ODI

Report

Strengthening coordinated education planning and response in crises

Iraq case study

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Acronyms

3RP	Regional Refugee and Resilience Plan
CLA	Cluster Lead Agency
DoE	Directorate of Education
ECW	Education Cannot Wait
EiE	education in emergencies
Federal MoE	Federal Ministry of Education
GBV	gender-based violence
GDP	gross domestic product
HCI	Human Capital Index
HRP	Humanitarian Response Plan
ICCG	Inter-Cluster Coordination Group
IDP	internally displaced person
IEC	Iraq Education Cluster
IHL	international humanitarian law
IMO	Information Management Officer
INEE	Inter-agency Network for Education in Emergencies
INGO	international non-governmental organisation
IRC	International Rescue Committee
JCC	Joint Crisis Coordination Centre
JCMC	Joint Crisis Monitoring Center
KII	key informant interview
KRG	Kurdistan Regional Government
KRG MoE	Kurdistan Regional Government, Ministry of Education
KRI	Kurdistan Region of Iraq
MoDM	Ministry of Displacement and Migration
MoU	memorandum of understanding
NGO	non-governmental organisation
NNGO	national non-governmental organisation
NRC	Norwegian Refugee Council
OCHA	UN Office for the Coordination of Humanitarian Affairs
ODA	official development assistance
OECD DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
PSS	psychosocial support
RCM	refugee coordination model
SAG	Strategic Advisory Group
SCI	Save the Children International
UN	United Nations
UNHCR	UN Refugee Agency
UNICEF	United Nations Children's Fund
WASH	water, sanitation and hygiene

Executive summary

This case study examines how, in Iraq, humanitarian and development actors can more effectively coordinate planning and response to strengthen education outcomes for children and young people affected by crises. It looks at the 'who', the 'how' and the 'so what' of coordination of education in emergencies (EiE) and protracted crises for internally displaced people (IDPs), local communities affected by crises, and refugees, resulting in recommendations for action that can be taken by different types of stakeholders, including the Federal Government in Iraq and the Kurdistan Regional Government (KRG).

Today, Iraq struggles with the impact of two crises: the Syrian Civil War and families fleeing to seek refuge in Iraq since 2012 and the insurgencies of the Islamic State against Syria and Iraq since 2014, which prompted people to flee to Iraq as well as be displaced within Iraq. Iraq hosts close to 300,000 refugees from neighbouring countries, with over 84% of these being from Syria (UNHCR, 2019a). Furthermore, Iraq is host to the highest number of displaced people in the region, with approximately two million people remaining displaced in addition to four million who have returned to their communities (HNO, 2019). The most recent estimates show that 2.6 million people need humanitarian assistance in the education sector. In the country more broadly, one in four children currently lives in poverty and its education sector has become weak as a result of decades of conflict and underinvestment (UNICEF, 2016; 2017).

Who coordinates country-level education in emergencies and protracted crises?

A unified coordination structure for EiE exists in Iraq. This covers IDPs, returnees, refugees and affected local communities. Under the humanitarian cluster system, the Iraq Education Cluster leads on coordination for education for IDPs and returnees. The Cluster also contributes to the overall refugee response to the Syrian crisis led by UNHCR, the UN Refugee Agency, and therefore takes a lead role on coordination for refugee education. The Cluster is chaired by the two education ministries, the Federal Ministry of Education (Federal MoE) and the KRG Ministry of Education (KRG MoE). The Cluster Lead Agencies are UNICEF and Save the Children International (SCI). The Federal MoE administers all aspects of the federal education system, excluding the Kurdistan Region of Iraq (KRI). The KRG MoE oversees the regional education system as it is specific to the KRI.

How can coordination of education planning and response be made more effective?

Coordination can be improved for IDPs, crisis-affected local communities and for refugees in several different ways. The most acute problem is that the governmental mandate, at the federal and KRI levels, as articulated in the (now outdated) education sector plans, neither recognises nor includes EiE and, therefore, both the Federal Government and the KRG are unable to provide strategic direction to humanitarian and development actors on how to address EiE for groups most affected by internal displacement. No dedicated EiE coordination unit nor directorate has been set up in either of the two ministries, and therefore responsibility largely falls on the departments of planning and school construction within the two MoEs. The establishment of an EiE coordination unit would be extremely useful. It would raise the profile of EiE in the education sector plans of the Federal Government and the KRG and provide clear guidance on how to address IDP and returnee needs in education in the KRI and in federal Iraq and how the two MoEs may effectively collaborate and coordinate is also essential.

It is also important to recognise that the Iraq Education Cluster's strong mandate for EiE in Iraq covering all affected groups places it in a unique leadership position. The new Cluster Strategy has been developed with inputs from Cluster members, and both the Federal MoE and the KRG MoE actively participate. However, the Cluster's ability to fulfil its mandate is compromised. Despite the two governments' prominent role in the coordination process and willingness to engage in the cluster system, the two MoEs need to do much more to facilitate coordination: for instance, the MoEs need to address the shortage of teachers in crisis-affected areas, as they have left most of the teaching to unqualified or underqualified volunteer teachers who are provided some compensation ('incentives') by humanitarian partners. Building on the rapport between the Education Cluster, the MoEs and respective DoEs, the current Cluster Strategy should clearly outline a progressive strategy of transferring leadership responsibilities to the MoE and respective Directorates of Education (DoEs) (also identifying what capabilities need to be cultivated and where the funding for this could come from) along with a strategy to involve more development actors to do development programming and systems strengthening.

Coordination of refugee education can also be improved by capitalising on the stable situation in KRI and according the KRG greater responsibility for coordination and concomitantly to strengthen its own regional education system. Urgent action is needed to speed up progress on the refugee integration policy. UNHCR is also well placed globally to draw attention to refugee education funding for Iraq, and it can also commit greater financial resources than currently towards the payment of teacher incentives in the immediate future to ease some of the recurrent financial burden on UNICEF.

