

# ACTION TOWARDS INCREASED QUALITY EDUCATION FOR INTERNALLY DISPLACED CHILDREN

Recommendations for the High-Level Panel on Internal Displacement Save the Children believes every child deserves a future. Around the world, we work every day to give children a healthy start in life, the opportunity to learn and protection from harm. When crisis strikes, and children are most vulnerable, we are always among the first to respond and the last to leave. We ensure children's unique needs are met and their voices are heard. We deliver lasting results for millions of children, including those hardest to reach.

We do whatever it takes for children – every day and in times of crisis – transforming their lives and the future we share.

#### Acknowledgements

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This study is based on a review of publicly available information and key informant interviews with Save the Children country offices, Education Cluster Coordinators and Ministry of Education officers.

Some names have been changed to protect identities.

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Cover photo: Rahma\*, 14, lives in the Togdheer region in Somaliland. She studies at the local primary school. Her family were pastoralists but the severe drought diminished their lifestock and made them internally displaced. Rahma benefitted from the school feeding programme and is happy to continue her education. (Photo © Marieke van der Velden/Save the Children)

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Beisan<sup>\*</sup>, 11, has been displaced with her family several times in northeast Syria. They have now found shelter in one of the schools in the Al Hasakeh governorate.

"When we were in our village, we were hit by airstrikes, then we had to move to another area and we were hit again. We moved to a third place and we couldn't survive because we had no support, and now we moved again in the fourth location because of the bombings. I wish I could go back to my hometown and go back to school"

## Internally displaced children's access to quality education remains unrealised

At the end of 2019, at least 13.4 million school-age children (5–17 years old) were internally displaced<sup>1</sup> due to conflict or violence.<sup>2</sup> These numbers are likely an underestimate with many internally displaced children unaccounted for due to lack of data. This report only considers IDPs affected by conflict or violence, but there are millions more displaced due to other crises, such as climate change and environmental disasters.<sup>3</sup> The periods of internal displacement are becoming longer, with years becoming decades and internally displaced children spending the majority of their school-years displaced. The majority of these children do not have access to quality, safe and inclusive education due to discrimination, financial, legal and insecurity barriers.

Displacement affects the education of those who move, those who stay and that of host communities. It compromises the future of a whole generation and limits progress toward achieving SDG 4: ensuring inclusive and quality education for all as well as interdependent human rights and SDG targets. Studies show that IDPs want to regain self-sufficiency and the independence needed to plan their futures.<sup>4</sup> Education emerged as a key priority for internally displaced children and youth consulted so far by the UN High-level **Panel on Internal Displacement<sup>5</sup> and for** many internally displaced parents the success of their integration or settlement is dependent on their children's ability to access education.<sup>6</sup> Along with safety, livelihoods, and a stable home environment, education is a critical part of durable solutions to internal displacement, that are sensitive to children's needs. It is also vital for their prosperity into adulthood as internal displacement situations tend to be protracted and having a good education means you are more likely to earn a higher income and lead a healthier life.<sup>7</sup> Achieving such a durable solution means providing multiple flexible and recognised pathways to include internally displaced children in national education systems where they can receive a quality education with which they can re-establish their lives and regain a sense of stability.

**Displacement exacerbates the education challenges facing girls.** Increased insecurity and poverty can reduce the educational opportunities available to girls and lead to increases of child marriage and early pregnancy. A gender lens is critical to addressing specific experiences of displacement and education.<sup>8</sup>

Displacement increases stress within the family and could lead to negative mental health consequences such as anxiety and depression, including among children and young people. Children respond to stress in different ways. Common responses include difficulties sleeping, bed-wetting, stomach pain or headaches, fear of being left alone, becoming angry or withdrawn, and feelings of uncertainty, fear, loss and sadness. Children need to feel safe and protected to be able to learn, so quality education provision must include support for their wellbeing.

The right to education constitutes a fundamental human right enshrined in the Universal Declaration of Human Rights,<sup>9</sup> the UN Convention on the Rights of the Child and many other international human rights instruments<sup>10</sup> and is one of the key principles underpinning the Education 2030 Agenda and SDG4.<sup>11</sup> The UN Guiding Principles on Internal Displacement<sup>12</sup> in its article 29 establishes the importance for competent national authorities to provide educational services as they have the obligation to prevent any discrimination against IDPs who have returned or resettled in another part of the country and that they shall have equal access to public services.

## States are the primary duty-bearers in the provision of education for IDPs.<sup>13</sup> As

displacement normally occurs during conflict or environmental disasters, provision of education must be fundamentally included in responses alongside other basic needs as it is life-saving and life-sustaining. While solutions should involve the government, they also require meaningful participation and engagement of IDPs, host communities and civil society. They must respond to the specific needs of the most marginalised children, including girls, LGBTIQ children, children with disabilities and those belonging to ethnic minorities.

There is an alarming lack of data on internally displaced children, which threatens to push their educational needs further down political agendas. Planning adequate educational responses for internally displaced children remains challenging as many are unaccounted for. Lack of systematic education data on IDPs exacerbates their needs, and existing sources do not always provide an accurate picture. Government data sources such as Education Management Information Systems (EMIS) oftentimes fail to capture information for displaced populations. An incoherent approach to education data collection or the exclusion of displaced persons from government figures for political reasons makes it even harder to assess and plan accordingly. Where possible the Education Cluster should support governments in collecting

data related to internally displaced populations' education needs.

This report builds a case for the importance of education in preventing conflict and displacement, in adequately responding to internally displaced children's education and wellbeing needs and that including internally displaced children in national education systems is a step toward achieving durable solutions to their displacement. Access to the national education system is the most practical and sustainable way to provide displaced children with quality accredited and certified learning opportunities. Where immediate access to the education system is not appropriate or restricted, alternative education should be delivered to internally displaced children in line with their developmental, academic and wellbeing needs. For some this may be an accelerated learning programme for one or two years to prepare them to return to the formal system and thrive. Multiple, flexible, recognised pathways to achieve this are needed.

Education plays a critical role in improving internally displaced children's ability to adapt and cope to a new and likely different environment, manage the distressing events and adversity they may have experienced, and address barriers to accessing education preceding their displacement.

### SAVE THE CHILDREN'S EDUCATION RESPONSE FOR INTERNALLY DISPLACED CHILDREN

Save the Children responds to the education needs of internally displaced children through our role as co-lead of the Global Education Cluster which works towards a predictable, equitable and well-coordinated education response by reinforcing capacities of cluster staff and partners, providing timely remote and direct field support and strengthening robust assessment, analysis, strategic planning and advocacy. Our role within the Cluster has a focus on localisation, child participation and accountability, and safeguarding. As well as our role in the Cluster, we also deliver education programming directly or with partners in many countries with internally displaced populations. The country case studies in this report from Afghanistan, Colombia, Somalia, Syria, and Ukraine highlight the critical need to strengthen national education systems to guarantee that internally displaced children and host communities can access free, high-quality, supportive, inclusive, and safe formal education that contributes to their overall wellbeing.

Local, national, and international efforts to address internal displacement have grown significantly over the past decades. This growth, however, comes alongside increasing numbers of internally displaced persons worldwide, which, as of 2019 is the highest it has ever been.<sup>14</sup>

The UN Guiding Principles on Internal Displacement<sup>15</sup> have been critical to accelerating the integration of internally displaced peoples (IDPs) concerns into national policies. The responsibility for providing education for all children, including internally displaced children lies first and foremost with national governments.

In light of this, **several states have a commitment to include internally displaced children into non-discriminatory national education systems through policies, laws and funding allocations**. The case studies in this report are from five countries with large internally displaced populations, with legal and

#### CHILDREN'S WELLBEING

Child wellbeing is the extent to which a child realises their rights across several domains, including survival, health, nutrition, education, standard of living, protection and self-expression, at all times and in all circumstances. Social and emotional learning ensures that children acquire and effectively apply the knowledge, attitudes, and skills necessary to understand and manage emotions, set and achieve positive goals, feel and show empathy for others, establish and maintain positive relationships, and make responsible decisions.

policy frameworks that foresee long-term and child-friendly durable solutions. These national-level provisions are included either in comprehensive IDP policies, or within education policies, and range from the creation of alternative education programmes with multiple flexible pathways to the formal education system to direct integration of children in government schools. Examples of community actors improving education quality for internally displaced children are also included.

#### NON-FORMAL EDUCATION

Non-formal education is an addition, alternative and/or complement to formal education within the process of the lifelong learning of individuals. It is often provided to guarantee the right of access to education for all. It caters to people of all ages but does not necessarily apply a continuous pathway-structure; it may be short in duration and/or low-intensity, and it is typically provided in the form of short courses, workshops or seminars. Non-formal education mostly leads to qualifications that are not recognised as formal or equivalent to formal qualifications by the relevant national or sub-national education authorities or to no qualifications at all. Non-formal education can cover programmes contributing to adult and youth literacy and education for out-of school children, as well as programmes on life skills, work skills, and social or cultural development.<sup>16</sup>

### MAIN FINDINGS

The following findings and recommendations have been synthesised from the country case studies in this report. In support of the wishes of internally displaced populations, we call upon the *High-Level Panel on Internal Displacement* to consider and take up these recommendations in its final report to the Secretary General to ensure that the education and wellbeing needs of internally displaced children are urgently acted upon. We will not reach Sustainable Development Goal 4 by 2030 unless internally displaced children are included. See more detail on these in the recommendations section.

