷ A 10% increase in enrolment rates in secondary education can reduce the risk of conflict by 3%.¹⁸

With secondary education, refugee children have a greater chance to become self-reliant, fulfil their potential and contribute to their host community. But, at present, some of the largest refugee host countries can’t offer education to all of their own citizens, let alone refugees.

Pakistan hosts 10% of the world’s refugees and has the second highest number of out-of-school children in the

world, without counting refugees. Chad, Pakistan and Uganda are amongst the largest refugee host countries in the world and yet current spending on education falls well below internationally recommended targets.¹⁹

Consequently, funding from wealthy countries is crucial to support countries absorbing large numbers of refugees and build resilient education systems which can accommodate refugee children.

But the world’s richest countries have not, so far, offered adequate support for refugee education – with secondary education particularly neglected in both humanitarian and development aid.

Figure 1: Fragility and human development status of refugee hosting countries and wealthiest donors

Country	No of refugees hosted ¹³	Share of total	HDI Ranking (1-188) ¹⁴	Fragile States Index Ranking ¹⁵ (1-178)
Top Ten Refugee Hosting Countries				
Turkey	2,541,352	16%	72	79
Pakistan	1,561,162	10%	147	14
Lebanon	1,070,854	7%	67	40
Iran	979,437	6%	69	47
Ethiopia	736,086	5%	174	24
Jordan	664,118	4%	80	77
Kenya	553,912	3%	145	20
Uganda	477,187	3%	163	23
D. R. Congo	383,095	2%	176	8
Chad	369,540	2%	185	7
Wealthiest Traditional Donor Countries				
U.S.	273,202	2%	8	159
Japan	2,474	0%	20	157
Germany	316,115	2%	6	165
UK	123,067	1%	14	162
France	273,126	2%	22	158
Italy	118,047	1%	27	148
Canada	135,888	1%	9	169
Rep Korea	1,463	0%	17	156
Australia	36,917	0%	2	172
Spain	5,798	0%	26	153



Donor Countries

The fair share contributions for education in 2015 UN humanitarian appeals amounted to \$531 million. Only 19% - \$100 million - was received.²⁰

Of the 28 DAC member countries, only three (Ireland, Norway and Sweden) met or exceeded their fair share (based on global wealth) of humanitarian aid for education last year. Korea and New Zealand gave the lowest percentages of fair share in 2015 (see Figure 2).

Among non-DAC donors, the BRIC countries — Brazil, Russia, India and China — should be making some of the greatest fair share commitments to education, totalling around \$136 million in 2015. Their actual contributions to humanitarian aid for education were staggeringly low, totalling just \$42,000 last year.

Saudi Arabia and Kuwait are the only non-DAC donors which met their fair share criteria to education in 2015 largely due to contributions to UN humanitarian appeals in the Middle East, namely Syria and Yemen.

Donor countries are likely to under-fund humanitarian education aid again this year. The fair share contributions for education in 2016 UN humanitarian appeals amount to \$536 million. As of 31 August, only \$111 million has been

funded.²¹ Funding promised at high-profile meetings is often not delivered. At the London Conference on Supporting Syria and the Region in February, world leaders pledged \$5.9 billion to support the Syria response in 2016, including approximately \$700 million specifically for education. As of mid-2016, only \$258 million — less than half — of the regional request for education had been delivered²²; delivery of funding committed through other sources, such as bilateral aid direct to host countries, remains unclear.

Secondary education for refugee children is particularly under-resourced. As refugee crises are generally still perceived as temporary arrangements, both national governments and donors are unwilling to disburse necessary resources to secondary education.