So what does coordinated education planning and response contribute?

This research has unearthed anecdotal and other evidence on the contributions that coordination makes to improved education outcomes in Iraq. Working from the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD DAC) framework for defining effective coordination as linked to the Education Cannot Wait (ECW) collective education outcomes (equity and gender equality, access, continuity, protection and quality), highlights include:

- First, the coverage of the Education Cluster through the posting of one Cluster Coordinator from UNICEF in Baghdad, the federal capital, and of the second from SCI in Erbil, the capital of KRI, alongside cluster presence across all major areas of crisis helps IDPs and local communities gain *access* to education. Having a mix of key actors (UNICEF, national non-governmental organisations (NNGOs), international non-governmental organisations (INGOs) and the DoEs) to co-lead the sub-clusters also contributes to *access*. However, reaching all people in need has not been possible because of funding constraints through the Humanitarian Response Plan (HRP) and the Regional Refugee and Resilience Plan (3RP) processes, and the issue has been further magnified by the lack of partners' access to certain hostile areas for security reasons, inadequate school infrastructure in local areas and distance to schools. While the Cluster has enhanced the capacity of coordination partners by developing easy-to-use guidelines on how NGOs can get their education projects started, poor national level coordination between the MoEs and the DoEs was observed as hindering partner efficiency and compromising *access*.
- Second, in terms of *protection* and broader outcomes, synergies of coordination between the Education Cluster and the child protection sub-cluster appear to have improved child protection as well as sub-cluster coordination at governorate level. However, contributions are constrained due to insufficient resources, and the inadequacies of the response to cover the scale of protection needs because of restricted partner access.
- Third, the use of the federal curriculum for Iraqi IDPs and of the regional Kurdish curriculum for Syrian refugees has improved

continuity of education. However, progress is curtailed by limited funding, and significant gaps remain between education needs and the number of children being reached.

- Fourth, the *quality* of education for IDPs and refugees is found to be better in camps than in out-of-camp settings, but there are concerns over camp provision as well. In addition, there is a massive shortage of qualified teachers, learning materials and school infrastructure, signalling a chronic underinvestment in education. The practice of teaching multiple shifts in a day compromises both learning and teaching outcomes.
- Finally, *equity and gender equality* outcomes remain constrained overall. The lack of funds and human resources are acute concerns, but evidence did not point specifically to coordination focusing on or contributing to this issue one way or the other.

Recommendations

To strengthen education outcomes for children and young people in Iraq affected by crises, humanitarian and development actors should more effectively coordinate planning and response. This study recommends that improving coordination requires the following:

1. Increase stakeholder participation in the Iraq Education Cluster to further facilitate dialogue, information sharing and coordination.
2. Prioritise investing in data as a key part of the education response.
3. Prioritise formal and informal networking among key stakeholders.
4. Avoid double hatting, or negotiate with organisations leading the sub-national clusters to allocate more staff time for coordination to allow sub-national leads and co-leads to better support the Cluster.
5. Address the shortage of teachers and remove barriers to education.
6. Build greater capacity of national actors and coordinators.
7. Revise the governmental mandate to recognise and include EiE to enable the Federal and Kurdistan Government to provide strategic direction to humanitarian and development actors.
8. Increase humanitarian and development funding for the IDP, returnee and refugee response.

Conceptual framework: **Iraq**

Key features that shape education coordination outcomes

Country context

Protracted crisis due to internal and regional conflict, which resulted in people fleeing to and within the country. Iraq has the highest number of displaced people in the region. Internally, around two million people remain displaced and four million are returnees (HNO, 2019). Close to 300,000 are refugees, 84% of whom are Syrians (as of May 31, 2019) (UNHCR, 2019).
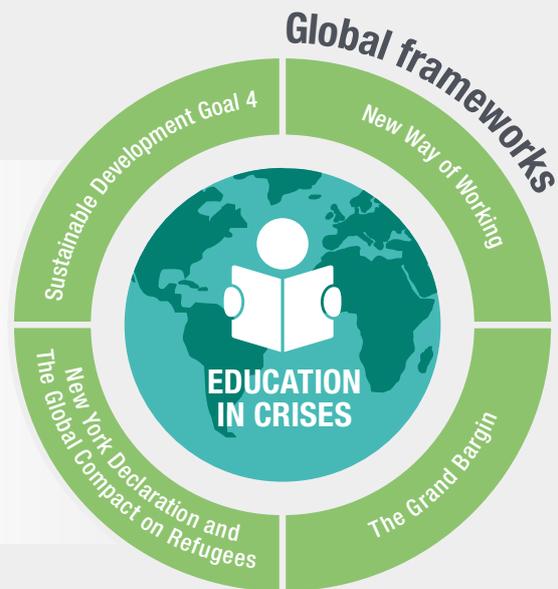
Global frameworks

- Sustainable Development Goal 4
- New Way of Working
- New York Declaration and The Global Compact on Refugees
- The Grand Bargin

EDUCATION IN CRISES

Who: Coordination approaches

The main actors coordinating leadership for education planning and response, their responsibilities, as well as the type of group(s) present.

- **IDPs, returnees and other crisis-affected communities:** The Federal Ministry of Education (MoE) and Kurdistan Regional Government (KRG) MoE supported by the Education Cluster, chaired by the Federal-MoE in central and southern Iraq and by, the KRG – MoE in the Kurdistan region, and co-led by UNICEF Iraq and Save the Children International at both national and sub-national levels, with NGOs' and development partners' support.
- **Refugees:** The Federal MoE and KRG MoE supported by the Education Cluster and UNHCR. The Cluster has created an Education Integration Task Force (led by UNHCR) to facilitate the integration of Syrian refugee children into the regional education system in KRI.

How: Ways of working

The critical processes and tools that shape the experience of education planning and response throughout programme/ project cycles.

