Syria Crisis Education Strategic Paper

London 2016 Conference

#NOLOST GENERATION

SUPPORTING SYRIA & THE REGION
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EXECUTIVE SUMMARY

As the Syria crisis enters into its sixth year in March 2016, a total of 5.4 million Syrian children and youth inside Syria (of whom 2.1 million are out of school) and 1.4 million Syrian refugee children and youth in the five host countries (50 per cent of whom are out of school) are in need of educational assistance.

The conflict has taken a tremendous toll on children's access to educational services and protection. Children in Syria suffer protracted and multiple displacement, continuous exposure to violence, family separation, chronic psychosocial distress, recruitment into armed groups and economic exploitation. Grave child-rights violations continue to be widely documented, including the killing and maiming of children and attacks on education. In most host countries, refugee parents' lack of access to legal, safe and decent employment impacts their ability to meet the children's needs, with negative coping mechanisms such as child labour and early marriage on the rise.

While the exact effect of the influx of refugees in the five host countries is unclear, the rate of out-of-school host-community children of primary and lower-secondary school age has increased. National education systems and the quality of education have come under severe pressure in the face of the magnitude of the number of children and youth requiring access to education.

Remarkable in the context of the Syria crisis response is the coordination of efforts in service provision and resource mobilization through the government-led (in coordination with humanitarian and development partners) Syria Humanitarian Response Plan (HRP) and Regional Refugee and Resilience Plan (3RP). The education funding received in absolute terms has slowly but steadily increased since the first appeals of the Syria crisis. The No Lost Generation (NLG) Initiative, launched in 2013 as an integral component of these processes, has galvanized specific and significant international support around education. The NLG Initiative is premised on supporting national leadership of ministries of education in the region and partnerships around their national plans in scaling up education access and improving learning as well as building capacities and strengthening the policy environment.

Education, however, remains extremely underfunded in percentage terms. By the end of 2015, the HRP education envelope was funded by only 23 per cent and the 3RP education ask by 46 per cent. There are still only a few donors providing the long-term developmental financing required for the recurrent costs of expanded education service delivery. Increased, long-term, predictable and flexible financing is necessary to sustain the needed ambitious goals and interventions to ensure that the right to education is fulfilled. Governments need three to five-year financing commitments for national education plans in order to take bold policy measures to increase access to quality education for all children. Funding must be available by spring 2016 to meet the demands of the 2016/17 school year.

The London Conference aims to create a long-term commitment on education for Syria and the region to avoid a lost generation of children and youth through a total ask of US$1.4 billion. Around 4 million Syrian and affected host-community children and youth (aged 5-17 years) need to have access to, and learn in, safe, inclusive and quality formal and non-formal certified learning opportunities. In particular, the objective is to reach 1.7 million Syrian refugee and affected host-community children and youth in the five host countries with a total cost of US$0.9 billion, and 2.1 million out-of-school children inside Syria with a total cost of US$0.5 billion. Specific attention will be given to post-basic education opportunities that increase life skills for employability and social cohesion.

While maintaining the humanitarian dimension of the education response, strategic shifts also need to occur towards longer-term approaches. This requires the strengthening of national education systems and promotion of national policy frameworks as well as scaling up access and adopting a strong focus on quality education. In addition, education interventions need to be more systematically linked to child protection systems and livelihood opportunities for youth. Country specific plans and rigorous costing and efficiency measures need to be undertaken to ensure a sustainable multi-year approach to education.

A whole generation of children and youth is at risk of losing hope. Education is key for their survival and preparation to rebuild a peaceful Syria. Failing to provide adequate funding would have an immensely negative impact on their future, that of the region and beyond.

This Syria Crisis **Education Strategic Paper** is meant to support the overall fundraising objectives of the London Conference and guide discussions on key strategic shifts that need to take place in education in Syria, Turkey, Lebanon, Jordan, Iraq and Egypt* in order to address the education challenges resulting from the Syria crisis. The Paper is written within the framework of a renewed NLG Initiative aiming at bridging humanitarian and development efforts, enhancing national delivery systems, and promoting social cohesion, in line with the long-term planning and financing advocated for in the Education 2030 Agenda.

The analysis and recommendations in the Paper are the result of a consultative process that has included national education authorities, country and regional level development and education partners, and the donor community. The Paper synthesizes the results of this process around **four main sections:** section one provides an insight into the current situation of education in Syria and the five host countries; section two highlights key achievements and best practices in dealing with education needs; section three puts forward recommendations; and section four presents the education headline figures put forth at the London Conference in terms of targets and costs.

1. CURRENT SITUATION OF EDUCATION IN SYRIA AND THE FIVE HOST COUNTRIES

A total of 5.4 million Syrian children and youth (aged 5-17 years) inside Syria and 1.4 million Syrian refugee children and youth (aged 5-17 years) in the five host countries[1] are in need of educational assistance. In a context of crises and scant resources, **systemic challenges along with policy barriers** undermine the provision of education. Insecurity, severe shortage of learning spaces, overstretched institutional and human capacities, and short-term financing are chronic stumbling blocks. Inadequate regulatory frameworks linking formal and non-formal education (NFE) are restricting possibilities for refugee children and youth to return to formal education and hindering the accreditation of needed alternative learning modalities. The overall lack of effective Education Management Information Systems (EMIS) impacts the capacity to monitor progress achieved, which in turn affects planning and budgeting of the crisis response.