Figure 2: Donor humanitarian aid for education against “fair share” in 2015

- Met or Exceeded Fair Share
- At least 50% of Fair Share
- Less than 50% of Fair Share
- Less than 25% of Fair Share

		Education sector - all Humanitarian Response Plans		
		Funding contributed (US\$)	If it was based on fair share (US\$)	Fair Share Ratio
DAC DONORS	Norway	15,855,967	3,264,751	4.86
	Ireland	3,143,695	1,995,245	1.58
	Sweden	5,885,738	4,129,267	1.43
	Finland	1,429,653	1,925,169	0.74
	United Kingdom	16,500,881	23,884,037	0.69
	Denmark	1,637,112	2,472,365	0.66
	Japan	18,283,809	34,562,345	0.53
	Netherlands	3,030,260	6,189,642	0.49
	Germany	8,450,416	28,144,495	0.30
	Canada	3,777,502	13,012,550	0.29
	Belgium	875,631	3,811,318	0.23
	Switzerland	1,204,903	5,570,895	0.22
	Luxembourg	96,041	481,336	0.20
	Portugal	305,721	1,668,721	0.18
	Australia	759,312	10,258,976	0.07
	Italy	1,007,817	15,220,202	0.07
	United States	10,421,237	150,436,963	0.07
	France	967,723	20,298,219	0.05
	Greece	84,416	1,637,229	0.05
	Iceland	7,121	140,135	0.05
	Poland	183,648	3,980,691	0.05
	Slovak Republic	33,403	726,149	0.05
	Slovenia	17,640	358,494	0.05
	Spain	526,393	10,056,359	0.05
	Austria	133,894	3,136,016	0.04
	Czech Republic	65,101	1,524,387	0.04
	New Zealand	31,686	1,443,833	0.02
	Korea, Rep.	66,378	11,541,307	0.01
DAC donors	14,305,771	230,758,961		
NON-DAC DONORS	Saudi Arabia	5,002,033	5,475,471	0.91
	Argentina	813	4,908,862	0.00
	Brazil	-	14,858,356	0.00
	China	6,778	92,061,261	0.00
	India	14,464	17,524,905	0.00
	Indonesia	6,554	7,199,993	0.00
	Mexico	3,389	9,592,140	0.00
	Russia	20,333	11,104,305	0.00
	Turkey	6,137	6,149,600	0.00
	Non DAC donors	Total: 5,060,502	Total: 168,874,892	
		Total without Saudi Arabia: 58,468	Total without Saudi Arabia: 163,399,421	

Development Funding

The under-funding of education through humanitarian aid is exacerbated by insufficient funding provided through development aid. New analysis compiled for this paper shows that support to refugee education projects made up just 0.6% of all education aid in 2014 — 112 projects focused on refugees, out of a total 26,926.²³

Donors are beginning to recognise that longer-term funding is needed to support protracted refugee situations and that refugee education should be supported through development aid as well as shorter-term humanitarian assistance. **Even so, total development aid to education decreased in recent years.**²⁴

While multilateral agencies like the World Bank increased or maintained their aid for secondary education in 2014, bilateral donors decreased their aid to both primary and secondary education, leading to an overall **reduction of 4% or \$600 million.**²⁵ Of the \$13.1 billion in development aid disbursed to education in 2014, **only \$2.8 billion (21%) went to secondary education.** 34 out of 48 donors disbursed more aid to post-secondary education than they did to secondary education, even though only the most privileged adolescents have access to higher education — and refugees are extremely unlikely to reach this level.²⁶