The 'Faerman factors' analysis on predisposition, incentives, leadership, and equity reveals:

- For IDPs, refugees, returnees and local communities affected by crises, the Iraq Education Cluster has a strong and clear mandate. This is well articulated in new Cluster Strategy.
- Both the Federal MoE and the KRG-MoE are actively participating in this coordination structure. However, the two MoEs can do much more to facilitate coordination including addressing the shortage of teachers in crisis-affected areas and assume greater leadership.
- The Cluster could better identify areas for leadership transfer, assessing the capabilities that need to be cultivated, where the funding could come from, and securing greater involvement of development actors in strengthening education systems.
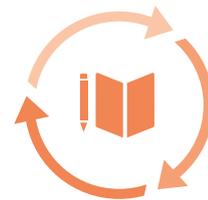
So what: Evidence of impact

The collective education outcomes of coordinated education planning and response as linked to coordination quality measures.

- **Access** has improved through the Education Cluster's and sub-national clusters' presence across all major areas of crisis, but has been undermined by funding restrictions, and poor national level coordination within and across between the two MoEs and respective Directorates of Education.
- **Continuity** of education has improved for crisis-affected children through the use of the federal curriculum for Iraqi IDPs and of the regional Kurdish curriculum for Syrian refugees. But progress is constrained by the national system's capacity constraints and limited funding.
- **Protection** and broader outcomes benefit from the synergies of coordination between the Education Cluster and the Child Protection sub-Cluster; however, restricted partner access in reaching in dire need remains a key barrier.
- **Quality** remains low due to the shortage of qualified teachers, learning materials and school infrastructure, and chronic underinvestment in education. Teaching through multiple shifts further compromises quality.
- **Equity and gender equality** outcomes remain constrained overall, with little evidence that coordination has strengthened these.

odi.org/education-cannot-wait

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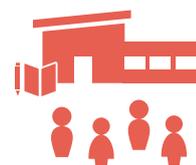
1   Introduction

Iraq – an upper middle-income country[1] – remains a country in crisis despite the end of the violent conflict with the Islamic State in 2017. Longstanding sectarian tensions within Iraq and in the region have also had lingering impacts on the country's economic and political development (Sida, 2018). Iraq now suffers from high levels of poverty, with one in four children (23%) suffering from poverty (UNICEF, 2017), and its education sector has become weak as a result of decades of conflict and underinvestment (UNICEF, 2016).

The destruction of schools as a result of the multiple waves of violence over the last decade, overcrowding, budgetary constraints, shortage of teachers, challenges around the language of instruction (Arabic versus Kurdish, for instance) and the existence of various teaching curricula, have all contributed to the state's inability to meet the education needs of its population. The international humanitarian and development community contributes to the education budget of the Federal Government in Iraq and the Kurdistan Regional Government (KRG) and channels additional resources to support the education sector.

Coordination of education in emergencies (EiE) in such a context presents considerable challenges. The country characterises a *mixed* situation, where a Humanitarian Coordinator is currently leading an internal displacement/ emergency response, and a UNHCR-led refugee response operation is also active. The 2019 Iraq Humanitarian Response Plan (HRP) has been developed to target populations in critical need throughout Iraq, but does not cover the refugee response. It is led by UNHCR and covered in the 2019–2020 Regional Refugee and Resilience Plan (3RP). The 3RP has country-level coordination structures. The 3RP is also interesting in that, at regional level, it is co-led by UNHCR and the United Nations Development Programme and shows efforts to bring together traditional humanitarian actions with longer-term development efforts. In all of the 3RP countries there are three key objectives for the education sector in each of the host countries: increased access to education services – at all levels; enhancing quality of education services; and strengthening national systems to respond to the crisis. The 3RP education sector response therefore blends elements that are traditionally seen as part of an emergency response with longer-term initiatives to strengthen systems and contribute to overall development. The 3RP has a similar role to the HRP in that it is the core planning document, sets delivery targets, and is an advocacy and fundraising document.

The Iraq Education Cluster is the key coordination structure that supports the Federal Ministry of Education (Federal MoE) and the KRG MoE in delivering education to IDPs, returnees, local communities affected by crises and disasters, as well as refugees. It consists of a national Cluster based in Baghdad (the federal capital) and Erbil (the KRI capital), as well as a network of seven sub-clusters at the sub-national/governorate level and bears a significant burden in terms of coordinating the education response. The Cluster is chaired by the two MoEs and is co-led by UNICEF Iraq and Save the Children International (SCI). At the sub-national level, coordination is usually led by two entities from among international and national non-governmental organisations (INGOs and NNGOs), and government Directorates of Education (DoEs).

The education response in IDP camps is coordinated by several actors, including INGOs and NNGOs. The education response in refugee

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1   As per the latest World Bank data from https://data.worldbank.org/country/iraq (World Bank, n.d.).

camps, on the other hand, is mainly led by the UNHCR with the support of only a handful other actors. The majority of Syrian refugees residing in KRI and IDPs, 63% and 59% respectively, live outside camps (IOM, 2019; UNHCR, 2018a) and they can access as far as possible the federal education system administered by the Federal MoE and the regional education system in the KRI administered by the KRG MoE. Additionally, there are gaps in education service provision at the site of returns – a major issue affecting Iraq returnees.

In spite of the prevailing conditions in Iraq, the international humanitarian and development community, with the support of the MoEs, is keen to ensure that refugees, IDPs, returnees and local communities continue to have access to education.

Indeed, all these elements (attached to the coordination of education planning and response in emergencies and protracted crises), in addition to the fact that the response entails coordination between two different governments, make Iraq an important country to examine. In so doing, the study provides EiE practitioners and partners an opportunity to draw lessons from the functioning of existing coordination structures and how to strengthen them so that children and young people affected by crises can have better education outcomes.

The study asks the following research question: *how can humanitarian and development actors more effectively coordinate planning and response to strengthen education outcomes for children and young people affected by crises?*

Answering the central research question of the study involves looking more closely at the 'who', the 'how' and the 'so what' of coordinated education planning and response in IDP, refugee, and mixed response situations in Iraq where a range of humanitarian and development actors are operating.