- Education is an essential element of durable solutions for internally displaced children. It 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 and in the long term, quality education benefits the societies in which forcibly displaced children have sought safety, including reducing conflict and instability.
- 2. The lack of importance some states and members of the international community have historically accorded to education in internally displaced contexts, starkly contrasts with the value that internally displaced children and parents place on it.
- 3. Sustained government investment and leadership in **flexible education programmes and pathways into the formal education system** is required to address the complex needs of internally displaced children.
- 4. Direct and quick inclusion of internally displaced children into the national education system can lead to greater integration with host communities. However, development of legal and policy frameworks does not automatically constitute the fulfilment of the right to education due to issues with implementation and other barriers to education, including poverty.

- 5. Governments should develop or strengthen national frameworks to include **internally displaced teachers in national education** workforces and support all teacher's wellbeing, their professional development and certification.
- 6. Givernments should increase provision of protection, mental health and psychosocial support services in alternative education programmes and in schools and target the most marginalised who may have intersecting vulnerabilities.
- 7. Civil society organisations and communities can play a critical role in education provision for IDPs when the state is not able to. Community-Based Education can be an alternative pathway to delivering quality education to internally displaced children while the states capacity to include IDPs in the national education system is strengthened.
- 8. All countries should **endorse and implement the Safe Schools Declaration** and the accompanying Guidelines, and take practical action to protect schools, students and staff from attack and military use.
- 9. While it is recognised that **including IDPs in planning and decision-making processes is essential** for a quality and accountable response, how this is done and how children are involved varies across contexts, and needs to be better systematised.
- 10. States rely too heavily on humanitarian agencies to respond to education needs of IDPs long into their displacement. States should work with humanitarian agencies to transition responsibility for education provision to the national education systems in a timely way that increase sustainability in the long-term.
- States with IDPs, with support from donors, international agencies and the private sector, should roll out Open Education Management Information Systems to collect education data for internally displaced children.
- 12. Internally displaced children must be included in responses to additional crises, including the current COVID-19 pandemic.

## Afghanistan

## Internal displacement at a glance

- 3 million IDPs as of 2019<sup>17</sup> with almost half of its population under 15 years of age.<sup>18</sup> 75% of the 3.7 million out-of-school children in Afghanistan are girls.<sup>19</sup> Only 1% of children attend early childhood education.<sup>20</sup>
- Most families have experienced displacement at least once in their lives. Internal displacement, rural-urban migration, a fast-growing population, under-investment and attacks on schools have severely strained the education system.<sup>21</sup>

## **Relevant policies**

National IDP Policy (2014), Policy Framework for Returnees and IDPs (2017), Afghanistan National Peace and Development Framework (2017), National Education Strategic Plan (2017–2021), Community-Based Education Policy (2018), Law on Protection of Child Rights (2019), Girls' Education Policy (2020), Law on the Protection of Child Rights (2019)

### Main education provisions for IDPs include

- Establishment of schools in IDPs' areas and dormitory facilities for internally displaced children pursuing secondary education. Improvement of school infrastructure. Investment in capacity building efforts prioritising IDPs in underserved areas.
- Strategy to recruit female teachers to public schools in rural areas where most IDPs live.
- Community-based education for IDP children, as a part of the formal education system, is a medium-term solution to enrolment in public schooling.

## **Remaining challenges include**

- Lack of financial and technical capacity and political instability impede implementation of policies targeting IDPs' education: lack of disaggregated data, low school capacity, lack of water and sanitation facilities, few female teachers, discrimination by teachers and peers, lack of overall investment in education. Reluctance from certain government sectors to acknowledge and address internal displacement related issues.
- Funding, ownership and capacity concerns around Community Based Education: government lacks capacity to take financial responsibility of community-based schools, relying on civil society and humanitarian agencies to support them.

#### LEGAL AND POLICY FRAMEWORKS FOR IDPs

Afghanistan's IDP framework aligns with national and international standards reflected in the UN Guiding Principles on Internal Displacement. The National IDP Policy (2014)<sup>22</sup> includes promising provisions for internally displaced children's integration into the national education system, including a constitutional mandate to provide free education to all Afghan children. It also stipulates that no internally displaced student be denied access to school due to lack of school records. The policy requires local schools be established in areas where IDPs live and include dormitory facilities for internally displaced children to continue their secondary education.

The policy aims to increase the number of classrooms, expand capacity-building efforts for teachers, prioritise internally displaced teachers in underserved, remote areas, or informal settlements and share information on education services with IDPs. The policy commits to increasing the number of female teachers and training them to teach displaced children. It requires schools to do everything possible to accommodate the needs of internally displaced children with disabilities and to reduce barriers preventing girls from attending school. Finally, it stresses inclusion of IDPs in decision-making processes in all matters affecting them and in local capacity building efforts.

In compliance with conditions set out by the National IDP Policy, the National Education Strategic Plan (NESP) emphasises developing strategies for the continuation of education during emergencies,<sup>23</sup> though this requires NGO support. The Afghanistan National Peace and Development Framework commits to finding solutions for IDPs and returnees as a vital part of the national development strategy.<sup>24</sup>

Girls in Taliban controlled areas are largely out of reach. The government consistently expresses its commitment to increasing access for and retention of girls.<sup>25</sup> The Girls Education Policy<sup>26</sup> is one such commitment. Though it is not specific to IDPs, it declares that attention to girls' education be embedded in Ministry of Education provisions. For example, the NESP proposes a "best available" strategy for the recruitment of female teaching staff in rural areas, where many IDPs live and where a shortage of female teachers discourages parents from sending girls to school.<sup>27</sup>

#### COMMUNITY-BASED EDUCATION AS A NATIONAL EDUCATION POLICY

Community-Based Education (CBE) is the main method to meet supply-side education constraints. CBE consists of Community-Based Classes (CBC) and Accelerated Learning Programmes (ALP). Although not specific to internally displaced children, CBE serves the hardest to reach and most vulnerable communities. CBE is projectbased and delivered by NGOs who, together with community partners, share responsibility for the provision of schooling for around 400,000 children annually.<sup>28</sup> Ultimately, the Ministry of Education's intends to make CBE government-owned, which would allow for their inclusion in the national budget.<sup>29</sup> CBE guidelines require partners to follow Afghanistan's national curriculum and use official textbooks. Testing and certification for CBE students is the same as in formal schools, which ensures the Ministry of Education recognises all students' credentials. Furthermore, the policy anticipates additional budget allowances from the government for emergency contexts that include displaced populations.

In recent years, NGOs have implemented multiple large-scale CBE programmes designed to support the establishment of new schools, which the government would subsequently adopt and fund. However, CBE is rarely managed by the government, which cannot take financial responsibility for them. Instead, the government continues to rely heavily on off-budget funding to support programming. Although the policy environment recognises CBE as part of the formal education system, there are no dedicated, on-budget CBE management positions in the Ministry of Education. There is also a lack of tracking data to verify whether students are continuing education and limited integration of CBE data into the national education database.<sup>30</sup> Although the policy foundation is in place, funding and ownership concerns need to be addressed and system capacity developed.

CBE has effectively increased basic education supply and succeeded in increasing enrolment, specifically for girls and children in remote areas.<sup>31</sup> Nevertheless, transition into the state system may be unviable for many students.<sup>32</sup> For instance, in the case of ALCs, early marriage is a significant factor affecting dropout rates during the lengthy and complicated transition period during which CBE students enrol in local formal schools. On the other hand, formal schools face insufficient absorption capacity, lack female teachers or are located too far away for students to attend. Even if students transition into the formal system, they may not remain.

Data from Children in Crisis-implemented CBE programmes involving internally displaced children in Kabul show less than two-thirds of students remained enrolled 18 months after they re-entered the formal schooling system. This is due to a combination of factors. 97% of IDP and returnee families in these settlements live under the poverty line, and many depend on child labour. Ancillary costs of education are an unaffordable burden to these households. This mostly affects older internally displaced children. In urban schools, data suggests many internally displaced children face discrimination by teachers and peers due to ethnicity and for speaking a different language or dialect.<sup>33</sup> Although not a verified direct cause, this can be a demotivating factor.

While the government highlights the critical role of ALCs and CBCs to meet supply-side constraints, it is yet to be seen how these alternatives respond to the challenges of low-quality education, as well as economic hardship and child marriage, which are known to increase dropout rates. Implementing partners have found the Government's lack of flexibility around CBE guidelines limits project adaptation.<sup>34</sup> Steps should be taken to codify the differences between CBE for development purposes and CBE for education in emergency purposes so that the policy's flexibility is clearly understood by government partners.

### FROM POLICIES TO ACTION: UNMET PROMISES

Lack of financial and technical capacity and political instability impedes implementation of many of the above policies.<sup>35</sup> Ministries are under-resourced and a lack of political will permeates relevant government sectors.<sup>36</sup> The government's policy on internal displacement tasks several line ministries, including the Ministry of Education, with developing programmes and allocating budget specifically for displaced people. However, key informants mentioned this has yet to happen. In 2016, Amnesty International found that many IDPs did not know the policy existed two years after its roll out and in that timeframe the situation has worsened for many. Likewise, a Ministry of Education official affirmed that they have not received requests from the central government to provide schools for IDPs.<sup>37</sup>

The Education Joint Sector Review<sup>38</sup> is a Ministry of Education-led process that reviews the progress of programmes. The latest review underlines schools' lack of capacity to enrol additional children. Internally displaced children continue to struggle to obtain a *tazkera* (national identification document), which is only issued in a citizen's home province and is required to enrol in school, as it may be too dangerous for them to return. Economic hardship which may include child labour as a negative coping mechanism, and the costs of schooling also continue to prevent internally displaced children from entering or completing school. Even though internally displaced children fall in multiple categories of exclusion as identified by the government,<sup>39</sup> education provision in informal settlements has been inadequate. Education in high IDP-concentrated areas relies heavily on short-to-medium term humanitarian aid delivered through NGOs.