The following overview of national education systems and policies highlights country-based approaches. Within **Syria**, one in four schools have been either damaged/destroyed, or used as shelter and for military purposes.[2] This is compounded with the lack of qualified teaching staff and learning materials, and the uncertainty over examinations and the recognition of certificates. Alternative learning modalities have been developed, such as an accelerated learning programme (Curriculum B) for children who missed years of schooling and a self-learning programme that targets out-of-school children. Flexible and ad hoc policy measures oriented towards easing access to school registration and national examinations remain a challenge due to limited enforcement capacity.

In **Turkey**, while the Ministry of National Education (MoNE) has issued 2014/21 circular which eliminates administrative barriers for Syrian refugee children and youth to access the public school system, the language of instruction (Turkish) remains a challenge. The circular has allowed for the establishment of Temporary Education Centres (TECs) that adopt a modified version of the Syrian curriculum and use Arabic as the language of instruction. In addition, MoNE has allowed Syrian volunteer teachers to teach in the TECs and has developed a protocol to provide them with monthly incentives.

In **Lebanon**, the Ministry of Education and Higher Education (MEHE) launched the Reaching All Children with Education (RACE) Plan, opening up second-shift schools for refugee children. The MEHE has also allowed the provision of secondary education and technical and vocational education and training (TVET) for Syrian refugee youth, though challenges remain regarding sitting in official exams. In **Jordan** the focus remains on the provision of basic education (Grades 1-10). To this end, the Ministry of Education (MoE) has established public schools for Syrian children in camps and has allowed them to access schools in host communities, including through double-shifts. In spite of all these efforts, 11 to 33 per cent of children[3] are not eligible for formal schooling due to existing admission regulations and can only access NFE or informal education (IFE) opportunities.

In **Iraq**, public schools have been established in refugee camps using Arabic as the language of instruction, while schools in host communities mostly use Kurdish. The need to increase school infrastructure has been exacerbated by the influx of Iraqi internally displaced persons and NFE opportunities are very limited. In **Egypt**, Syrian children are mostly accessing formal public education, but the overcrowding of classrooms represents a major challenge. Egypt has adopted a free education policy for Syrian children upon registration. Children without required documents are registered under 'temporary registration' status, which does not allow progression if documentation is not submitted.

Teachers are a fundamental resource that needs to be optimized. In this regard, the different practices and strategies in relation to the recruitment, employment/deployment, and payment of **Syrian teachers** pose an important challenge. Currently in Turkey, Syrian teachers are mobilized as volunteers in camps and host communities and, since November 2014, are receiving standardized incentives. In Lebanon, Jordan and Egypt, Syrian teachers are not employed in the public system; in these countries, the private sector and humanitarian response actors provide space for Syrian teachers, although with many limitations.

With regards to **access**, 2.8 million Syrian children (aged 5-17 years) are out of school inside Syria and in the five host countries.[4] Factors hindering the right to access education relate to legal frameworks regulating school registration, protection concerns of safety and security, child labour and child marriage, along with financial barriers to schooling, and limited capacities to address special education needs, including psycho-social support. Lack of mechanisms for the recognition of prior learning represent a huge hurdle for continuing education, including accessing TVET and tertiary education.

Inside **Syria**, the number of children enrolled in education has decreased overall (see Figure 1), although in an uneven manner: pre-primary enrolment has decreased by 89 per cent, basic (primary and lower secondary) enrolment has decreased by 44 per cent, and whereas upper general secondary enrolment has decreased by 23 per cent, enrolment in TVET at upper-secondary level has decreased by 64 per cent.

Figure 1: School-age children, aged 5-17 years, in Syria, enrolled and out of school, by school year

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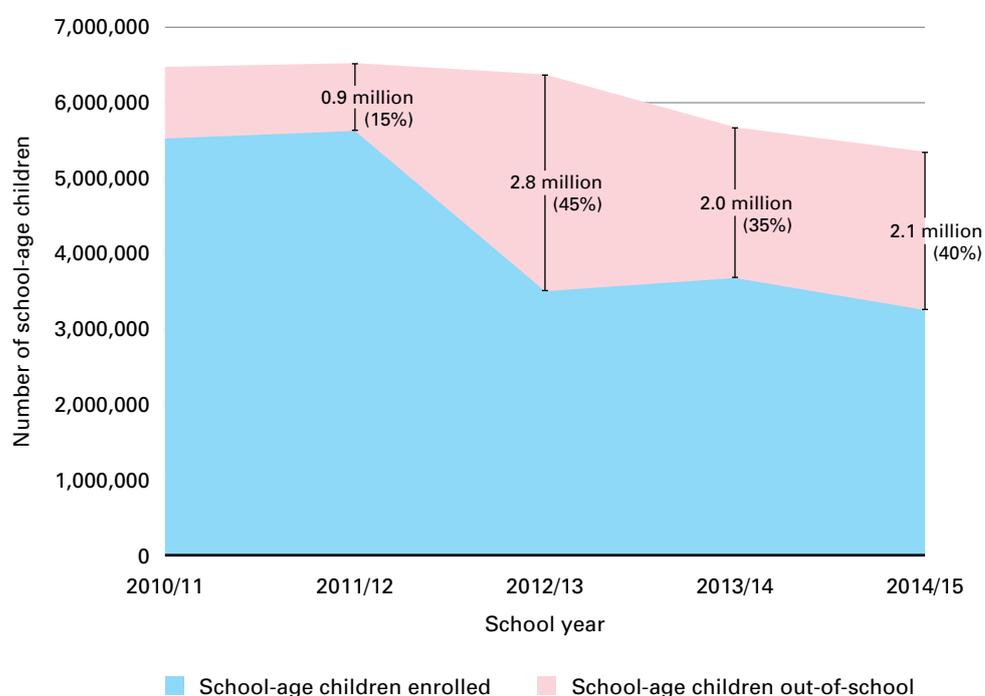
[4] UNICEF estimations based on UNHCR data. Education Sector Dashboards and UNICEF. 2016. *Syria Education Sector Analysis*.