The sub-research questions related to the 'who', 'how' and 'so what' are:

- *Who* are the main stakeholders contributing to country-level education coordination?
- *How* can coordination of education planning and response be made more effective?
- *So what* does coordinated education planning and response contribute to better education outcomes and other collective outcomes for children and young people affected by crises?

This report is organised as follows:

- Chapter 2 lays out the research framework and the case study methodology.
- Chapter 3 provides key information on the Iraqi context and the current state of the IDPs, returnees and refugees, their education needs, and the related responses. In addition, it gives an overview of domestic and international funding for education and EiE.
- Chapter 4 deals with the 'who' of coordination in Iraq, providing a general overview of the main systems for delivering education in the country: the federal education system, the regional education system in KRI, and the systems for coordinating and delivering education to IDPs, returnees, affected local communities and refugees. It also discusses the main coordinating bodies and the role of national and international actors aligned with these systems.
- Chapter 5 focuses on the 'how' of coordination.
- Chapter 6 explores the 'so what' of coordination in Iraq (i.e. the implications and impacts of coordination arrangements).
- Chapters 7 and 8 follow with a conclusion and key recommendations on how to effectively coordinate planning and response to strengthen education outcomes for children and young people affected by crises.

2 Research framework and case study methodology

The case study used a range of methods and four stages of research to answer the central research question and its sub-questions: stage 1 included a literature review and stakeholder mapping, stage 2 focused on remote key informant interviews (KIIs). The latter covered a diverse range of stakeholders who are involved in the humanitarian response and in coordination efforts to deliver EiE (to IDPs, returnees, local populations affected by crises, refugees and host communities) in Iraq. Stages 3 and 4 followed with the analysis and validation of the findings. Here is a brief overview.

2.1 Literature review and stakeholder mapping

The literature review involved a review of existing grey literature in English and Arabic on the country context, its education systems, and the ongoing crises and responses. Over 130 documents, most in English, were reviewed by the research team and covered a wide range of sources, from project proposals, coordination meeting minutes, needs assessments and mission reports, to humanitarian strategies, laws and decrees enacted by the government. It gathered information on: the governance structure and educational system in Iraq; the history and evolution of the crises as well as the nature, scale and impact of the waves of crises in Iraq's recent history; the nature of preparedness and response efforts; key stakeholders involved in coordination, their roles and the obstacles they face in fulfilling them (including national and international actors, national and sub-national government departments and agencies, development and humanitarian organisations, NNGOs and INGOs, etc.); education plans (i.e. formal and informal structures, extent of planning for education and crisis issues, assessments of national capacity, national coordination structures and mechanisms for providing education to IDPs, refugees, etc.); and existing obstacles to, and examples of, effective coordination.

The primary technique used was 'snowballing': taking recommendations from experts in the humanitarian and education spheres, then taking references from these documents. Literature was selected based on its relevance and use in relation to coordinated planning and response in the education sector in Iraq, and included material identified by the Global Partners Group and key informants, as well as that already known to the research team.

The stakeholder mapping was developed as follows. Education focal points from the UNHCR and UNICEF country offices first identified the main actors who lead or participate in the different coordination mechanisms and from these they highlighted the key informants the research team would interview. The team also used its initial literature review and some remote interviews to identify a further set of key stakeholders. This process enabled the team to complete a first draft of the stakeholder mapping exercise.

2.2   Key informant interviews

There were 21 remote KIIs conducted via Skype and phone between May and June 2019 and these covered a wide range of actors. They included representatives from UNICEF, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), UNHCR, SCI, INTERSOS, the Norwegian Refugee Council, sub-national cluster leads and former leads, government representatives from the DoEs at the governorate level as well as the KRG MoE, donors, as well as NGO representatives. Most of the interviews with government officials and sub-national clusters were conducted in Arabic, while interviews with international organisations were conducted in English.

The KIIs focused on gathering additional information on, and deepening the researchers' understanding of, processes and issues beyond what was identified in the literature, gathering up-to-date information on existing and emerging coordination approaches, plans and practices, especially at the sub-national level, as well as the relationship between the Cluster at the national level and its sub-national clusters and the relationship between the Federal MoE, KRG MoE and the DoEs. The aim was to identify the causes of persistent obstacles to effective coordination; the impact that different approaches to coordination are having; the enabling factors behind effective coordination approaches; and the role that different stakeholders are playing at the national and implementation levels.

The KIIs were conducted in a semi-structured manner. They drew on a list of questions that were developed based on the global analysis framework (ODI, 2020), other country case studies that are part of the Global Partners Project, country-specific literature review as well as our stakeholder analysis from the initial KIIs. The questions allowed interviewees (and interviewers) the space to outline and explore other relevant issues and emerging topics as the research progressed. KIIs were encouraged to share their experience in relation to the education response framework and to share their views on potential solutions to improve the current system.

Interviewees were initially selected based on the stakeholder mapping conducted in the literature review phase and recommendations from the Global Partners Group. Additional interviewees were then selected in a 'snowballing' fashion.

2.3   Analysis

The analysis stage drew together the information collected during the remote KIIs, triangulated across multiple interviews and data sources, and involved additional document reviews to close information gaps. This process had drawn out key themes in terms of our research questions on the 'who', 'how' and 'so what' of coordination in the Iraqi context.

Analysis of 'who' was addressed by mapping the formal role of different actors in the literature and sector planning documents, augmented with information on informal practices and roles derived from the KIIs.

Analysis for the 'how' of coordination – specifically looking at enabling factors and constraints – was aligned with that used for the global analysis report (ODI, 2020). That report uses a global analysis framework derived from organisational science, which aims to understand the behaviour of different organisations across diverse contexts that involve numerous entities, often in competition or with a history of conflict, who are interdependent and would collectively gain from cooperating rather than competing, who fall under different governance systems, but who try to design rules and principles to collectively govern their behaviour (Faerman et al., 2001).