Accurate data on the number of internally displaced children with disabilities and their education situation is not available. However, estimates suggest there are around 800,000 children with special needs in Afghanistan, 95% of whom are deprived of education programmes<sup>40</sup> due in part to inadequate infrastructure and teacher capacity. The situation remains worrying for girls. An assessment showed that in 91% of settlements in hard-to-reach areas, most girls aged 6–17 could not attend school in 2019 because of barriers such as inadequate WASH facilities, distance or safety concerns, even if schools are located within walking distance.<sup>41</sup> The lack of provisions for psychosocial support to displacement-affected pupils is also alarming.

Lack of disaggregated and accurate data on IDP education further hinders the government's capacity to plan, implement and deliver education services.<sup>42</sup> Moreover, displacement dynamics have a direct effect on the Ministry of Education's policy and planning. For example, IDPs who are displaced multiple times may be registered in multiple locations making data inaccurate, which impedes efforts to target funding allocations. More and better-quality disaggregated data should be collected through the EMIS and be subject to a specific nationwide study to identify promising areas for policymaking.

#### INTERNATIONAL FUNDING

Since 2011, the **Global Partnership for Education** (GPE) has provided US\$155.7 million in grants to support the Government of Afghanistan in making education more accessible for children – especially girls – in remote and insecure areas. These improvements are made through CBE and training for female teachers. Going forward GPE's support will be integrated into the World Bankadministered Afghanistan Reconstruction Trust Fund to make donor support more coordinated. In response to the pandemic GPE provided an additional US\$11 million to UNICEF to deliver a range of interventions, including supporting **accelerated and remedial "make-up" classes** for students who have fallen below their grade level, with special attention to IDPs and other at-risk students and recruiting and deploying volunteer teachers, particularly women.<sup>43</sup>

In 2019, **Education Cannot Wait** (ECW) launched a *Multi-Year Resilience Programme* which included targeting the most vulnerable children in Afghanistan, with a particular focus on girls, internally displaced children, and returnee communities. ECW and the Government of Sweden provided the seed funding (US\$12 million from ECW and US\$10 million from Sweden). This initiative builds on ECW's initial 2017 *First Emergency Response* investment of US\$3.4 million, which provided community-based education and recruited, supplied and trained teachers.<sup>44</sup>

#### STEPS TOWARDS AFGHAN GIRLS' SUCCESS II, AFGHANISTAN (2017–2021)

Save the Children's Steps Towards Afghan Girls' Success (STAGES) II project (2017–2021) delivers community-based education (CBE) to marginalised girls in 16 provinces. STAGES II aims to contribute to the learning and transition of 22,731 girls enrolled in primary- and lowersecondary community-based education and accelerated learning programmes, with a focus on girls with disabilities, girls who do not speak the language of instruction and girls from poor households. Project activities include training of teachers in community-based education and government schools, support and training of school management councils, renovation of classrooms and provision of school equipment, facilities, infrastructure and learning resources,

provision of female teacher apprenticeships, and flexible school grants. In addition, through the *Girls Learning to Teach* project, adolescent girls were supported to apprentice as teachers for CBE classes to increase girls' enrolment.

In its final year of implementation, STAGES II has contributed to improved self-confidence in enrolled girls. Findings from the STAGES I (2013– 2017) evaluation found that the programme made a significant contribution to enrolling girls in school, supporting their learning, retention and attendance, building the professional capacity of teachers, increasing community acceptance of and support for girls' education and mobilising in-kind community funds.



Students at Omid Abad boy's school in Jalalabad, Afghanistan. The school has accommodated an extra 64 students who returned from Pakistan in 2016 with their families following a tightening of regulations in Pakistan. The school is struggling to cope with the extra students, and has no electricity, no running water and no toilets. Most classes are carried out in tents. Two grades take place out in the open because there are not enough tents.

## Colombia

## Internal displacement at a glance

- 5,576,000 IDPs as of 2019. Colombia also hosts around 1.8 million Venezuelan refugees and migrants.<sup>45</sup>
- Displacements continue to be caused by violence from certain groups that expand their territorial control, despite 2016's landmark peace agreements.<sup>46</sup>
- Colombia's education sector has suffered the consequences of conflict and violence, widening inequality between rural and urban education sectors. Children and youth constitute the largest group of people displaced by conflict and violence in Colombia.<sup>47</sup>

## **Relevant policies**

Law 387 (1997), Decree 2562 (2001), Law 1448 (2011), the Strategic Plan for the Management of Conflict-Affected Displaced Populations (1999), the Education Sector Plans 2002–2006 and 2006–2016, Guidelines for the Educational Provision of Vulnerable Populations (2005).

### Main education provisions for IDPs include

- Return, relocation, or resettlement sites should provide education to internally displaced children and local authorities should guarantee a place for them in educational establishments. Receiving municipalities must train teachers to adapt to internally displaced children's learning needs. Flexible educational models were developed to provide access to formal education.
- IDPs' enrolment rates increased as they were able to access education once settled in urban areas. These solutions have allowed for internally displaced children to enter the formal education system and integrate them into host communities.

## **Remaining challenges include**

- Slow implementation of the government education response many years after internal displacement commenced. Multiple budgets, planning and logistics issues affect implementation of flexible models.
- Gender blind policy instruments on IDPs, which is especially troubling in a country where conflict and gender dynamics are highly intertwined.
- Children continue to face barriers such as ancillary costs of education, and school fees are still being charged by some institutions. Conflict and violence continue to cause repeated displacement, increasing school dropouts. Increasing levels of xenophobia also affects children's access to education.
- Schools remain closed due to the COVID-19 pandemic, with displaced and migrant children often impacted more than other children.

#### COLOMBIA'S LEGISLATIVE AND JUDICIAL FRAMEWORK FOR EDUCATION FOR INTERNALLY DISPLACED EDUCATION

Colombia's IDP-specific public policies are relatively recent despite several decades of acute internal displacement. **Still, these policies constitute one of the more comprehensive legal frameworks on internal displacement.**<sup>48</sup> The national government mandated *Red de Solidaridad Social* (RSS) to coordinate the *National System of Assistance to the Population Displaced by Violence*<sup>49</sup> and in 2000, the RSS and the Ministry of National Education directed education secretaries to offer free education services to IDPs regardless of age, education level or documentation.<sup>50</sup>

The Strategic Plan for the Management of Displaced Populations<sup>51</sup> stipulates IDPs be allowed into local educational institutions and that municipalities train teachers to adapt to internally displaced children's learning needs, including psychosocial support. District-level education secretaries are also tasked with providing children affected by the conflict with school materials and uniforms for at least one academic year. Under Decree 2562 (2001) return and relocation sites and national and local authorities are expected to provide education services to internally displaced children and a place in educational establishments upon return or relocation.<sup>52</sup>

The Education Sector Plans 2002-2006 and 2006–2016<sup>53</sup> were critical to developing this framework. Together they recognise the risk of exclusion faced by children affected by violence, including IDPs, children with disabilities and those from ethnic minorities. The Ministry of National Education commits to supporting local authorities in identifying vulnerable populations, identifying, developing and implementing flexible educational models and building school administrators and teachers' capacity. The Policy Guidelines for the Educational Provision of Vulnerable Populations<sup>54</sup> calls for adapting responses to local needs and encourages participation from IDPs, civil society, and other community structures. The current Education Sector Plan (2016-2026) does not reference IDPs, as internal displacement is less politically salient now. However, the instruments above led to the flexible models in place today.

### COLOMBIA'S FLEXIBLE MODELS: REACHING THE MOST VULNERABLE

Flexible models are crucial for providing internally displaced children with access to formal education.<sup>55</sup> One such model is Escuela Nueva, which provides basic education to rural and remote populations including returnees through multi-grade teaching. Escuela Nueva now serves IDPs in urban areas through learning circles,<sup>56</sup> which allow children and adolescents, including displaced Venezuelans, to transition to the school system.<sup>57</sup> Originally adopted by IOM and the NGO Fundación Escuela Nueva (FEN) with the approval of the Ministry of National Education, the learning circles model was piloted with local education authorities in several municipalities.<sup>58</sup> After positive results in 2008, the Ministry adopted learning circles as a flexible educational model within its IDP education policy. FEN has since trained government operators to replicate and expand the programme.

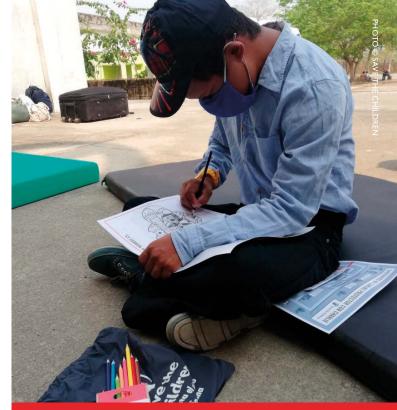
Learning circles have flexible curriculums and timeframes – children can enter any time during the academic year. Students take an active role in the learning circle's pedagogical, psychosocial and community processes and completion guarantees students a place in a formal school. Learning circles' community component plays a fundamental role in integration. For example, in the city of Pasto, local action boards, associations of IDPs and other community structures contributed decisively to implementing the education strategy.