In the **five host countries** the number of school-age Syrian refugee children and youth (aged 5-17 years) has grown from just under 600 thousand in August 2013 to 1.4 million in November 2015.[5] While the actual number of students enrolled in formal education has increased 3.4 times since August 2013, the percentage of out-of-school children has remained around 50 per cent, as host countries struggle to accommodate the increasing influx of children. Country-disaggregated data for refugee out-of-school children is provided in Table 1.

Table 1: Estimated out-of-school Syrian refugee children aged 5-17 years by host country[6]

Out-of-school children	Turkey	Lebanon	Jordan	Iraq	Egypt	Total
Number of children	452,598	180,419	31,842	25,257	4,104	694,220
%	61%	49%	14%	39%	10%	48%

Children and youth in host communities have also been affected by the Syrian crisis. While the exact effect of the influx of refugees is unclear, the rate of out-of-school children in primary and lower-secondary school age in both Turkey and Lebanon has increased.[7] In Lebanon, the rate of children in primary and lower-secondary school age has increased from 7 per cent in 2010 to 11 per cent in 2013, and in Turkey it has risen from 4 to 7 per cent in the same period of time.

Access to education for **Iraqi internally displaced children and youth** is further exacerbated by the Syria crisis due to limited resources and available infrastructure. Out of over one million internally displaced Iraqi children, only 31 per cent have access to education. 100,000 internally displaced children (9 per cent) are living in camps, where the enrolment rate is meaningfully higher – at 51 per cent – than the enrolment rate among children living in host communities, where only 29 per cent of children access education. A total of 118,000 **Palestine refugee children, including Palestine refugees from Syria**, have been affected by forced displacement inside Syria and in Lebanon and Jordan.

Low access rates to secondary, **TVET and tertiary education** by Syrian refugee youth is a grave concern. While precise data on access is complex to capture, the enrolment rate in tertiary education among Syrian refugee youth (aged 18-24 years) was reported at 1 per cent in Turkey, 6 per cent in Lebanon and around 8 per cent in Jordan and Egypt as of 2014, as compared to 20 per cent in pre-crisis Syria. Most recent estimates inside Syria indicate that a minimum of 100,000 (or 15 per cent) of the total pre-war student population has been affected.[8]

The **quality of education** has been seriously overlooked as a result of the magnitude of the number of children requiring access. In Syria, the influx of internally displaced persons in receiving governorates has created tension with host communities over the limited resources available. Egypt and Jordan suffer from overcrowded public schools in areas of high-density refugee populations. School and gender-based violence (GBV) has been widely reported in all countries. Issues range from verbal and sexual harassment to corporal punishment and contribute to students dropping out from formal education. Rigid and outdated curricula (as well as new curricula that have flourished to fill existing gaps) and lack of participatory and child-centred approaches pose challenges to learning, hinder the promotion of human rights-related values, and negatively affect identity building and social cohesion.

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[5]   UNHCR data and Education Sector Dashboard as of November 2015.
[6]   UNHCR data as of November 2015. In this table, out-of-school children include those without access to either formal or non-formal/informal education.
[7]   UNESCO Institute of Statistics (UIS) data downloaded on 5 January 2015. These are the countries with the highest number of refugee children.
[8]   EU Delegation to the Syrian Arab Republic. 2015. *Study to Design a Programme/Clearinghouse Providing Access to Higher Education for Syrian Refugees and IDPs.*

The issue of unqualified **teachers** has been exacerbated as a result of the protracted nature of the crisis. Whereas the war has meant a loss of 52,500 (22 per cent) teachers and 523 (18 per cent) school counsellors in Syria,[9] the lack of opportunities for professional development along with the recruitment of unqualified teachers on a temporary contractual basis is seriously impacting the provision of quality education in the host countries. TVET programmes, mostly through non-formal programmes, have been introduced as a way to foster employability skills among Syrian refugee youth. These programmes, however, remain dispersed and are uncoordinated ad hoc interventions that are unaccredited by national education systems.

2. KEY ACHIEVEMENTS AND BEST PRACTICES IN ADDRESSING THE EDUCATION RIGHTS AND NEEDS OF THE CHILDREN AND YOUTH AFFECTED BY THE SYRIA CRISIS

Remarkable in the context of the Syria crisis response is the coordination of efforts in service provision and resource mobilization through the government-led (in coordination with humanitarian and development partners) Syria HRP and the 3RP. While articulating fears about the possible 'loss' of a whole generation of children and youth to the effects of violence and displacement, the NLG Initiative was launched in 2013 as an integral component of these processes to galvanize specific international support around education, child protection and youth. The NLG is providing a framework for critical interventions in education and child protection, bridging immediate response plans and longer-term development efforts. In the field of education, these interventions are maturing around the three areas of system strengthening, scaling up access and improving learning. The NLG also represents a globally significant shift in supporting the leadership of national ministries of education to include refugees in national education systems and support affected host-community children equitably.