Faerman et al. (2001) identified four factors that appear in organisational research relating to the success or failure of inter-organisational coordinated efforts, and which we use in our analysis to understand the enabling factors and constraints for coordination in Iraq: predisposition; incentives; leadership; and equity.

This frame was applied by Nolte et al. (2012) to analyse the collaborative networks that operated during the disaster response in Haiti in 2010 (Nolte et al., 2012; Faerman et al., 2001).

Analysis of the 'so what' of education coordination in Iraq was structured according to the OECD DAC framework for defining effective coordination. This is one of two specific frameworks for analysing the effectiveness and impact of coordination that were reviewed in

the global analysis framework (ODI, 2020).[2] In contrast, the ECW framework focuses more on education outcomes. The research faces a significant empirical challenge in linking the coordination mechanisms set out here to improvements in coordination and then linking that improved coordination to improvements in education outcomes. This is partly due to the absence of quantitative metrics for assessing the level or quality of coordination, but also issues with data access and the practical scope of this study. Our analysis on 'so what' is therefore based on a review of existing assessments of coordination in Iraq and our interview process, which was used to map out anecdotal evidence.

2.4 Validation

The validation stage was carried out over two stages: the first stage involved sharing the country case study report with a Country Validation Group for their review and comments, as well as a Global Reference Group of experts on humanitarian and education coordination issues. These comments were discussed and the case study was revised accordingly. The revised case study was then shared with selected key stakeholders, who were also interviewed as part of the stakeholder consultations, for their comments and feedback. The case study was then revised and finalised based on these inputs.

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2   The OECD DAC outcomes are focused primarily on the quality of coordination itself and cover 10 areas – Accountability & participation; Coherence; Complementarity; Connectedness: Coverage; Effectiveness; Efficiency; Relevance & appropriateness; Sufficiency; and Impact.

Conceptual framework

Key features that shape education coordination outcomes

Country contexts

Country situation: the geographic, political, legal, social and economic context of the country, as well as existing capacity of national and/or regional authorities to respond to the crisis

Type of crisis: violence and conflict, environmental, health, complex emergencies, and whether displacement produces either internal displacement or refugee situations, and the scale of displacement, disasters or mixed situations

Phase of crisis: Sudden onset emergency and/ or protracted situation

Global frameworks

Sustainable Development Goal 4

New Way of Working

The Grand Bargain

New York Declaration and The Global Compact on Refugees

EDUCATION IN CRISES

Who: Coordination approaches

The main actors coordinating leadership for education planning and response, their responsibilities, as well as the type of group(s) present.

- **Ministry of Education**, and/or other national ministries, often in a lead or co-lead role for all coordination groups listed below
- Regional or local **government bodies** overseeing education and/or emergency response
- IASC **Humanitarian cluster coordination approach**, with the Global Education Cluster co-led by UNICEF and Save the Children, and country level cluster leadership varied
- **Refugee Coordination Model** led by UNHCR
- **Development coordination**, through Local Education Groups, typically co-led by multi- and bilateral donors
- Mixed, regional and other **hybrid approaches**

How: Ways of working

The critical processes and tools that shape the experience of education planning and response throughout programme/ project cycles.

- **Coordination across the humanitarian programme cycle (HCP) and refugee response planning cycle:** needs assessment and analysis, strategic response planning, resource mobilisation, implementation and monitoring, operational review and evaluation
- **INEE Minimum Standards:** a global tool that articulates the minimum level of educational quality and access in emergencies through to recovery
- **The Faerman Factors:** predisposition, incentives, leadership and equity highlighting the softer side of coordination
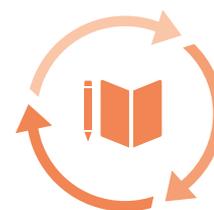
So what: Evidence of impact

The collective education outcomes of coordinated education planning and response as linked to coordination quality measures.

- **Collective education outcomes set out in Education Cannot Wait strategy:** access, equity and gender equality, protection, quality and continuity
- **Coordination quality measured by OECD DAC criteria:** coverage, relevance/appropriateness, coherence, accountability and participation, effectiveness, complementarity, sufficiency, efficiency, connectedness and impact

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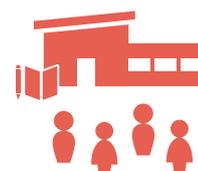
3 The Iraqi context and education response

This chapter provides a brief background to Iraq's current crisis response, its political set-up and government structure. Under Iraq's current federal system, the KRI has enjoyed autonomy since the adoption of the 2005 Constitution, which enables it to elect its own political representatives to manage day-to-day affairs.

The chapter also outlines the IDP, returnee and refugee situation, and its impact on the local community, in particular the number of people affected and children in need of education support. It also examines the financing landscape for education, including provisions by the Federal Government, the KRG, official development assistance (ODA) and humanitarian funding for EiE.

3.1 Country background

Iraq ranks 120 out of 189 countries on the Human Development Index (UNDP, n.d.) and ranks 129 out of 157 countries on the Human Capital Index (HCI) (World Bank, 2018), which signifies high levels of poverty, inequality and vulnerability, as well as low education outcomes. According to the HCI, a child born in Iraq today will reach, on average, only 40% of their potential productivity as adults. Iraq's HCI is also lower than the average for the Middle East and North Africa region and is the lowest of all Mashreq countries. Iraq's poor performance in the HCI is largely attributed to low education outcomes. The poverty rates in areas impacted by the armed conflict against the Islamic State exceeds 40% (ibid.), in comparison to the already-high 22.5% in the rest of the country (HNO, 2019). In the KRI, the poverty rate increased from 3.5% to 12.5% as a result of a large influx of IDPs from other parts of Iraq since 2014 (ibid.). This has added to the challenges faced by IDPs and returnees to return to their homes and rebuild their lives. Unemployment rates, which had been falling prior to the armed conflict, have climbed back to 2012 levels (OCHA, 2019b). Iraq's main sources of income are oil and gas revenues, which as of 2015 represented 84% of the government's total revenues and 99% of Iraq's total exports (NRGI, 2016). According the World Bank, in 2018, Iraq's total GDP is $226.4 billion (as of 2018), where real GDP is estimated to have grown by 0.6% in 2018 as a result of the improvement in security conditions and higher oil prices, reversing a contraction of 1.7% seen in 2017 (World Bank, 2019).