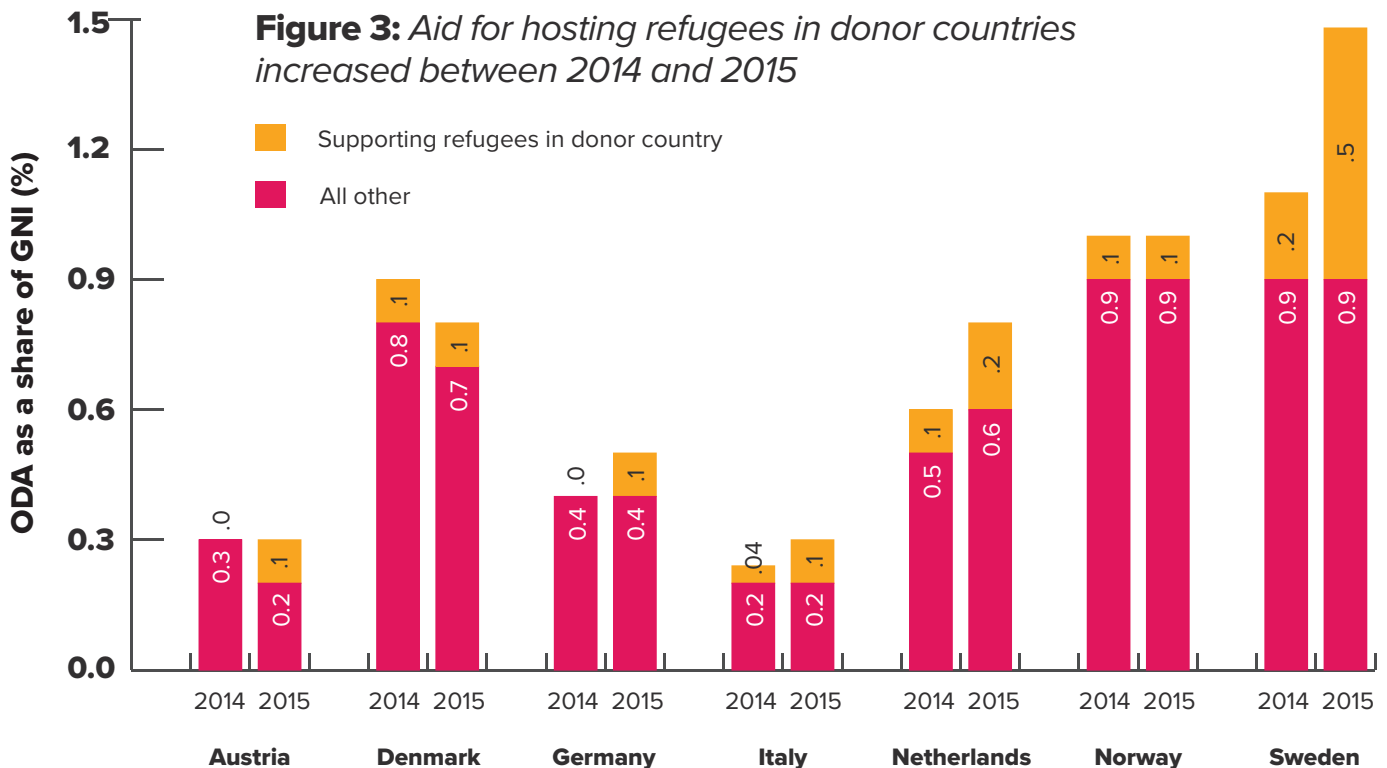
Shifting aid to cover domestic refugee costs

Donor countries hosting large numbers of refugees appeared to increase aid from 2014 to 2015. But a careful analysis reveals, when funding for in-country refugees is excluded, aid levels stagnated between 2014 and 2015, while the numbers of refugees in poor countries grew.

In the past two years, donor countries have significantly increased aid to refugees within their borders. In 2014, donors spent 4.8% of all aid on in-country refugee costs. By 2015, that number climbed to 9.1%.²⁷

In 2015, Austria, Greece, Italy, the Netherlands and Sweden spent more than 20% of their official development assistance (ODA) on in-country refugee costs and the UK government indicated it would use funds from its aid budget to help local authorities cover housing for refugees.²⁸

Without a significant increase in overall aid, shifting limited funding to support refugees in donor countries hurts poorer regional host countries, who take on millions more refugees.