Accelerated Learning (ALM) and Caminar en Secundaria (walk-in secondary school) are crucial to providing education to IDPs who have lost years of schooling. Originally developed in Brazil for over-aged and out of school children, Colombia adapted ALM in 2000 through partnerships with education secretariats, unions, foundations and NGOs. Implementation took place in urban areas such as Bogotá and Medellín, which have historically hosted the largest amounts of IDPs. It covers the first five grades of basic education, with themes adapted for children and youth ages 10 to 15.59 Studies show that Bogotá's local policy of free education for internally displaced children was essential for children and young people to take part in ALM, as families could not afford educational expenses.<sup>60</sup> Similarly, Caminar en Secundaria targets over-aged students in secondary education, as well as those who have dropped out, with the purpose of assisting IDPs' return and retention.

#### BALANCING PROGRESS

From a supply-side perspective, frequent transfer of trained teachers, particularly those working in remote areas, can disrupt relationships with students. The above models face limitations around budgets, planning and logistics and local education authorities are largely not supportive of evaluating the models. Most programme design occurs at the national level where the education needs of IDPs may be perceived differently than by local authorities who tend to adopt a less top-down approach. Demand-side challenges are linked to children needing to work to support the household income, as well as repeated displacement and increased school dropouts.<sup>61</sup> In 2015, the Judicial Court recognised the gap between rural and urban education as a cause of low academic performance and learning difficulties among internally displaced children and adolescents coming from rural areas because of the lack of resources and lower quality teaching in rural areas.62

The solutions highlighted in this case study were mostly created between 2000 and 2007, a time of peak internal displacement. Key informants note those flexible models are still in use and have been successful in bringing over-aged internally displaced children into the national education system. **Although concrete data on the number of internally displaced children who have benefitted from flexible models is lacking, the literature points to increased access to education for these populations.**<sup>63</sup> A recent study on internal displacement in Colombia found that children able to attend school were satisfied



Delivery of school kits during COVID-19 schools closures to migrant families from Venezuela in Colombia.

with the quality of education and that education challenges were more acute in areas of origin, usually rural areas.<sup>64</sup> These solutions present a promising opportunity to integrate children into the formal education system and their families into host communities. Despite Colombia's success in including IDPs in the national education system, the government has acknowledged significant data gaps. Moreover, Colombia's policy instruments on IDPs are often gender blind, which is troubling in a country where conflict and gender dynamics are highly intertwined.

### SAVE THE CHILDREN'S EDUCATION RESPONSE FOR INTERNALLY DISPLACED CHILDREN IN NARIÑO DEPARTMENT, IN TUMACO AND EL CHARCO

Save the Children's IDP response is integrated into our response to refugees and migrants from Venezuela, which are adapted to each context and integrate protection. We use child friendly spaces and schools to provide education and protection activities. Our education activities focus on literacy, numeracy, and social emotional learning. We mainly work with internally displaced children who already attend school to support retention. In areas where the quality of education is low, we do teacher professional development. We have an agreement with Colombia's National University and use their on-line platform to provide on-line and certified training for teachers. We work across the eco-system that surrounds the child, including activities with parents such as podcasts and sessions on positive parenting.

## Somalia

## Internal displacement at a glance

- 2.9 million IDPs as of 2021, with at least 108,000 school-aged children displaced as of 2019.
- Approximately 91,821 Somali refugees have returned to Somalia between 2014 and 2020.<sup>65</sup> Many IDPs have faced multiple displacements, and the large majority are in protracted displacement. At least 80% of IDPs live in urban or peri-urban areas.<sup>66</sup>
- Causes of displacement are complex, with conflict and insecurity intertwined with effects of drought and associated impacts such as lack of livelihoods, access to humanitarian support, etc.

## **Relevant policies**

Durable Solutions Initiative (2016), Djibouti Declaration on Refugee Education (2017), Somalia's Recovery and Resilience Framework (2018), National Policy on Refugee, Returnees and IDPs (2019), National Development Plan (NDP) 2020–2024.

## Main education provisions for IDPs include

- All policy instruments emphasise education as necessary to achieving durable solutions for IDPs. Instruments pledge to re-establish a functional, accessible, and affordable education system. Commitment to strengthening the resilience of education systems and tackle structural barriers preventing internally displaced children from accessing education.
- Community Education Committees (CECs) play a key role in advocating for access to quality education for the most marginalised children, including IDPs and returnees.

## **Remaining challenges include**

- Education is not free in Somalia and is mostly private. Internally displaced children face a myriad of obstacles to access and remain in education. Not all IDP camps have schools in them or nearby, and schools in camps are often overcrowded. Urban and peri-urban areas do not have enough schools to absorb all internally displaced children.
- Regional governments lack the technical and financial capacity to implement, most provisions remain largely unmaterialised. Evictions leading to the dismantling of schools set up by communities or private actors in IDP settlements prevent children from accessing school.

Local and international NGOs and the private sector, as well as Community Education Committees (CECs), community-based organisations (CBOs), and religious groups mostly support Somalia's education sector. However, some government schools are in Southern State, with plans to build more in 2021, though resources are not yet in place. Education financing in Somalia involves partnerships between the government and the communities who finance the school staff salaries, infrastructure and services.<sup>67</sup>

The absence of government resulted in many uncertified teachers. In rural IDP contexts the few trained teachers received their training from NGOs. In Somaliland, the Global Partnership for Education supported a teacher training college that enrolled 1,500 teacher trainees; in Puntland there is a private teacher training college. While Southern State has a national university, teacher training lacks support, and teachers are trained by NGOs.

The Federal Government of Somalia places an emphasis on including IDPs in public services as a matter of development policy. Such policies are in line with the *Durable Solutions Initiative*, launched in 2016 by the Federal Government and the UN's Resident and Humanitarian Coordinator. This Initiative is a state-led and community-focused process that supports governments in building durable solutions for communities affected by displacement by providing a collective framework in support of Somalia's *National Development Plan*. It also promotes harmonisation of durable solutions approaches and programming in Somalia through policy dialogue, coordination and programme implementation.<sup>68</sup>

Somalia's Recovery and Resilience Framework,<sup>69</sup> National Policy on Refugees, Returnees and IDPs<sup>70</sup> and the National Development Plan (NDP) 2020–2024<sup>71</sup> **all emphasise education as necessary to achieving durable solutions for IDPs**. Somalia has also signed the Djibouti Declaration on Refugee Education (2017), which is a non-binding instrument that commits states to delivering quality education and inclusion of refugee and returnee populations in national education systems.<sup>72</sup> However, a large gap remains between the ambitious aims of those policies and the Federal Government and federal member states ability to implement them.

#### POLICY FRAMEWORKS FOR EDUCATION FOR INTERNALLY DISPLACED CHILDREN

Somalia's 2019 IDP policy commits to providing basic services to all IDPs and pledges to re-establish a functional, accessible, and affordable education system. It does not however require that education be free. The NDP provides a basis for an integrated and whole-of-government approach and recognises IDPs as one of Somalia's most vulnerable groups. Pillar 4 of the NDP focuses on improving access to essential services and calls for appropriate urban planning to deliver education as many IDPs settle in urban areas. The Education Sector Strategic Plan 2018–2021<sup>73</sup> commits to strengthening education systems' resilience and tackling structural barriers preventing internally displaced children from accessing education. It also proposes to allocate greater funding to support households where there is risk of children dropping out due to financial constraints.

Puntland's 2014 IDP policy commits to providing IDPs with equitable access to durable solutions. The policy pledges to eliminate administrative obstacles that limit access to free education for internally displaced children, although provisions are quite generic, and the policy does not indicate how to address such obstacles.<sup>74</sup> As per Puntland's 2016 Education Sector Assessment, IDPs access primary education mostly through the non-formal sector, while accessing secondary education is an enormous challenge for most IDPs. The assessment suggests that school fees (typically around US\$200 per year) discourage IDPs from transitioning to secondary school. The assessment also notes the educational situation of IDPs is limited, partly due to the lack of data on IDPs and other marginalised groups in the Education Management Information System.

The Banaadir region developed its IDP policy in 2019. Located in the Federal Government, the Banaadir region includes Somalia's capital city, Mogadishu, which hosts many IDPs. In line with the NDP and the national IDP policy, Banaadir's authorities have committed to enhancing the absorption capacity of basic services for IDPs and returnees. They have also pledged to create an education strategy addressing this population's needs and proposed an education allowance for internally displaced children to help overcome financial obstacles.<sup>75</sup> Limited capacity at the Federal and local levels has left the provisions above largely unmaterialised. Instead, Community Education Committees (CECs) play a key role in advocating for access to quality education for the most marginalised children.

#### BRINGING EDUCATION CLOSER TO IDPs: THE ROLE OF COMMUNITY EDUCATION COMMITTEES

The daily task of running schools falls mainly to CECs, which are present in almost all schools. CECs are comprised of volunteers, mostly parents who assume responsibility for school management and administration. Communities elect these volunteers in open meetings and the school's head teacher is usually the Committee secretary. Their capacities vary across the country, with strong programmes in Puntland and Somaliland. Committees perform a range of activities from mediating disputes to fundraising. Key informants report that Committees work hard to include the most underprivileged students in the schools they support. CECs' role in channelling IDPs' education concerns to authorities has occasionally made them brokers between communities and authorities.