Iraq has struggled with sectarian tensions stemming out of a long history of internal and regional conflicts. Sectarian tensions along ethnic, religious and linguistic differences have impacted the education sector in general, and especially in relation to discrepancies in school curricula, the language of instruction and the availability of teachers.

Today, Iraq struggles with the impact of two crises: the Syrian civil war and families fleeing to seek refuge in Iraq since 2012 and the insurgencies of the Islamic State on Syria and on Iraq since 2014, which prompted people to flee to Iraq as well as within Iraq. Fluctuating oil prices and a deteriorating security situation, which remains a challenge today in some regions in Iraq, have contributed to an economic decline since 2014, which only recently started to improve. School infrastructure has been heavily impacted by the armed conflict; there is currently a major shortage of teachers across the country; access to certain areas remains restricted; and schools have resorted to multiple shifts to accommodate the increasing number of students. These have impacted the quality of education. These issues are discussed in depth in chapter 4.

3.2   Outline of the IDP and returnee situation

Cumulatively, nearly six million people were displaced as a result of the armed conflict with the Islamic State between 2014 and 2017 (OCHA, 2019b). Throughout the crisis, population movements in Iraq were multi-directional and the pace and scale of displacement until 2017 made the Iraq crisis one of the largest and most volatile in the world (ibid.). After four years of intensive fighting, Iraq has been left with an enormous human toll and 6.62 million people need humanitarian assistance (ibid.) (see Figure 1).

The humanitarian crisis in Iraq is now entering a new phase, but reverberations from the conflict are likely to continue for a few years to come, especially in the northern governorates which host a large proportion of IDPs.

More than four million have returned to their communities, while approximately two million people remain displaced (HNO, 2019). A large proportion of the two million displaced people in Iraq have sought refuge in three governorates: Duhok, Erbil and Sulaymaniyah of KRI, both in-camp and out-of-camp settings (OCHA, 2019a; 2019b). Among the three governorates, Duhok has the largest overall number of out-of-camp IDPs, while Erbil and Slemani have significantly high ratios of IDPs living out-of-camp (ibid.).

In KRI, the majority of the IDPs live out-of-camp, with more than 40% of this group residing in host communities (OCHA, 2019a; 2019b). Almost 30% of IDPs in Iraq are in the Ninewa Governorate, which suffers from some of the highest poverty rates in the country, further increasing their vulnerabilities (OCHA, 2019b).

Women and children continue to face multiple protection risks. Child labour and child marriage among IDPs has become more prevalent in recent years (HNO, 2019). Camp services and infrastructure are severely stretched in meeting the minimum standard. The more than 482,000 displaced people living in 135 camps and at least 155,000 IDPs living in critical shelters remain severely underserved (ibid.).

It is expected that the number of IDPs in Iraq will continue to decline. As over half of all IDPs have been displaced for more than three years, and given the absence of durable solutions, this reduction in the number of IDPs is not expected to gain pace for at least the next 12 months, particularly in camps (OCHA, 2019b).

Most of the humanitarian response to date has focused on serving IDPs in camps, although this population accounts only for 29% of the overall IDP population in Iraq (OCHA, 2019b). IDPs living in out-of-camp settings do not receive the same level of support as those in camps since they cannot rely on humanitarian partners and depend largely on the generosity of the host communities (OCHA, 2019c).

3.2.1   Evolution of the IDP situation

Although Iraq is now host to the highest number of displaced people in the region, Iraq's history of displacement dates back to 1968. Since then it has gone through multiple multidirectional waves of displacement (NRC, 2002). Until 2003, Iraq had the highest number of internally displaced people in the Middle East (approximately 700,000 to 1 million) (ibid). This was driven by a combination of factors, including internal armed conflict, external intervention and political, ethnic and religious persecution (IDMC, 2019):

- Iraq–Iran relations: In the early 1970s, hundreds of expelled Iraqi Kurds fled to Iran, where they received support from the Iranian government until 1975 when Iran and Iraq signed the Algiers Agreement (abolished

Figure 1   Number of people in need

Source: HNO (2019)

Vulnerable host communities 0.39 million

Refugees 0.25 million

IDPs in camps 0.48 million

IDPs out of camps 1.5 million

Returnees 4 million
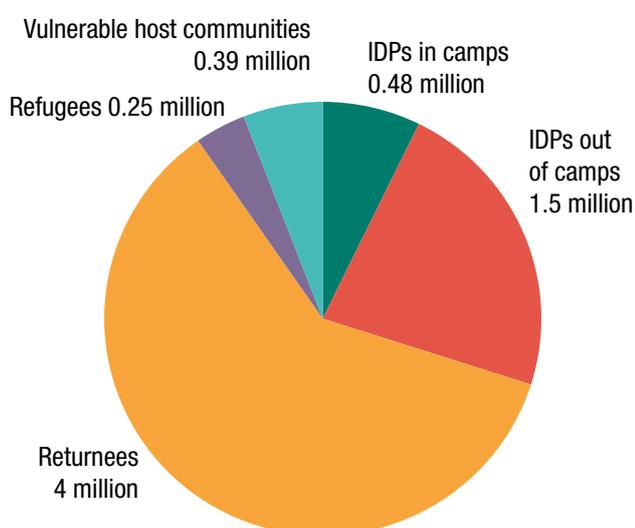
by Iraq in 1980). The Algiers Agreement weakened Iran's support of Iraqi Kurds and over time they returned to Iraq, but not to their original homes. The Iraq–Iran war (1980–1988) forced many Iranian Kurds to flee to Iraq (Refugees International, 2003). By the end of the Iraq–Iran war, the Iraqi onslaught against Kurdish villages, notably the Anfal campaign, destroyed thousands of villages and towns, and killed and forcibly displaced hundreds of thousands of villagers (NRC, 2002).