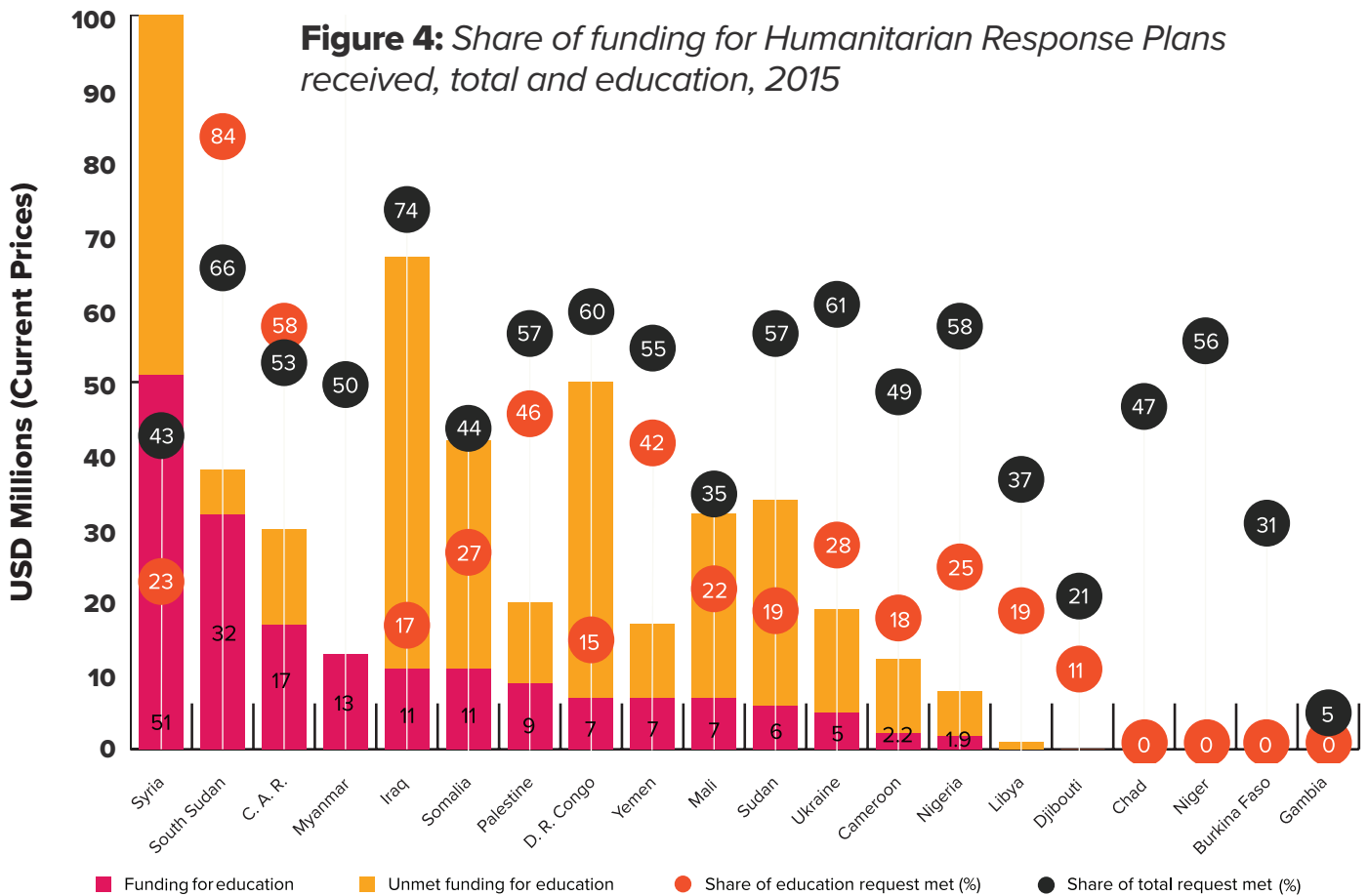


Regional Favourites

Limited donor funds primarily go to conflicts in the media spotlight like Syria, while less visible, protracted crises in countries like Chad and Niger are under-funded.