Through community-mobilisation campaigns CECs raise awareness on education among internally displaced families. Such campaigns include visiting IDP camps to encourage school enrolment and sharing information about local education services.<sup>76</sup> They also check up on students with inconsistent attendance and work with families to ensure children stay engaged in school.<sup>77</sup> The extent to which women, people with disabilities and young people are represented in CECs and their level of participation in decision-making are not well documented. In 2020 the government harmonised CEC trainings and are developing criteria. Somaliland in particular is making progress on this.

While CECs get small funding grants they generally do not manage funds, as they do not have capacity. Funds are instead managed by INGOs or the community.

#### **REMAINING CHALLENGES**

To ease restrictions in accessing school, the Federal Government created a unique registration number for all children, valid for any school in which the child chooses to register. **Despite this**, the number of internally displaced children accessing formal education remains unknown. In practice, internally displaced children face myriad obstacles to accessing and remaining in education. For instance, not all IDP camps have schools in them or nearby. The schools that do exist are often overcrowded and can only accommodate a small number of newly arrived children. Moreover, the urban areas where most IDPs live do not have enough schools to absorb all internally displaced children. Key informants highlighted the temporary, project-based nature of learning centres in camps, with teachers moving from camp to camp as projects occur. The Puntland government provides incentives to teachers working in schools accommodating internally displaced children, to motivate and supplement the income of those working in remote, emergency-affected areas. However, such interventions are not enough to meet the high demand for education.<sup>78</sup>

Land tenure plays an important role in internal displacement. **Schools built in IDP settlements are often subject to evictions.** Such evictions in turn add to protection concerns and increase the risk of secondary displacement. In Kismayo, the government supports some IDP communities in acquiring land to establish schools.<sup>79</sup>

School fees are often unaffordable for both **IDPs and host communities.** With support from local and international NGOs, many schools offer free meals, which provides an additional incentive for families to send their children to school. However, such programmes cannot fully cover the needs of both internally displaced children and host children living in poverty. To guarantee the success of the Durable Solution Initiative the government must promote more inclusive dialogue with civil society and community groups such as CECs and support existing education solutions on the ground. Where state presence in education is low, CECs could play a critical role in the identification and placement of internally displaced children, as well as in assessing educational needs. Continued support and inclusion in decision-making processes is necessary for these committees to increase their effectiveness.

**Communities' role in financing education has played a role in reducing the perceived need for increased government spending.** As education is not free in Somalia, increased state spending on education to reduce communities' financial burden is essential. Any IDP-oriented policy must also address livelihoods in order to guarantee children are not required to work and can focus on their education. Displaced children face many barriers to accessing education, including inability to afford school uniforms, evictions and unwelcoming teachers. Key informants say community mobilisation is the best way to address these barriers.

#### INTERNATIONAL FUNDING

The Global Partnership for Education (GPE) funds education in Somalia, Puntland and Somaliland. Save the Children is responsible for grants in Somalia (US\$25,850,000) and Somaliland (US\$24,616,000). These grants aim to improve equitable access, increase enrolment in primary schools, improve pedagogical skills in teachers and establish an efficient monitoring system. IDPs are among the marginalised groups it addresses. UNICEF manages \$14.43 million in grants for Puntland. These focus on promoting equity for the most socially excluded children, prioritising quality teaching and learning outcomes, and improving the education system's effectiveness and accountability.

In 2020, the GPE provided grants to support the COVID-19 response (US\$5.4 million to the Federal Government, US\$1.3 million to Puntland, US\$2.2 million to Somaliland). The funding is being used to provide teaching materials and incentives to teachers, train teachers in psychosocial responses and develop distance learning tools, including for children in hard-to-reach places. The GPE also provides internally displaced and rural children with radios that can run without electricity. The community is expected to continue using these radios once the pandemic subsides.<sup>80</sup>

In 2019, Education Cannot Wait launched a two-year Multi-Year Resilience Programme worth US\$14 million in the Federal Government of Somalia, Somaliland, and Puntland. The three programmes focus on increasing equitable access to quality education, providing safe learning environments and ensuring retention and improved learning outcomes for 583,000 of the most vulnerable girls and boys, with displaced, returnee and host community children specifically targeted. Activities include the rehabilitation of schools, school-feeding programmes, psychosocial support, alternative basic education and teaching and learning materials.<sup>81</sup>

#### SAVE THE CHILDREN'S EDUCATION RESPONSE FOR INTERNALLY DISPLACED CHILDREN IN SOMALIA

Save the Children has been implementing education programmes in Somalia/Somaliland for the last two decades and is currently working in Puntland, Somaliland and South Central. We seek to integrate education with other programmes that we are implementing, like child protection, child rights governance, school health/nutrition, as well as child-centred risk reduction in order to bring about a meaningful impact on children's lives. Through our education projects, we help build and renovate schools, provide teaching and learning materials, train teachers, and build the capacity of the Ministries of Education in Somalia/ Somaliland to help promote policy development and management of the education system. To reach the marginalised children of pastoralist communities, urban working children, girls, children with disabilities and children in IDP settlements, Save the Children has initiated and developed an Alternative Basic Education (ABE) approach flexible enough to fit to the time children are free and parents are willing to send their children to schools. Hence, the programme offers an opportunity for children to obtain their education without compromising the support to their families through earning an income or looking after livestock. Through Formal and Non-formal ABE, Save the Children has enrolled 52,595 children (45.9% girls) in 295 schools in Somalia/Somaliland since 2012 and over 80% of these children were retained and completed their primary education.



A classroom with internally displaced students in Somalia. More than 1.5 million people have become internally displaced in Somalia since November 2016 as a result of drought, conflict and flooding.

## Ukraine

### Internal displacement at a glance

- At least 730,000 IDPs have been registered in government-controlled areas, including 200,000 children since the beginning of the conflict. Displacement has gradually become protracted, as prospects for the conflict being resolved are nowhere in sight.<sup>82</sup>
- There has been a decrease in displacement since the biggest influx in 2015, but IDPs continue to see their vulnerabilities increase, with challenges to finding affordable accommodation or documentation needed to search for employment opportunities.<sup>83</sup>
- IDP families are disproportionately affected by economic decline and in turn this limits their capacity to afford education.

## **Relevant policies**

Act Securing the Rights and Freedoms of Internally Displaced Persons (2014 and amended in 2015), Plan for Measures to Implement the Internally Displaced Person Integration Strategy and Long-Term Measures concerning Internal Displacement in the period up until 2020 (2018).

## Main education provisions for IDPs include

- Equal access to education for IDPs should be guaranteed and financed by national and local authorities.
- Allocation of additional places for IDPs in pre-school, primary and secondary education, as well as the provision of financial support for IDP's education (including higher education) and free meals. Educational materials, including access to online versions of textbooks, manuals and didactic materials for all education levels in line are provided to all students.
- Policies demand no distinction be made for admission procedures and it also underlines the need to reintegrate teaching staff from areas outside the government's control. A system of electronic certificates was put in place for schools in areas outside of government control to share with school where internally displaced children wished to register. Schools are obliged to accept such requests.

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### **Remaining challenges include**

- The lack of clarity around different ministries' mandates is linked to inefficient implementation of policies. The education system in Ukraine is highly decentralised, and local authorities struggled to cope with the large number of IDPs that arrived at the onset of the conflict.
- There is silence around gender, disabilities and minority groups. Lack of mental health and psychosocial support. Quality of teaching depends on the area and language barriers.

## UKRAINE'S LEGAL FRAMEWORK FOR IDPs AND EDUCATION PROVISIONS

The Ukraine government took multiple measures to assist and protect IDPs shortly after the start of the conflict in eastern Ukraine, including adopting a set of laws and policies supporting the work of local governments. The Act Securing the Rights and Freedoms of Internally Displaced Persons (2014)<sup>84</sup> was the first major piece of legislation designed to address internal displacement. Its effect was limited in that it only guaranteed IDPs' right to return to their places of origin once the causes of displacement ceased. In 2015, the Act was amended to ensure IDPs' access to health care and education.<sup>85</sup>

The 2015 Comprehensive Scheme mandated ministries and local authorities provide support to IDPs and guarantee their integration into host communities,<sup>86</sup> evidencing a shift from the earlier return-oriented 2014 Act. The Plan for Measures to Implement the Internally Displaced Person Integration Strategy and Long-Term Measures concerning Internal Displacement in the period up until 2020<sup>87</sup> seeks to facilitate reintegration and long-term solutions while fostering a whole-of-government approach.

The government recognises the crucial role education plays in integrating IDPs and has committed to reducing the burden on host communities. Hence, the laws pledge equal access to education for all children, including IDPs, guaranteed and financed by national and local authorities. Furthermore, required by law is the allocation of additional places for IDPs in pre-school, primary and secondary education, including the provision of financial support for IDP's education such as free meals,<sup>88</sup> free supply of educational materials, access to online versions of textbooks, manuals and didactic materials for all education levels.

The distance learning component of the policy applies mostly to children living in non-governmentcontrolled areas, as the government has been proactive in making sure students outside of its area of control can access education. It demands no distinction be made for admission procedures and underlines the need to reintegrate teaching staff from areas outside the government's control.