- Since the mid-1970s, non-ethnic Arab Iraqis, as well as ethnic Kurds, Assyrians and Turkmen have suffered from various waves of displacement due to actions by the Iraqi government, particularly when they were forced to leave the oil-rich Kirkuk area under the 'Arabisation' policy. At the same time, Shia families from central and southern Iraq were encouraged to resettle in Kirkuk to prevent any Kurdish claims of the territory and to affirm the 'Arab' character of the city (ibid.; Refugees International, 2003).
- Immediately after the Gulf War in 1991 and encouraged by the US government, the Kurds in the north rebelled. Without any Allied support, the Iraqi forces swiftly crushed the uprising, which led to the displacement of approximately two million Kurds, who were forced to flee to Turkey and Iran (Refugees International, 2003).
- Kurdish factional in-fighting has also contributed to further displacement. Between 1994 and 1997, the two major Kurdish political parties, the Kurdish Democratic Party (KDP) and the Patriotic Union of Kurdistan (PUK) have engaged in violent conflict over the control of Duhok, Erbil and Slemani (NRC, 2002).
- Between 1991 and 2000, the Iraqi government was responsible for the forcible displacement of at least 94,000 people from Kirkuk and other cities under government control, such as Mosul, who then fled to northern Iraq (NRC, 2002).
- In 2000, it was reported that the government was displacing five to six families to northern Iraq every day (NRC, 2002; UNHCR/ACCORD, 2001).

- The 2003 US invasion of Iraq reportedly displaced approximately 1 in 25 Iraqis. By March 2008, the IOM estimated that while 2.4 million Iraqis had fled the country, primarily to Jordan and Syria, an estimated 2.7 million remained displaced in Iraq (Lischer, 2008). By the end of 2015, the UNHCR reported that over 4.4 million were internally displaced in Iraq (Watson Institute for International and Public Affairs, 2016).

The latest wave of displacement began in late 2013 when the Islamic State began to take over large parts of the country. At that point, there were already close to 2.1 million IDPs in Iraq due to previous conflicts (IDMC, 2019). Natural disasters, particularly floods (e.g. in 2006, 2009, 2011, 2015 and 2018), droughts and earthquakes, further contributed to the displacement of people. Cumulatively, it is reported that six million people were displaced from 2014 to 2017 in the conflict against the Islamic State.

3.2.2 Estimates of education needs of IDPs and returnees

For the past few years, Iraq has been faced with a number of challenges that heavily impact the quality of and access to education for IDPs and returnees, including: prolonged conflict resulting in acute vulnerabilities; destruction of residential buildings and schools; lack of clear integration policies and initiatives; forced, premature, uninformed and obstructed returns; a multi-layered and complex bureaucratic process stemming from dealing with two different governments, which also means dealing with two different curricula and languages of instruction; and the lack of civil documentation.

Education needs for IDPs, returnees and affected communities must be understood within the wider education context of Iraq – a country which has gone through multiple conflicts and waves of displacement that have contributed to rising levels of poverty and inequality. The HRP for 2019 highlights that 2.6 million people need humanitarian assistance in the education sector with the majority being children aged three to 17. Out of the 2.6 million in need of humanitarian assistance, 780,000 are internally displaced,

1.5 million are highly vulnerable returnees and 150,000 are from the host community. Around 500,000 people have been targeted for assistance (almost all of them children).

Many IDP families leaving camps and informal settings for their areas of origin continue to face challenges. Denial of return for families perceived to have affiliation with extremists continues across Iraq (UNHCR, 2018c). Reports confirm that many IDPs, particularly those originating from Anbar, Kirkuk, Ninewa and Salah ad Din, have been returning to camps on being denied access by government-affiliated armed groups at checkpoints or having been forced to leave their areas of origin due to threats from the community. Some have reported arrests of relatives and family members while trying to return. Others reported that, due to fears of arbitrary arrest or acts of revenge, they do not plan to return to their places of origin in the near future (UNHCR, 2018c). Services in camps are limited in general – though the situation differs from camp to camp. Insufficient water distribution and gaps in summer assistance have been reported in camps across Iraq (UNHCR, 2018c). At the same time, reports confirm that children residing in camps are 50% more likely to have access to education than children residing outside camps. IDP access to education is also commonly hindered by the distance of learning facilities from places of residence, as reasons of security, money and practicality mean that those living in remote areas struggle to send their children to school (Hussin and Juboori, 2016). The humanitarian response for education targeting internally displaced children both in-camp and out-of-camp aims to achieve the following (OCHA, 2019b) (see Annex 3):

- the deployment and payment of qualified teachers by the Government of Iraq within IDP camps and schools serving out-of-camp IDP children
- the covering of the financial incentives received by volunteers until the end of the 2018/19 academic year and until the government can take over
- supporting volunteer and teacher training initiatives in order to help improve learning outcomes

- investing in pre-fabricated classrooms, which can be moved to host community schools for additional space should the camps be consolidated
- continuing to provide support to children through non-formal education aimed at children and adolescents, who are unable to enrol in formal schools
- offering children structured psychosocial support activities within schools working with both teachers and school-based social workers
- strengthening the capacity of the respective MoEs and DoEs to respond to the needs of conflict-affected children and to plan, budget and press the government to increase the education budget with the support of the education donor community.

3.3 Outline of the refugee situation

Iraq hosts close to 300,000 refugees from neighbouring countries (UNHCR, 2019a). Of these, 252,983 are from Syria (as of 31 May 2019, see Figure 2), representing over 84% of all refugees in Iraq and 4.5% of the 5.6 million Syrian refugees hosted in the Middle East region (Durable Solutions Platform, 2019; UNHCR Operational Data Portal, n.d.). Most of the Syrian refugee population have been displaced in Iraq for over seven years, having fled Syria in 2012 and 2013 (UNDP and UNHCR, 2018). Iraq also hosts 42,822 refugees from other countries, including Palestinian refugees and Kurds from Turkey and Iran, who fled to Iraq as a result of government repression and conflicts. Iraq is also home to 47,515 stateless persons (UNHCR, 2019b).