While the Syria appeal mobilised strong commitments from governments, other crises' funding needs, particularly for education, are unmet year after year. Half of all humanitarian funding for the 342 education appeals launched between 2000 and 2014 went to just 15 appeals. Chad, Niger, Burkina Faso and Gambia received no funding at all, despite comparatively low requests.²⁹

Like humanitarian aid, development aid also favours some crises over others. Nine out of the top 10 development education aid projects targeting refugees in 2014 were disbursed to the Middle East region, largely dealing with Syrian refugees and principally providing primary education in Jordan, Turkey and Lebanon.³⁰





Recommendations

At the September 2016 summits on refugees in New York, donor countries must honour their promises to all children and offer long-term support for refugee education. Malala Fund urges action in three critical areas before 2019, when they will meet again to assess progress towards the education commitments made in the Sustainable Development Goals (SDGs):

1. Frameworks: Bring global and national frameworks for refugee response in line with current realities to ensure access to primary and secondary school for all refugee children.

The 1951 Refugee Convention guaranteed “elementary education” to all children; in line with SDG commitments a new framework should reflect the protracted nature of today’s refugee crises and go beyond the basics to give every refugee child access to 12 years of quality primary and secondary education.

At the UN Refugee Summit in New York, States Parties should issue a renewed commitment to refugee education that spans primary and secondary and recognises alternative approaches for those children who have missed out.³¹ Additionally, more refugee host countries should guarantee refugee children equal access to primary and secondary education following the example of countries like Uganda, whose Refugee Act of 2006 extends this right to refugees under the same conditions as Ugandan nationals.

2. Funding: Commit to provide \$2.9 billion by September 2019 to the Education Cannot Wait Fund to support education for more than 25 million children, including nearly four million out-of-school refugee children under UNHCR’s mandate.

The newly launched Education Cannot Wait Fund aims to mobilise humanitarian, development and additional

funding for education in all crises, starting with the most marginalised children and youth, including refugees, internally displaced children, girls, children with disabilities and those living in conflict countries. \$2.9 billion is needed in the fund’s first three years of operations to provide education for 25 million children, of whom four million are refugee children under UNHCR’s mandate.³²

By 2019, donor governments must ensure that the requested funding is provided on a fair share basis. This will require many of the DAC-donor countries — and all of the BRIC countries — to increase levels of funding earmarked for refugee and other marginalised children and adolescents’ education.

3. Data: Put national and global systems in place to record data on refugee children out of school, disaggregated by gender and level of education.

Millions of refugee children are not registered with UNHCR; reliable data on refugee and displaced children’s participation in education, disaggregated by gender and level of education, is not available. And there is almost no data on whether refugee children are learning once in school. Likewise, spending on refugee education by level of education is not systematically tracked or transparently reported.

In order to monitor progress, host countries, donors and the UN should work together to collect and publish better data. Additionally, host countries should scale up efforts to include refugee children in education management systems, like those in Chad, Rwanda and Jordan, and donors should record specific funding in support of refugee education.

Efforts by some host countries and UN agencies to date show that better data can be collected. Whether they do so, and reveal the extent of the problem, is largely a political - not technical - decision.

Until we have reliable data on which refugee children are in school and learning, they will continue to be left behind in efforts to achieve the Sustainable Development Goal for education.

Conclusion

We can no longer be satisfied with a world where fishing children from the ocean and bandaging their wounds represents the summit of our ambition for refugees.

The leaders gathering in New York later this month have so far failed to match the challenges before us with sufficient bravery and action.

This time they must resist the temptation for a short-term fix at the cost of a longer-term vision for refugee response that puts those most affected — girls and boys — at the heart of their commitments.

To date, the international community has neglected the education of refugee children, particularly for girls at secondary level. Not only does this deny children a basic right and contradict the promise made to all children in the Sustainable Development Goal on education just last year, it risks exacerbating state instability and violent conflict.