The UN Special Rapporteur on IDP's 2015 country report on Ukraine found most school-aged IDPs could continue their education by registering in local schools at the beginning of the school year after obtaining the temporary registration status. However, it also noted that some parents were not sending their children to school due to expectations of a rapid return to their places of origin. The report also showed that the Ministry of Education and Science prepared and disseminated guidance to regional education authorities.<sup>89</sup> A 2016 study by UNICEF found the Ministry of Education and Science and local administrations resolved the issue of missing documentation by requesting schools accept internally displaced children regardless of documentation. In practice, schools in government-controlled areas can request schools outside government control provide e-certificates. Schools are obliged to accept such requests. The report also notes there are no significant gender imbalances related to accessing

education and that school attendance depended more on the internally displaced family's financial status than the child's age or gender.<sup>90</sup>

Key informants confirmed all internally displaced children aged 3–6 were prioritised for pre-school enrolment. Moreover, the government created a system for schools to record the number of IDPs enrolled, allowing for good data collection. The *Unified Information Database* is another tool designed by the Ukrainian government to register IDPs. The database includes an extensive record of personal data relevant to the IDPs' particular needs, including information concerning their education, their children and their place of study.<sup>91</sup> Despite the database's success in identifying the scale and scope of IDPs' needs, some do not register for reasons ranging from technical issues to avoiding conscription. Local authorities play an important role in providing IDPs with emergency accommodation, temporary shelter, and access to services, including education. Over time, local authorities and communities have absorbed IDPs, with half of IDPs stating they feel integrated into their host communities.<sup>92</sup> Provision of primary education and basic medical assistance is critical to these processes. The displacement crisis also created large-scale mobilisation from civil society actors to support IDPs. For instance, host communities in Luhansk organised an initiative called "Collect a school bag for a friend" which assisted children displaced from non-government-controlled areas. To an extent, host communities tried to alleviate some of the financial difficulties faced by IDP families.

### SAVE THE CHILDREN'S EDUCATION WORK IN UKRAINE

Since 2014, Save the Children has reached over 104,000 children with education programmes (50,000 girls and 51,000 boys). We support children's access to education in conflict-affected areas by distributing learning and teaching kits, rehabilitating schools, classrooms and kindergartens that have been damaged by the conflict, providing psychosocial support for children in schools and building teachers' capacity (in psychosocial support, conflict sensitive education, child-centred methodologies etc.).

Since 2017, we piloted and scaled up the Schools as Zones of Peace approach in a number of schools in the Government Controlled Area and Non-Government Controlled Area to address conflict-related safety issues in schools, involving children (including internally displaced children), teachers and parents. Schools as Zones of Peace aims to secure safe learning environments in conflict settings, raise awareness among communities, school management and children, and build local and national level engagement to protect education. This work is complemented by child-led advocacy and advocacy at the national level for the endorsement and implementation of the Safe Schools Declaration by the Government of Ukraine since 2017.

The Safe Schools Declaration and the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict are the only international documents dedicated exclusively to the safety of schools, children and teachers in the context of armed conflicts. Ukraine endorsed the Declaration in November 2019 becoming the 100th country in the world confirming its political commitment for the protection and continuation of education in times of armed conflict. Save the Children supports the Government of Ukraine in finalising the Safe Schools Declaration Action Plan and setting up an inter-ministerial working group in charge of implementation as a pre-condition for smooth and efficient translation of the Declaration into practice.

As per the global humanitarian architecture, Save the Children co-leads the Education Cluster with UNICEF at national and local levels in both government and non-government-controlled areas, to ensure strong coordination among education actors, harmonisation of approaches and systematic monitoring of attacks on education for advocacy purposes.

#### BALANCING PROGRESS

Ukraine's policy towards IDPs suffers partly due to lack of inclusion in the national budget.93,94 Local authorities struggled to cope with the large number of IDPs that arrived at the onset of the conflict. Lack of clarity around different ministry's mandates is also linked to inefficient implementation and while some government sectors attribute IDP education solely to local authorities, it depends largely on national funding. Recent studies show some IDP families are unable to afford school fees and related costs.95 Transportation, uniforms, stationery and books may be expensive and the level of support from the government is unclear. Unemployment levels are higher for IDPs than for non-displaced citizens, which compounds the economic barriers to education.96

Figures from the Ministry of Education and Science show 17,000 internally displaced children enrolled in school and pre-school in government-controlled areas of Donetsk and Luhansk from 2018–2019.<sup>97</sup> Enrolment rates in other areas of the country with large numbers of IDPs, such as Kyiv, are difficult to come by, obscuring actual IDP enrolment numbers. IDPs registered in government-controlled areas may have returned to non-government-controlled areas due to registration being a condition for social payments. Unregistered IDPs may number between 100,000 and 200,000, including vulnerable categories like children and members of the Roma community.<sup>98</sup>

A key deficiency of the legal and policy framework is the silence around gender, disabilities and minority groups. This issue in particular shows that despite the political will reflected in the government's laws and policies, more needs to be done to ensure all IDP's are included and that the risks stemming from the lack of access to education are addressed.

#### INTERNATIONAL FUNDING

In 2017, ECW invested \$1.4 million through the First Emergency Response window. The investment, managed by UNICEF and Save the Children, supported over 74,000 children, adolescents and teachers. It funded rehabilitation of learning facilities and training of teachers on non-formal and life-skills education, including psychosocial support and promoting schools as zones of peace. The funding ran until August 2018. The Norwegian Ministry of Foreign Affairs provides funding for education in emergencies, while the European Commission on Humanitarian Aid (ECHO) is the largest donor to the Education Cluster.<sup>99</sup>

Pavel\* moved from the Donbass region in Eastern Ukraine to Dnipropetrovsk with his mother Svetlana\* because of the conflict. He attends both individual and group activities in Save the Children's Child Friendly Space.



## **Northern Syria**

### Internal displacement at a glance

- 6,495,000 IDPs as of 2019 in the whole of Syria. 2.6 million children are internally displaced, some multiple times.<sup>100</sup> In Northern Syria the number of IDPs is estimated to be 3.5 million.
- In the whole of Syria an estimated 2.1 million children were out of school, and a further 1.3 million at risk of dropping out before the COVID-19 pandemic. Prior to the conflict, fewer than 22,000 primary school age children were thought to be out of school.<sup>101</sup>
- Years of conflict have left an overburdened, overstretched and fragmented education system. 1 in 3 schools have been severely damaged or destroyed, many used as shelters. At least 180,000 education personnel have left the education system.<sup>102</sup>

## Main education provisions for IDPs include

- In Northwest Syria, most education solutions are established by local and international actors in areas receiving IDPs. The Education Directorate organised a registry of schools that existed pre-conflict and recognised those created during the conflict. This allowed for school oversight and the establishment of criteria such as administrative structures and systems, the need to have qualified teachers, and to set quality education standards.
- In Northeast Syria, the Autonomous Administration of North East Syria waived the requirement for internally displaced children to present documents to register in school and started to issue alternative documents which children can use to access education.

## **Remaining challenges include**

- Ongoing attacks against schools, new displacements, the increasing economic downturn, and lack of access to or poor-quality education services, leave internally displaced children far from a durable solution.
- National exams are exclusively conducted in government-affiliated schools. The Syrian government has helped transport children in some areas of the country to participate in national exams, but children face severe protection concerns, having to cross frontlines and potentially exposing their families to government authorities.
- IDPs are located in isolated areas far from school buildings. Schools in IDP camps are non-existent unless local or international organisations establish and run them and nearby schools are overcrowded.

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- There is an acute shortage of teaching staff, and many teachers face challenges in collecting salaries, as they remain registered in their home districts. Other staff and volunteers help to fill teaching gaps but are not fully qualified, impacting the quality of education.
- There are enormous gaps in investment. Education investment has been affected by donors' negative ear-marked funding to avoid the diversion of aid to certain groups. Donors typically do not prioritize education as it is not seen as a lifesaving intervention.

#### THE "WHO" OF FORMAL EDUCATION IN NORTHERN SYRIA

Formal and non-formal education in northern Syria is determined by education authorities fragmented across lines of control. The Syrian Interim Government in Northwest Syria has decentralised education governance to the provincial-level Education Directorates. The Autonomous Administration of North East Syria is responsible for formal education in Northeast Syria.

Authorities in Northern Syria oversee the provision of education, but systems linked to students' assessments are missing due to limited capacity. Education certificates acquired in these areas are only valid within their jurisdictions and not recognised by the government in Damascus or internationally. National exams are only conducted in government-affiliated schools. This means children face serious protection concerns when travelling to sit for national exams, including crossing frontlines and checkpoints, and exposing their families to government authorities. Key informants indicated that the Syrian government has helped provide safe transportation to children participating in national exams, though it is unclear exactly when and where this occurred.

Many IDPs in Northern Syria lack school documentation. Safety concerns often deter them from renewing their documents as doing so often requires traveling to areas under Syrian government control. In Northeast Syria, the Autonomous Administration of North East Syria waived documentation requirements for school registration and started to issue alternative documentation that children can use to access education. IDP settlements are often located in isolated areas far from formal school buildings. Formal schools usually lack the space to accommodate the IDPs who do live nearby. The 2019 *Joint Education Needs Assessment* showed 75% of surveyed out of school children never attended school at all and that frequent displacement and lack of nearby schools are among the main causes of school dropout.<sup>103</sup>

IDP settlements are largely underserved. A 2019 study found only 119 functional schools in 331 camps in the north of Syria.<sup>104</sup> While IDPs usually have a positive reception in schools in the north of Syria, the education system is overwhelmed, resulting in lower quality of education overall.

There is an acute shortage of teaching staff and many displaced teachers have difficulty collecting salaries.<sup>105</sup> Hiring irregular teachers has helped to fill teaching gaps in some areas. These teachers receive salaries but are not fully qualified, impacting the quality of education. Moreover, irregular teachers are not always trained in providing the psychosocial support and social emotional learning many internally displaced children require. Assessments show internally displaced parents see education as a driver of economic opportunities; however, they give lack of materials, space, and quality education as reasons to not send children to school. 2019's Humanitarian Needs Overview reported 85% of assessed communities saw child labour as the primary reason for not attending school. These issues highlight the importance of multisectoral responses to ensuring internally displaced children remain in school.