Efforts at system strengthening and developing a conducive policy environment

Government leadership and sector coordination have been crucial for the effective response to the crisis. In Turkey, 19 Provincial Action Plans (PAPs) are instrumental in improved targeting of Syrian children at the decentralized level. In Lebanon, the RACE Programme Management Unit (PMU) is providing a coordinated and effective framework for education interventions and quality assurance. The Jordan MoE has established a task force to address strategic planning for the improvement of quality education for Syrian children. In the Kurdistan Region of Iraq, the education cluster led by the MoE is providing strategic guidance and ensuring coherence in both the internally displaced persons and refugee responses. The Whole of Syria (WoS) approach is improving strategic and operational coherence in the delivery of education within Syria and through cross-line and cross-border interventions. These efforts have been accompanied by sustained capacity development programmes for MoE staff and civil servants in all countries.

Ensuring the availability and use of quality data through functional **EMIS** represents a key approach to system strengthening. In Turkey, the Foreign Student Education Management Information System (YOBIS) was developed to track enrolment and certify learning of foreign students, including Syrian refugees. In Jordan, the MoE OpenEMIS, currently being rolled out country-wide, includes the OpenEMIS Refugees, which keeps track of the refugee population registered in the classrooms across all governorates, allowing for proper, evidence-based school planning.

Realizing the right to education of every child, especially for the most disadvantaged, requires creating a **conducive policy environment**. In Turkey, the MoNE conducts an Equivalency Examination for Foreign Students, administered in Arabic for Syrian and Iraqi Grade 12 students. Those who pass the exam receive a certificate issued by the Turkish Government, which allows them to progress to tertiary education. In Lebanon, the MEHE is developing its first national NFE framework to standardize and regulate NFE programming and provide multiple pathways for reintegration into formal education. Egypt has mainstreamed the community-based school model through the development of national standards, teacher training and quality assurances mechanisms.

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[9] UNICEF. 2015. *Curriculum, Accreditation and Certification for Syrian Children*.

Efforts to scale up access

Expanding learning spaces to absorb the large influx of children into public schools include building new schools and additional classrooms, opening second and third shifts, and creating temporary centres. The decrease by 8 percentage points of the out-of-school children rate from November 2014 to November 2015 can be in part attributed to the establishment of additional TECs in Turkey and additional enrolment of 113,000 Syrian in public schools in Lebanon (40 per cent increase in the 2015/16 school year compared to the 2014/15 school year)[10] which was facilitated through increased enrolment in first shifts and opening up 238 second shifts, and an additional 40,000 children who are estimated to be enrolled in publicly subsidized private schools and other private schools.[11] In Iraq, pre-fabricated schools in host communities and camps, as well as additional classrooms in formal schools, have expanded absorption capacity. School-based management through Parent-Teacher Associations and community engagement have resulted in the rapid rehabilitation of more than 500 schools occupied by Iraqi internally displaced persons in the Kurdistan Region of Iraq[12] and the resumption of learning. In Egypt, the sector-response strategy has focused primarily on creating space for Syrian children in public schools, while establishing community-based pre-primary education opportunities.

Additional and expanded **NFE programmes** are set up to provide alternative education for children out of school, and catch-up and remedial education for children in school. Some 150,000 children benefitted from these opportunities in 2015.[13] In Syria, 19,000 children resumed their studies through the self-learning programme (SLP),[14] maintaining the opportunity to prepare for national exams. The SLP provides all core subjects in Grades 1 to 9 and adopts a contextually relevant approach to out-of-school children in hard-to-reach and besieged areas. The WoS response is making it also available through cross-border operations to all Syrian children. In Lebanon, an accelerated learning programme (ALP) was developed to provide children (aged 7-17 years) who have been out of school for more than two years with a condensed version of the Lebanese curriculum, allowing them reintegrate into public education. In Jordan, an integrated informal education programme called Makani (My Space) provides numeracy, literacy, English and science classes as well as life skills and psychosocial support to 38,400 most vulnerable Jordanian and Syrian children.[15] In Iraq, catch-up classes and learning through satellite education television channels provide an innovative way for children to make up for lost schooling.

Social protection policies aiming at removing the financial barriers associated with education are being developed in several countries. In Turkey, academic tuition fees were waived for Syrian students attending state universities and full scholarships were provided to 2,300 Syrian students. In Lebanon, all fees have been waived for Syrians and Lebanese in public schools under RACE. In Jordan, in addition to the large-scale cash transfer programmes, scholarship opportunities for higher education are available under the Albert Einstein German Academic Refugee Initiative (DAFI). In Egypt, more than 7,000 Syrian children[16] benefit from education grants that allow them to enrol in school, with additional financing provided to vulnerable children and children with special needs.

Efforts to improve learning

In Turkey, the focus on **teacher professional development and support** resulted in more than 7,000 Syrian volunteer teachers receiving a training package on child-centred, protective and interactive methodologies, classroom management and psychosocial support. In Jordan, systematic professional development to MoE teachers ensures that they are equipped with the necessary skills to manage challenging classroom environments. A comprehensive training manual provides guidance for classroom teachers to improve the quality of instruction for children with disabilities. Incentives/allowances and adequate resources are crucial for the retention and wellbeing of qualified teaching staff. In Turkey and Iraq, standardized incentive schemes have been developed to support Syrian volunteer teachers in camps and host communities.

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[10] Education Sector Dashboard, comparing formal enrolment in August 2014 and November 2015.
[11] Education Sector Dashboard, September/October 2015.
[12] Iraq Education Cluster, December 2014.
[13] Education Sector Dashboard, November 2015.
[14] OCHA. 2016. *Periodic Monitoring Report*, Syrian Arab Republic (forthcoming).
[15] UNICEF, as of January 2016.
[16] UNHCR, as of January 2016.