Away from the cameras, in refugee camps and roadways, on beaches and in boats around the globe, the world's refugee children are hoping for more. They deserve more.

Having failed these children once, we must not fail them again.





DEDICATION

For refugee children like Omran and Aylan, Muzoon and Rahma, who deserve so much more than the world is giving today. And for leaders like Jo Cox, who show us what it means to love and fight for all children like they were our own.

Writers

Philippa Lei, Barry Johnston, Taylor Royle at Malala Fund

Editor

Meighan Stone at Malala Fund

Research

Asma Zubairi and Pauline Rose at the REAL Centre, University of Cambridge; Kate Moriarty at Malala Fund

Design

Jonathan Haring; Hannah Orenstein at Malala Fund

Special thanks

Marie Maier-Metz, Sybella Wilkes, Barbara Zeus, Ita Sheehy of UNHCR, as well as UNHCR staff in Jordan, Kenya, Pakistan, Uganda and Chad who provided country-specific data for this paper.

Endnotes

1. UNHCR (2016), *Trends at a Glance: 2015 in Review*, United Nations High Commissioner for Refugees, Geneva. <http://www.unhcr.org/576408cd7>
2. UNHCR (2016), *Trends at a Glance: 2015 in Review*, United Nations High Commissioner for Refugees, Geneva. <http://www.unhcr.org/576408cd7>. From this point forward all refugee figures used in this report refer to refugees registered with UNHCR. They do not include Palestinian refugees under UNRWA's mandate or the thousands of refugees who are currently unregistered.
3. Ibid.
4. Loescher, G. and Milner, J. (2011), *Responding to Protracted Refugee Situations: Lessons from a Decade of Discussion*, Forced Migration Policy Briefing 6. Refugee Studies Centre. <https://www.rsc.ox.ac.uk/files/publications/policy-briefing-series/pb6-responding-protracted-refugee-situations-2011.pdf>
5. UNHCR reports its secondary enrolment data as being for the age group 12-17: the data is not split between lower and upper secondary school age children. However, the experience from UNHCR operations in the field indicate that a very small proportion of adolescents' transition into upper-secondary: as such it is assumed that many field responses only report on lower secondary and so all figures relating to secondary education relate to "lower secondary" education unless otherwise stated.
6. UNHCR, forthcoming.
7. According to analysis of the five case study countries undertaken for this report.
8. UNESCO-UIS (2016), *UNESCO Institute for Statistics: Education indicators*, United Nations Education Scientific and Cultural Organisation Institute for Statistics, Montreal. <http://data.uis.unesco.org/Index.aspx?queryid=120>; UNHCR, forthcoming.
9. UNHCR, forthcoming.
10. UNESCO, (2015), *Humanitarian Aid for Education: Why It Matters and Why More is Needed*, United Nations Educational, Scientific and Cultural Organisation, Paris. <http://unesdoc.unesco.org/images/0023/002335/233557E.pdf>
11. Save the Children (2015), *What do children want in times of emergency and crisis?: They want an education*, Save the Children, London. http://www.savethechildren.org.uk/sites/default/files/images/What_Do_Children_Want1.pdf
12. UNHCR (2016), *Trends at a Glance: 2015 in Review*, United Nations High Commissioner for Refugees, Geneva. <http://www.unhcr.org/576408cd7>; IMF (2016), *World Economic Outlook Database: April 2016 Edition*, International Monetary Fund, Washington DC. <https://www.imf.org/external/pubs/ft/weo/2016/01/weodata/index.aspx>
13. Source: <http://popstats.unhcr.org/en/overview>
14. Source: <http://hdr.undp.org/en/composite/HDI>
15. Source: <http://fsi.fundforpeace.org>. "178" represents the most sustainable.