#### BRIDGING FORMAL AND NON-FORMAL EDUCATION

Strictly speaking, only schools under Government control are formal schools. At the same time, governments in Northeast and Northwest Syria provide uncertified but otherwise formal education. Donors prefer to invest in uncertified schools that in turn creates disparity between them and formal, Government of Syria run schools.<sup>106</sup> Education investment is severely lacking and affected by donors' earmarked funds to avoid diversion of aid, which in turn deprives areas of funding for education,<sup>107</sup> as well as apprehension toward investing in education systems until there is a political solution to the conflict.

Many IDPs benefit from non-formal education responses. However, such responses may not always prepare children to transition into the formal or uncertified formal education systems at an age-appropriate level. Internally displaced children run the risk of never entering these systems or dropping out when they complete non-formal education programmes.

Communities affected by the conflict have shown an enormous commitment to providing education. Despite difficult conditions, teachers volunteer and commit to attending class, as do their students. In particular, teachers in Northwest Syria creatively adapted to teaching during the pandemic by setting up virtual classrooms over WhatsApp.<sup>108</sup> In remote and difficult to access areas, local NGOs are instrumental in bringing education to the most vulnerable children, with highly localised approaches to identifying and solving problems. Information on these groups is scant, even at the field level. However, anecdotal evidence says some local NGOs formed a coordination mechanism in parallel to the Whole of Syria coordination approach in order to respond to humanitarian needs across sectors and build local capacities.<sup>109</sup>

#### INTERNATIONAL FUNDING

International aid to education in Syria includes support from Education Cannot Wait (ECW). In 2018, ECW built on its initial \$15 million investment by allocating \$3 million to support education services for newly displaced persons in Northwest and Northeast Syria. These funds were used to improve access to guality education and learning opportunities for 20,000 newly displaced children and supported 500 education personnel.<sup>110</sup> In 2019, ECW allocated \$10 million in seed funding in the Multi Year Resilience Programme to UNICEF to support "Reaching Syria's Underserved Children". This new resilience programme will cost \$783 million over three years and is designed to get children and youth back in safe, protective and equitable learning environments, and prevent future dropouts.<sup>111</sup> Donor red-lines remain a concern as they can limit communities' abilities to shape programmes' to their needs. Syria's Humanitarian Response Plans (HRP) are not as encumbered and as such benefit from substantial community involvement. However, funding for the HRP is lacking. For example, the 2020 Education HRP was only 36% funded.

#### SAVE THE CHILDREN'S RESPONSE IN NORTHWEST SYRIA

Save the Children targets children whose education has been disrupted multiple times due to protracted conflict and those who live in remote environments, where accessing safe, quality learning opportunities are not available. Multiple approaches are adopted to reach these children such as static learning spaces, mobile teachers, mobile buses and radio education services. All targeted children benefit from the delivery of non-formal learning, with a concerted focus on developing basic literacy and numeracy skills, while also providing integrated child protection services, mental health and psychosocial support and other basic services. The curricula currently used by Save the Children for displaced children across Northeast Syria includes the Iraqi curriculum (for Iraqi refugees) and the Self-Learning Program developed by UNRWA and UNICEF (based on the Syrian national curriculum). PHOTO © GCCU/SAVE THE CHILDREN مليك

Salam<sup>\*</sup>, 10, and Rami<sup>\*</sup>, 13 are siblings from Easter Ghouta in Syria. They fled to Idlib in North West Syria when shelling hit their community in April 2018.

The children and their mother have been reading a lot about COVID-19 and say the camp is not equipped to deal with an outbreak.

## The impact of COVID-19 on internally displaced children's access to education globally

Since the start of the COVID-19 pandemic school closures have dramatically impacted children's learning and psychosocial wellbeing. All evidence points to internally displaced children having more difficulty getting back to school. Countries are already seeing higher dropout rates among displaced children. Half of surveyed internally displaced parents in Yemen indicated they were not sure whether their children would ever go back to school.<sup>112</sup>

Internally displaced children are unlikely to have access to adequate materials and technical devices or connectivity for distance learning, particularly if they live in camps or remote areas. A 2018 survey showed that only 20% of internally displaced children in Iraq had a computer at home.<sup>113</sup> A Save the Children study on internal displacement in the Democratic Republic of Congo found IDPs and students living in poverty faced more learning difficulties due to lack of distance learning devices, such as radio.<sup>114</sup> In Colombia, local authorities faced difficulties in organising, distributing and using the online materials prepared by the Ministry of National Education due to limited access to computers and internet.<sup>115</sup> Moreover, children with disabilities require adapted technology and assistive devices to learn remotely and financial and logistical barriers may impact poor households and under-funded schools especially hard.<sup>116</sup>

The COVID-19 pandemic continues to exacerbate IDPs' ability to earn a living and increases employment insecurity. Income loss has a direct impact on accessing education, with families already struggling to keep up with education costs before the pandemic. **Internally displaced girls and children with disabilities** are also less likely to return to school. Girls are more likely to drop out as schools reopen to sustain their families economically. Child protection risks such as domestic violence, adolescent pregnancies, child marriage and child labour may also reduce their chances of returning to school. School closures mean loss of the noneducation services that many schools provide. Internally displaced children may see disrupted access to school meals, menstrual hygiene kits, support for children with disabilities, mental health and psychosocial services, and other child protection services. Schools can also serve as a protective factor against child marriage, adolescent pregnancy and other gender-based violence risks. The lack of access to school meals can impact whole families and worsen food security issues.<sup>117</sup>

Even if internally displaced children access education, their environment may not be conducive to learning. Households maybe overcrowded and parents may be unable to provide support if they cannot read or write.<sup>118</sup> For children with disabilities, parents or caregivers may lack necessary skills to support their learning needs.<sup>119</sup> Internally displaced children could face less access to ongoing teacher engagement, as teachers struggle to adapt to distance learning methodologies.

Decision-making in emergency responses is not always compatible with inclusiveness. **Governments have quickly designed solutions to delivering education during the pandemic that have not always considered the specific education needs of the most vulnerable children.** In Afghanistan, small group classes were set-up by the Ministry of Education to make sure all children, including the internally displaced, can continue face-to-face teaching with COVID-19 prevention measures in place. However, the Ministry of Health decided to end the programme by reimposing distance learning to all children, even for the most vulnerable.<sup>120</sup> Lack of coordination between health and education authorities, coupled with unclear guidance has hindered the capacity of local authorities, teachers and parents to ensure learning during the lockdown.<sup>121</sup> Moreover, measures tailored to the national level may be incompatible with local contexts, as shown in the example of Colombia.<sup>122</sup>



In Ribat camp, Yemen, Save the Children has set up temporary learning spaces and enrolled 400 children for the continuation of their education. Teachers have been trained and provided with the teaching kits to ensure quality lessons are delivered.

The temporary learning space was closed until October 2020 due to COVID-19. It is now open, but operates with a reduced curriculum. Students attend in shift patterns to allow for social distancing.

Ahmed, a volunteer teacher says "Children here were in an emergency situation as they have been displaced. They were not feeling safe and comfortable in this place but now that they have this temporary learning space they start to feel again more safe and comfortable. Education is important for these children."

## **Conclusion and recommendations**

The country case studies demonstrate that adopting legal and policy frameworks is not enough to uphold the right to education for internally displaced children. Challenges to implementing these policies are linked to institutional, financial, political, and cultural factors. While most policies assign government sectors to take a lead role in assisting and protecting IDPs, these bodies are frequently under-resourced and lack clear lines of authority. The need to include internally displaced children in planning and decision-making processes is a common aspect of these policies. However, due to IDPs' lack of representative bodies in many contexts, such involvement does not always materialise. Most of the policies have generic provisions around age, gender and diversity, resulting in inadequate responses to intersecting vulnerabilities. States must acknowledge such vulnerabilities and shape their planning and implementation efforts in a crosscutting fashion.

Solutions differ in nature due to the specificities of each context. Colombia and Ukraine's response to internal displacement has proven to be effective in retaining children in the formal education system. Nevertheless, sustainable, long-term solutions require a large amount of human and financial resources to be effective. Long periods of conflict and lack of resources drastically impact states' capacities to absorb internally displaced children in national schools with complications compounding over time. As displacement normally occurs during conflict or environmental disasters, the educational needs of IDPs usually compete with other basic, but life-saving priorities, as exemplified in Afghanistan, Somalia and Syria. Still, Afghanistan and Somalia's governments have adopted strong education policies for internally displaced children.

The existence of international standards such as the *Guiding Principles* has accelerated efforts by states to ensure IDPs' rights are not only enshrined in legal policy frameworks but are also practically recognised through their effective inclusion in national services and participation in decisionmaking. **Nevertheless, while those instruments may speak of a strong political will, wide gaps between policies and practice remain, with numerous internally displaced children left without access to formal education.**  International actors that support drafting IDP policies should sustain their support overtime through efforts to ensure states' capacities are strengthened. **Government funding and** humanitarian assistance should be channelled into reinforcing the formal education system to guarantee internally displaced children's access to education.

We call upon the High-Level Panel on Internal Displacement to consider and take up these recommendations in its final report to the Secretary General to ensure that the education and wellbeing needs of internally displaced children are urgently acted upon. We will not reach Sustainable Development Goal 4 by 2030, unless internally displaced children are included.