While targeting Palestine refugees affected by the Syria crisis, **UNRWA** has developed tools that can serve as a public good for all children. Computer-based materials have been developed and existing curricula revised to focus on key concepts and skills, with UNRWA's ground-breaking TV channel serving as a further learning resource to students dispersed across the region. Teachers and schools are being empowered through training and awareness raising on safety and security issues.

There are nascent efforts to mainstream **life skills and citizenship education** in the region. In Syria, the MoE and partners are currently working to integrate life skills into the formal education curriculum. Citizenship education is a means of preventing violence and bullying among children, fostering social cohesion, addressing risks of radicalization, and preparing children and young people to engage in future transitions to peace and reconstruction. It is also an essential component of the quality and relevance of education and represents a key area that contributes in bridging education, human rights and sustainable development. Iraq is introducing citizenship education and life skills in national curricula in primary and secondary schools. In Egypt, an inclusive education model is adopted as a comprehensive approach to promote school-based child-friendly learning environments for all children, including children with disabilities.

3. THE NEEDED STRATEGIC SHIFTS – RECOMMENDATIONS AND POLICY ASKS

The **goal of the London Conference** is to create a long-term commitment on education for Syria and the region to avoid a lost generation just as the conflict reaches its five-year mark. This will be done by ensuring that around **4 million Syrian and affected host-community children and youth** (aged 5-17 years) have access to, and learn in, safe, inclusive, and quality formal and non-formal certified learning opportunities in the 2016/17 school year. More specifically, the objective is to reach 1.7 million Syrian refugee and affected host community children and youth in the five host countries with a total cost of US$0.9 billion for 2016/17 and 2.1 million out-of-school children inside Syria with a total cost of US$0.5 billion for 2016/17. Particular attention will be given to post-basic education opportunities that increase life skills for employability and social cohesion in order to prepare youth for their future leading role in Syria. The total funding-raising target is **US$1.4 billion**.

Separate fundraising processes and appeals will be made for other vulnerable children affected by the Syria crisis and other conflicts, namely Iraqi internally displaced children, Palestine refugee children affected by the Syria crisis in Syria, Lebanon and Jordan, and youth aged 18-24 years in Syria and neighbouring countries (see section 4).

While maintaining the humanitarian dimension of the education response, strategic shifts need to occur towards longer-term approaches, focusing on effective investments for the future. This requires (as outlined below) the strengthening of national education systems and promotion of national policy frameworks as well as scaling up access and adopting a systematic focus on quality education.

Strengthening national education systems and capacity development for better planning, budgeting, monitoring and coordination means that the response for Syrian children and youth is embedded into improved national strategies reaching vulnerable and affected host-community children, with a focus on equity, inclusiveness and quality. The following areas of system strengthening emerge as particularly key in the context of the Syria crisis:

- Invest in continuous and enhanced professional and capacity-development services for educators and supportive personnel as well as ministries of education staff at both central and decentralized levels.

- Strengthen school-based management and leadership as a means of more effective outreach and improved quality learning.

- Enhance crisis-sensitive and responsive EMIS to support an evidence-based response accounting for monitoring of equity, quality and inclusiveness.

- Create linkages between education, child protection and health systems, e.g., through the establishment of effective referral systems.

Introducing **strategic shifts in the policy environment** in the following areas is necessary:

- Recognize that NFE is a necessary mode of delivery because of its flexibility and rapidity in outreach to children and youth for whom the formal system is inaccessible or not relevant due to missed years of schooling or other reasons. However, NFE provision needs to be coherent and cost effective, following quality standards, and coordinated by regulatory policy frameworks plans and budgets. More open, competitive procurement and meaningful partnerships with NGOs are needed to complement and support formal provision.

- Provide high-level international and national leadership to make breakthroughs on certification of learning, particularly the official exit exams essential for access to tertiary education and quality employment in the Middle East. This needs to happen for formal education and for quality NFE - with clear pathways back to formal education.

- Make use of Syrian teachers by exploring formal and informal employment opportunities in teaching and in psychosocial care of Syrian children under national education plans and job strategies. Improve their status through continuous professional development (linked to plans and strategies concerning host-country teachers), including certification programmes that would enable them to teach legally, and through sustainable incentive schemes.

- Strengthen social-protection frameworks and improve jobs and income of poor families to address financial barriers to schooling and reduce negative coping mechanisms such as child marriage and child labour.

The following **strategic shifts with regards to access** need to occur:

- Maximize the utilization of public schools through, for example, the formalization of provisional second shifts, and in a way that promotes inclusion models and social cohesion.

- Promote portable blended solutions through the use of new technologies that provide relevant and certified education while addressing issues of displacement, dispersion, language and certification challenges.

- Sustain the continuity of learning at the post-basic level through a more systematic targeting of youth aged 15-17 years, offering multiple and mixed channels of learning in formal and non-formal sectors (upper-secondary education, TVET, on-the-job training, etc.). Efforts at this level need to be embedded in national education policies and strategies, enhance collaboration with the private sector for school-to-work transitions, and include tuition waivers, scholarships and other incentives.

- Expand access to diverse forms of tertiary education through favourable tuitions, scholarships and other financing support mechanisms, prioritizing specific fields and linking them to flexible and competency-based admission policies that enable those with interrupted studies or missing documentation to be considered for enrolment.

The following **strategic shifts with regards to the quality of education** need focused investment:

- Promote and mainstream life skills education as an integral part of quality formal and non-formal provision for all age groups and grades. Life skills education is about learning, empowerment and employability as well as effective teaching methods and classroom management. It entails the rethinking of rigid curricula as well as the development of education activities in support of formal learning.