16. See for example, UNICEF (2013), *Peacebuilding, Education and Advocacy in Conflict-Affected Contexts Programme*, United Nations Children's Fund, New York. <http://www.educationandtransition.org/wp-content/uploads/2013/07/PBEA-2012-Consolidated-Report-Final-Submitted-to-PARMO-17-June-20132.pdf>; Bird, K., Higgins, K., and McKay, A. (2011), *Education and resilience in conflict- and insecurity-affected Northern Uganda*, Working Paper Number 215, Chronic Poverty Research Centre, London. <http://www.chronicpoverty.org/publications/details/education-and-resilience-in-conflict-and-insecurity-affected-northern-uganda>
17. UNESCO (2014), *Sustainable Development Begins with Education: How Education Can Contribute to the Proposed Post-2015 Goals*, United Nations Education Science and Cultural Organisation, Paris. <http://unesdoc.unesco.org/images/0023/002305/230508e.pdf>
18. Collier, P. and Hoeffler, A. (2004), *Greed and Grievance in Civil War*, Oxford Economic Papers, Volume 56, Number 4, Centre for the Study of African Economics, University of Oxford. <http://www.econ.nyu.edu/user/debraj/Courses/Readings/CollierHoeffler.pdf>
19. The Incheon Declaration proposes that between 4 and 6% of Gross Domestic Product (GDP) is spent on education and between 15 and 20% of government expenditure is spent on education.
20. Fair share analysis for total humanitarian aid requested in 2015 is based on the funding requests of 23 Humanitarian Response Plans and two Regional Refugee Response Plans. Analysis does not include flash appeals or the Libya Humanitarian Appeal for which there was no data. Only the South Sudan and Syria Regional Refugee Response Plans have been included as UNOCHA's Financial Tracking Service (FTS) does not provide a breakdown of contributions by donor for the remaining Regional Refugee Response Plans: namely Burundi, Central African Republic, Nigeria and Yemen.
21. Fair share analysis for total humanitarian aid requested in 2016 is based on 29 Humanitarian Response Plans and the one Regional Refugee Response Plan for Syria. Analysis for education is just based on the 29 Humanitarian Response Plans as Regional Refugee Response Plans do not provide a sector breakdown of contributions. Sources: UNOCHA-FTS (2016), *Financial Tracking System: Tracking Global Humanitarian Aid Flows*, United Nations Office for the Coordination of Humanitarian Affairs, Geneva. <https://fts.unocha.org>; IMF (2016), *World Economic Outlook Database: April 2016 Edition*, International Monetary Fund, Washington DC. <https://www.imf.org/external/pubs/ft/weo/2016/01/weodata/index.aspx>
22. 3RP (2016), *Regional Refugee Resilience Plan 2016-2017: In Response to the Syria Crisis – Mid-Year Report*, <http://www.3rpsyriacrisis.org/wp-content/uploads/2016/07/3RP-Mid-year-Report.pdf>
23. The analysis considered what part of education aid could be supporting refugees through a keyword search of development projects in the Creditor Reporting System (CRS). Project description to the CRS is entirely voluntary and, therefore, this could potentially underestimate the number of education projects intended to target refugees. Project titles and descriptions with the word "refugee" were considered, in some way, to be supporting refugees.
24. According to latest available figures.
25. <http://unesdoc.unesco.org/images/0024/002448/244817E.pdf>
26. Source: OECD-DAC, 2016.
27. OECD (2016), *Development aid rises again in 2015, spending on refugees doubles*, Organization for Economic Cooperation and Development, Paris. <http://www.oecd.org/dac/development-aid-rises-again-in-2015-spending-on-refugees-doubles.htm>
28. Ibid.
29. UNOCHA-FTS (2016), *Financial Tracking System: Tracking Global Humanitarian Aid Flows*, United Nations Office for the Coordination of Humanitarian Affairs, Geneva. <https://fts.unocha.org>
30. Source: OECD-DAC (2016)
31. Such as through non-formal education and skills development programmes.
32. The targets for children supported and funding requirements for first 5 years of ECW are 34 million children and youth supported, requiring US\$3.85 billion. The amount identified here represents ¾ of that target.



Malala.org