 Education is a right recognised to all children irrespective of their migratory or displacement status, of their gender and sexual orientation, their race or religion. All states have the responsibility to ensure access to education to all displaced children. Education is an essential element of durable solutions for internally displaced children. It 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 and in the long term, quality education benefits the societies in which forcibly displaced children have sought safety:

- Education plays a vital role in securing economic recovery, social stability and peace in the most fragile of contexts. Some studies have shown that where education inequality doubled, so too did the chance of conflict.<sup>123</sup>
- 2. The lack of importance some states and the international community historically accorded to education in internally displaced contexts starkly contrasts with the value that internally displaced children and parents 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.
- 3. Sustained government investment and leadership in flexible education programmes and pathways into the formal education system to address the complex needs of internally displaced children is needed:
  - 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. In such contexts, accredited non-formal education programmes are ideal for preparing students to enter the formal system. In Colombia, government investment in alternative and flexible education programmes that adjust to the specific needs of internally displaced children and drive them through the formal education system has yielded positive results. Their efficacy depends largely on sustained funding and monitoring, particularly during children's transition to the formal system, and on meaningful support to building district-level capacities.

- 4. Direct and quick inclusion of internally displaced children into the national education system can lead to greater integration with host communities. However, development of legal and policy frameworks does not automatically constitute the fulfilment of the right to education due to issues with implementation and other barriers to education, including poverty:
  - In Ukraine, internally displaced children's direct inclusion in the national education system yielded positive integration results for IDPs with host communities. This is an important starting point to build social cohesion, but for this to work as a durable solution, education systems need to adapt and respond to IDP needs such as language of instruction, flexibility in enrolment documents requirements and tackle discrimination. While Ukraine introduced relevant laws less than a year into the onset of internal displacement, it took decades for the governments of Afghanistan and Colombia to acknowledge and address this issue. Although not possible to quantify the loss in terms of years of schooling, more timely acknowledgment of internal displacement and adequate responses could have avoided a substantial loss of education for internally displaced children.
  - All case studies show implementation processes are normally affected by a range of institutional, material, political and cultural factors. Governments may have been more proactive on other challenges IDPs face, such as housing, health and livelihoods whereas access to formal and community-based education has not received the same degree of attention. Parallel education systems often develop out of need but end up sustaining out of unclear pathways developed between the parallel and national education system, in-which non-formal (NFE) options are segued into a formal system systematically if possible.
  - All country case studies demonstrate that IDPs household incomes are small and unstable. For many of these families, low incomes will mean that they will not have the money to send their children to school, and some children will need to spend their days on income-generating activities. IDP's highlight ways in which poverty impedes access to formal education.

- 5. Governments should develop or strengthen regional frameworks to include internally displaced teachers in national education workforces and support all teachers wellbeing, their professional development and certification.
  - The country case studies illustrate the importance of well supported, trained and certified teaching staff. This is backed up by Save the Children's extensive experience working closely with teachers in some of the most challenging contexts.
  - Afghanistan's policy aims to increase the number of classrooms, expand capacitybuilding efforts for teachers, prioritise internally displaced teachers in underserved, remote areas, or informal settlements and share information on education services with IDPs. It commits to increasing the number of female teachers and training them to teach displaced children. Yet progressive policies like these require milestones, accountability and investment to ensure they are effectively implemented.
- 6. Increase provision of protection, mental health and psychosocial support services in alternative education programmes, including early learning and in schools and concerted efforts should be made to target the most marginalised children, including those with intersecting vulnerabilities:
  - Many displaced children and youth require psychosocial support and socio-emotional learning opportunities to help them deal with the stress they have experienced and to build resilience to help them adapt to their new surroundings. These services should address gender-based violence, stigmatisation and discrimination and support children and their families, as well as promote wellbeing through the use of socioemotional learning activities with links to youth-friendly and fully accessible referral mechanisms.
  - Although aspects concerning the specific needs of girls or children with disabilities are present in most policies, they remain generic in terms of actionable guidelines and a lack of reflection on intersecting vulnerabilities. Age, gender and diversity aspects determine children's experience of displacement and their particular risks and needs. These

should be acknowledged and used to shape planning and implementation phases in a crosscutting fashion.

- Provision of early learning is necessary to promote development, build resilience, and prepare children to succeed in primary education and beyond.
- 7. Civil society organisations and communities can play a critical role in education provision for IDPs when the state is not able to. Community-Based Education (CBE) can be an alternative pathway to delivering quality education to internally displaced children while the states capacity to include IDPs in the national education system is strengthened:
  - National governments have the responsibility to fulfil the right to education for all children, including internally displaced children. However, in contexts where the state's presence is low or the state fails to act, the proximity of civil society actors to IDPs can provide a unique understanding of internally displaced children's situations. Community Education Committees in Somalia act as brokers between IDP communities and decision-makers. The efforts of community actors should be supported and used to inform education policy and planning on durable solutions.
  - Afghanistan's steps towards state-owned education response for IDPs marks a critical move toward inclusion and sustainable learning solutions for internally displaced children. The CBE initiative allows for sufficient time and resources to be oriented to building the state's capacity and strengthening the education system, where international support plays a crucial role. Setting national non-formal education quality standards linked with pathways to access the formal education system is an important part of this process.
- 8. All countries should endorse and implement the Safe Schools Declaration, the accompanying Guidelines, and take practical action to protect schools, students and staff from attack and military use.
  - In 2019, the UN Assistance Mission in Afghanistan verified 70 incidents affecting access to education, including attacks

targeting or incidentally damaging schools, the killing, injury, and abduction of education personnel, and threats against education facilities and personnel.

- 9. While it is recognised that including IDPs in planning and decision-making processes is essential for a quality and accountable response, how this is done and how children are involved varies across contexts and needs to be better systematised:
  - The need to include IDPs in planning and decision-making processes is common across all case studies. Consultations with IDPs in Somalia for the National Development Plan highlighted the need to improve their housing and education situation. The Education Cluster (which is co-led by UNICEF and Save the Children) is a key actor for systematising child participation in needs assessment, planning, decision-making and monitoring processes.
- 10. States rely too heavily on humanitarian agencies to respond to education needs of IDPs long into their displacement. States should work with humanitarian agencies to transition responsibility for education to the national education system in a timely way that increase sustainability in the long run:
  - Although states are the primary duty bearers in the provision of education for IDPs, it is traditionally framed within emergencies, thus IDP hosting states heavily relying on humanitarian agencies to deliver education, despite them often receiving their funding on a short-term basis. Non-formal education solutions remain crucial to fill the gaps, but time-bound and project-based interventions risk creating further disruptions to children's learning processes.
- 11. States with IDPs, with support from donors, international agencies, and the private sector, should roll out Open Education Management Information Systems to collect education data for internally displaced children:
  - Accurate data on the education needs and provision for internally displaced children is poor. The majority of internally displaced children are not included in national

EMIS data collection. Data is vital for policymaking, budgeting and implementation of educational services, and to ensure accountability. At a minimum, data must be disaggregated by gender, age and disability. The Education Cluster can advocate for better data and help collect it.

- 12. Internally displaced children must be included in responses to additional crises, including the current COVID-19 pandemic:
  - Decisions made in the response to the COVID-19 pandemic have not always been inclusive of internally displaced people. Quickly designed education solutions have frequently failed to consider the specific education needs of vulnerable children. including IDPs. The pandemic has resulted in additional funding challenges for governments, as they work to meet safe back to school requirements. For countries hosting IDPs, this means more pressure on already overstretched education systems. Overall, if responses to the COVID-19 crisis only prioritise host communities, local integration could be jeopardised, and the rights of internally displaced children unfulfilled.

In order for countries to respond to the ongoing nature of internal displaced and the COVID-19 crisis, states need international support to recover, and build back better, safe and more inclusive education systems. A greater coordinated effort is required from the international community to strengthen the global education architecture and funding.

#### **Recommendations for donors**

 The World Bank should work with the IMF to strengthen the Debt Service Suspension Initiative to secure a freeze on US\$48 billion of debt service payments during 2021. Faced with an education emergency, rising child poverty, and worsening nutritional conditions, the 73 countries covered by the DSSI should be supported to prioritise domestic spending over debt repayments. Measures must be established to ensure that both public and private creditors participate, including support for countries to negotiate with private creditors and legislation to prevent bondholders from suing for repayment. Innovative solutions to build support for debt relief should be explored, such as the establishment of country-owned child investment funds which would convert debt liabilities into investment in education and wider COVID-19-recovery strategies for children.

- The World Bank and other international financial institutions should encourage Governments to effectively include IDPs and returnees in economic stimulus plans, making sure that service delivery is improved and inclusive of these populations. Financing should support policy reforms or be results-based.
- The **World Bank** should provide a supplementary IDA budget of around US\$25 billion over the next two years, with at least US\$10 billion in grant financing for investments for children's learning and wellbeing.

- Increasing bilateral funding for education to aid governments who have made significant commitments to include internally displaced children in national education systems but require financial support to obtain these aims.
- Fulfilling Education Cannot Wait funding target the remainder of its strategic period up to the end of 2023. ECW requires US\$400 million to its global fund and US\$1 billion in-country to support Multi-Year Resilience Programmes.
- Ensuring the **Global Partnership for Educations'** replenishment needs of US\$5 billion for the strategic period 2021–2025 is fully funded to ensure that they have the resources required to support partner countries to recover from COVID-19 and build back better.

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