- Further citizenship education and human rights as the core of quality and life skills education, and as the pathway to social cohesion by promoting values of active tolerance, peaceful coexistence, participation and solidarity. This is key to safeguarding a positive sense of identity and belonging for all children while working within inclusive models of quality education.

- Sustain and systematize efforts at creating protective school environments, including the implementation of psychosocial support programmes in and around schools and learning spaces, with greater emphasis on the most vulnerable and disadvantaged children, including those with disabilities.

The above strategic shifts will be concretized at country level as follows:

Syria

System strengthening: Develop institutional capacity for emergency preparedness and formulation of response plans at national and governorate levels. Reinforce capacity of sector partners, including for cross-line and cross-border operations. Improve timely EMIS school data collection and analysis.

Policy: Mainstream the SLP with certification provision. Mainstream psychosocial support and risk education in the curriculum. Sustain and expand advocacy against attacks on schools.

Access: Expand safe and inclusive learning spaces and double shifts with gender-sensitive water, sanitation and hygiene facilities. Implement school feeding programmes. Scale up the SLP and develop it into an online interactive/e-learning platform that is certified. Monitor and assess the implementation of Curriculum B to support its national scale-up.

Quality: Accelerate professional development for teachers. Develop standardized materials and tools on risks education and survival skills, bullying, teaching to large class sizes and psychosocial support. Promote safe learning environments.

Turkey

System strengthening: Develop a mid to long-term education strategy for Syrian refugees. Mobilize multiple service providers, including various public institutions, NGOs, civil society organizations and the private sector, especially in areas of NFE/IFE service delivery within a clear normative framework. Further develop YOBIS to generate reports on attendance and learning achievements that will enable policy makers at different levels make informed decisions and integrate it to the national EMIS.

Policy: Sustain and improve the Grade 12 Equivalency Examination in Arabic for Syrian and Iraqi youth. Create mechanisms for formalizing Syrian teachers within the public education system, including the issuing of work permits. Strengthen social-assistance frameworks to reduce socioeconomic barriers.

Access: Expand learning spaces and double shifts. Strengthen and widen access to NFE and IFE (through community learning centres). Increase access to ECE for both Turkish and Syrian pre-primary school age children. Promote access to TVET and higher education, including recognition of prior learning and accreditation of completed degrees. Promote Turkish proficiency while maintaining Arabic literacy. Address negative coping mechanisms that prevent access, such as child marriage and child labour, and enhance outreach activities and information sharing on education.

Quality: Maintain the identity of Syrian children through the provision of curricula in Arabic in line with Turkish qualification standards in addition to Turkish curricula. Promote safe learning environments, strengthen psychosocial support in education and expand life skills programmes. Provide mentoring and continuous professional development for teachers, school coordinators, Turkish teachers and Syrian volunteers.

Lebanon

System strengthening: Enhance the planning, management and monitoring capacity of MEHE and the RACE PMU. Ensure long-term, predictable and flexible financing within RACE II sector plans that foster partnerships with the international community, the private sector and NGOs. Enhance EMIS for all children in education to include monitoring attendance.

Policy: Develop and operationalize a conceptual and regulatory framework for NFE provision. Strengthen social protection mechanisms (cash support, transportation). Further develop policies to ensure education outreach to children, youth, children with disabilities and learning difficulties, and other excluded groups.

Access: Expand public-school absorption capacity through the increase of second shifts and school rehabilitation/expansion. Expand access to education through a National NFE Framework (ALP, basic literacy and numeracy, ECE). Mobilize communities for enrolment in formal education.

Quality: Systematize support to quality learning through the provision of equipment and learning materials to teachers and students in public schools. Provide language instruction, homework support, and other retention interventions that target children at risk of dropping out. Address the issues of corporal punishment and bullying in public schools. Provide mentoring and continuous professional development for teachers.

Jordan

System strengthening: Increase advocacy and management capacity of the MoE to absorb all children eligible for official education (formal/non-formal). Strengthen OpenEMIS for refugees at basic education levels and the online platform (Jami3ti Initiative) for Monitoring Information System in higher education.

Policy: Revise already existing NFE policies to expand access to children aged 9-12 years. Increase recognition of learning achievement and prior learning.

Access: Expand the number of double-shifted schools over the short term and enhance school expansion and construction over the medium to longer term. Expand and increase access to ECE for vulnerable children in public schools, camps and double-shifted schools. Expand access to alternative education opportunities, both certified and non-certified, for all out-of-school children. Expand higher education opportunities for vulnerable Jordanian and Syrian youth.

Quality: Systematize support to quality learning through remedial education, which includes re-teaching skills and homework clubs. Provide all teachers and alternative education service providers with continuous professional development and mentoring to respond to education in emergencies and ensure quality education. Expand safe, violence-free and protective learning environments to promote greater social cohesion in both formal and non-formal learning spaces through the implementation of a nation-wide campaign to address violence and bullying in schools.

Iraq

System strengthening: Enhance coordination, planning and monitoring capacity of the MoE. Introduce school-based management approaches as a way to increase school responsiveness. Strengthen EMIS for reliable and timely data collection.

Policy: Develop a policy framework to regulate NFE for refugee and internally displaced children and youth, including recognition and certification of alternative learning pathways. Develop financially sustainable mechanisms for appointing Syrian teachers including the introduction of adequate wage schemes.

Access: Widen access to alternative accredited learning opportunities through maximizing the use of e-learning and media. Develop TVET programmes targeting youth both in formal and non-formal settings. Expand access to formal education in Arabic language in host communities.

Quality: Mainstream life skills and citizenship education in formal and non-formal education. Introduce teacher professional-development programmes and expand pre-service and in-service teacher training. Develop inclusive and protective teaching and learning practices. Address issues of overcrowded classrooms and adopt approaches for integrating psychosocial support at school level.

Egypt

System Strengthening: Enhance Ministry of Education coordination, planning and monitoring capacity. Support the Ministry of Education in service delivery at decentralized levels through school-based management. Develop a module in the national EMIS for refugee children.

Policy: Revise documentation requirements for registering Syrian children. Support poor families to address socioeconomic barriers and reduce negative coping mechanisms through the waiving of tuition fees.

Access: Expand learning spaces in public schools to decrease classroom density. Improve access to pre-school education. Develop e-learning programmes. Improve and expand TVET. Develop partnerships with the private sector for increased education opportunities to children and youth. Expand NFE provision for all age groups and grades by collaborating with NGOs.

Quality: Provide continuous professional development for teachers and supporting staff. Address issues of violence in schools. Include life skills and citizenship education in all learning programmes. Promote human rights, peaceful coexistence, participation and solidarity in safe learning environments.

4. FINANCING, TARGETS AND COSTS

While key and strategic policy shifts need to occur to scale up access to quality and relevant education, **increased, long-term predictable and flexible financing** is necessary to deliver the Conference goal of all children in education by the end of the 2016/17 school year. Host governments and affected children need donors to provide three to five year commitments essential to keep children in school and ensure sustainable education-system expansion. The Syria crisis will enter into its sixth year in March 2016 with protracted and magnified challenges and perils. The total economic loss due to dropout from basic and secondary education in Syria could reach an estimated US$10.7 billion if children do not return to school.[17] A whole generation of children and youth is at risk of losing hope. Failing to provide adequate funding for their education would have an immensely negative impact on their future, and that of the region and beyond.

The **education funding received in absolute terms has slowly but steadily increased** since the first appeals of the Syria crisis. The NLG Initiative has been successful in leveraging resources for critical interventions for children and youth in education and child protection (traditionally under-supported in humanitarian crises).

However, the **education sector remains extremely underfunded** in percentage terms. Between 2013 and 2016 the funding requirements of the education sector inside Syria have increased from US$46 million to US$200 million, while in the five host countries, the funding requirements increased from US$264 million to US$825 million. On the other hand, by the end of 2015, the HRP education envelope was funded by only 23 per cent and the 3RP education ask by 46 per cent. For 2016, the HRP will aim to provide 800,000 children with access to education opportunities, for a total ask of US$200 million. The 3RP calls for US$825 million to reach 1 million Syrian and host-community children in formal education. The 3RP also covers additional interventions related to access, such as ECE and NFE, quality and system strengthening.[18] The targets for London are proportionally aligned with - but ambitiously above and beyond - the 2016 HRP and 3RP appeals.

The aim is to reach around **4 million Syrian and host community children and youth**, in and out of school. **US$1.4 billion** is needed to ensure that they are all provided with education opportunities in 2016/2017. These children and youth are divided into three groups as follows:

- **Group 1 inside Syria:** All 2.1 million Syrian out-of-school children (aged 5-17 years) at a total cost per year of US$516 million[19]

- **Groups 2 and 3 in the five host countries:** 1.7 million Syrian refugee children (in and out of school) and affected host-community children at a total cost per year of US$933 million

    Group 2: All 1.4 million Syrian refugee children in and out of school (aged 5-17 years)

    Group 3: 300,000 host-community children affected by the crisis; this group includes two sub-groups of countries categorized by the relative size of refugee and host population as well as the distribution of the affected host-country children
      a. Lebanon and Jordan: All out-of-school children (aged 6-14 years, primary and lower-secondary school age)[20]
      b. Turkey, Iraq and Egypt: Children identified as affected and targeted in the 3RP[21]

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[17] UNICEF. 2016. *The Economic Loss from School Dropout due to the Syria Crisis*.
[18] Syria HRP and 3RP 2016 Appeals.
[19] UNICEF. 2016. *Syria Education Sector Analysis*. Syrian children in school are not targeted because their needs are covered by the Government of Syria. The 2.1 million out-of-school children include also the children targeted by cross-border operations.

Three further groups are the subject of separate appeals:

- **Group 4:** All 1 million Iraqi internally displaced children in and out of school (aged 5-17 years) at a total cost per year of US$723 million[22]

- **Group 5:** 118,000 Palestine refugee children affected by the crisis including Palestine refugee children from Syria in Syria, Lebanon and Jordan (aged 5-17 years) at a total cost per year of US$40 million

- **Group 6:** Syrian youth inside Syria and the five host countries (aged 18-24 years)[23]

    a. Inside Syria: 149,000 youth targeted for TVET at a total cost per year of US$74 million
    b. Five host countries: 166,000 youth targeted for university education and TVET at a total cost per year of US$697 million

The **approach** taken in the estimation of costs uses data generated by the education sector through its planned programming on supporting education for 2016 in Syria and in the five host countries. The headline figures for the first three groups are calculated on the basis of a cost per child through a consistent methodology for all countries dividing the HRP and 3RP costs by their targets. It is important to highlight that in addition to access, these plans include quality and system-strengthening components.

The current **analysis** estimates the cost of providing access in the 2016/17 school year. Beyond the Conference, rigorous five-year costing projections will be required in each country. Such costing modelling can take into account efficiency savings from different policy choices, greater aid effectiveness from donors, and reduced aid-management costs. It could also aim to account, where possible, for the effect of inflation and any changes in teacher salary scales and wage-bills. It may remain difficult to plan and cost for movements of people and scale of response. The analysis does not include forecasts on the future number of Syrian refugees in general and by country because of the scarcity of data.

The Conference fundraising target aims to **leverage more funding** for the whole region, thereby benefitting all countries. Each host government will have more detailed dialogue with its donor partners based on existing national plans and financing frameworks. This twin-track approach enhances the prospect for increased donor pledges that may come from in-country donors or new donors seeking to fund at a regional or country-specific level.

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[20] Since these are relatively small countries with large numbers of refugee children in relation to host-country children (one in three in Lebanon and one in ten in Jordan) and therefore the probability that all host-country children are affected by the crisis, all host-country out-of-school children need to be targeted. In Lebanon the national school-age definition includes children and youth aged 3-18 years. The upper-secondary school age group not in school is not included because of the difficult tracking and multiple pathways available to this group, including work. Although host-country children in school are also affected by the crisis, they are not targeted because their costs are included in the 'system strengthening' and 'quality' components of the costs of Syrian refugees, and because of the already ongoing investments of the host governments in education.

[21] Due to the lack of data on the number of host-country out-of-school children in the areas affected by the crisis, the analysis uses the host-country children identified as affected and targeted in the 3RP. Also, in these three countries, it is not relevant to target all host-country out-of-school children because not all areas are affected by the crisis and the proportion in the number of refugee to host children is much smaller.

[22] Iraq Education Cluster. 2015. This covers neither the totality of Iraqi children out of school, nor all Iraqi children affected by the internal crisis. Iraqi children targeted as hosts of Syrian refugees are included in Group 3 and are not considered in the internally displaced persons component.

[23] Inside Syria, 10 per cent of the youth group not accessing tertiary education is targeted for TVET (149 thousand). Given that the 2015 university education access rate is higher than pre-war levels, no youth are targeted for university education. The reason for targeting youth with TVET is to improve on the pre-war level of TVET participation which was at 2 per cent. For outside Syria, the target is calculated on the basis of reaching pre-war rates of university education and to reach a 10 per cent rate of access to TVET. The cost of providing access to university education and TVET to youth aged 18-24 years is estimated based on the per-child budget of previous comparable projects for Syrian refugees in the five host countries. The cost per student for university education is estimated at US$6,000 and for TVET at US$500.

ANNEX 1. METHODOLOGY AND DEFINITIONS

The Paper is based on available and reliable **data and analysis**, as well as information from virtual and face-to-face discussions and consultations with relevant stakeholders at country and regional levels. While the most accurate and recent data is used, it is important to acknowledge data limitations and gaps. Specific limitations are highlighted when reporting on the figures. Some general limitations pertain to data on enrolment in Syria, which is not available country-wide. Furthermore, in the five host countries (Turkey, Lebanon, Jordan, Iraq and Egypt), the figures used refer to refugees registered with UNHCR, unless otherwise stated. It is known that some refugees might not be registered with UNHCR, or in the case of Turkey, with Turkish Authorities, and conversely some registered refugees could have also left the host countries.

While Syrian children and youth both inside and outside Syria are the **focus** of this Paper, the children and youth affected by the Syria crisis in the five host countries are targeted as well. Strategic shifts are also meant to benefit the most vulnerable and disadvantaged host communities. Given that the adolescent age group (aged 10-19 years) is included in the children (aged 5-17 years) and youth (aged 15-24 years) categories, no reference is made to adolescents. The category 'children' and 'youth' are also more in line with programming in education.

In terms of **definitions** adopted in the Paper, **early childhood education (ECE)** refers to one year of pre-primary education for children aged 5 years, with the exception of Turkey, Lebanon and Jordan where ECE includes children aged 3-5 years. **Basic education** refers to the six years of primary and the three years of lower-secondary education, targeting children aged 6-14 years. **Post-basic education** refers to education for youth aged 15-24 years and can be further divided into: 1) general-upper-secondary and TVET (aged 15-17 years), and 2) tertiary/higher education including university education and TVET for youth aged 18-24 years.

Formal education is used in the Paper to refer to education that is institutionalized, intentional and planned through public organizations and recognized private bodies, and that – in their totality – constitute the formal education system of a country as per the standard definition in the International Standard Classification of Education (ISCED). It refers to education that is provided and approved by a State, with learning outcomes certified by national education authorities.

Non-formal education (NFE) is used in this Paper to refer to any organized and sustained education activity that is provided outside formal education. Depending on the context, it may cover either alternative educational pathways that support transition to formal education including catch-up, self-learning and accelerated learning programmes that lead to official certification. Or it may include remedial education programmes such as language support programmes, which target children both in school and outside schools, as well as non-accredited learning programmes for literacy, numeracy and/or e-learning targeting out-of-school children and youth. In Jordan and Turkey, this second type of non-formal education is referred to as informal education (IFE).

Certification and accreditation are defined as a mark of quality that publicly attests the worth of a learning programme. Accreditation accords a learning programme official recognition or endorsement – most likely by a ministry of education. Accreditation can apply to learning programmes within the formal education provided by state institutions but also to non-formal learning programmes provided by NGOs and United Nations agencies, and cover a wide range of programmes (such as TVET, accelerated learning programmes, etc.). Certification generally refers to the provision of a formal certificate recognizing a student's achievement in the end of cycle examinations.

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