Most of the Syrian refugees have fled from Hassake in north-eastern Syria (58%), Aleppo (25%) and Damascus (9%) and, as illustrated in the map, the vast majority of refugees reside in the KRI in northern Iraq (97%), mainly in three governorates: Erbil (51.3 %), Duhok (35%) and Slemani (12.5%) (Migration Policy Centre, 2015; UNHCR Operational Data Portal, n.d.; UNDP and UNHCR, 2018).

Around 37% of all Syrian refugees in Iraq are sheltered in nine refugee camps with the largest camp being Domiz 1 in the Duhok region, which as of May 2019 hosted 34,191 (UNHCR Registration Unit, Erbil, 2019). Over 62% of all

Figure 2   Syrian refugee population

Syrian Refugee Population
252,983 individuals

Syrian Refugee Population
- 🟠 0 – 10,000
- 🟠 10,001 – 50,000
- 🔴 50,001 – 100,000
- 🟣 100,001 – 150,000

158,110
Directly targeted members
of impacted communities
in Iraq in 2019
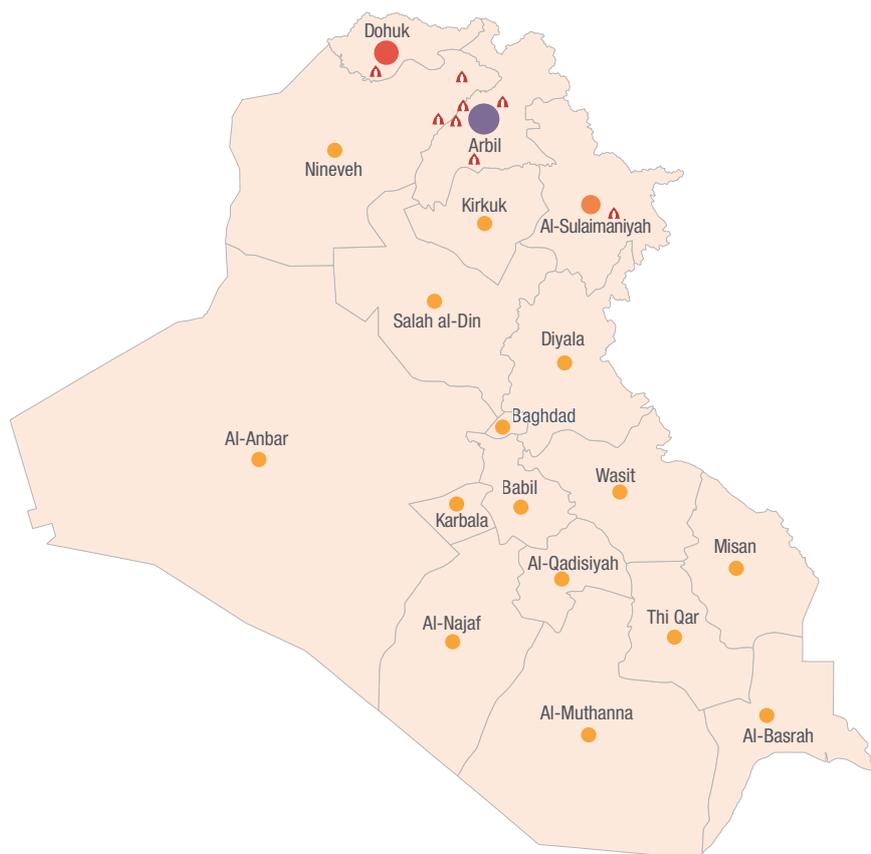
Source: UNDP and UNHCR (2019)

Syrian refugees in Iraq live in urban out-of-camp settings (ibid.). Of the total refugee population in and out of refugee camps, 82,622 (33%) are school-age children.

3.3.1   Evolution of the refugee situation

Iraq is not a signatory to the 1951 Refugee Convention or its 1967 Protocol.[3] Nevertheless, Iraq has a long history of hosting refugees from the region.

Since the 2012 Syrian refugee crisis began, the Council of Ministers of the Federal Iraqi Government decided to open border crossings to Syrian refugees, to establish camps and provide services, including medical care to refugees, and form a Relief Committee, chaired by the MoDM, as well as support committees to facilitate camp construction, procurement and provision of services (Migration Policy Centre, 2015). By the same token, the KRG has granted residency permits to Syrian refugees, which provides them with freedom of movement within the three governorates of KRI, as well as the right to work, free access to health services in the Kurdish region and the right to education free of charge in public schools on a par with Iraqi nationals. Those without residency permits can access free services in refugee camps. Deterioration

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3   UNHCR has been present in Iraq since the 1980s, and works in close cooperation with national, regional and local authorities, international organisations, NNGOs and INGOs, community-based organisations and other civil society actors in providing protection and assistance (UNHCR, 2007; UNHCR, 2010; Migration Policy Centre, 2015). Its main government partners are the Ministry of Foreign Affairs, the Ministry of Displacement and Migration (MoDM), the Ministry of Education, the Ministry of Higher Education, the Ministry of Labour and Social Affairs, the Bureau of Displacement and Migration (BDM) and the Ministry of Interior (UNHCR, 2010).

in the security situation and the armed conflict with the Islamic State, however, caused mass displacements of both IDPs and refugees residing in regions governed by the Iraqi Government and disrupted its coordination and relief efforts. Entry requirements vary according to ethnic and religious identity, as well as perceived political affiliations, and some – such as Yazidis – have reported restrictions on their freedom of movement within the region (EASO, 2019).

Today, most refugees residing in the KRI enjoy a favourable protection environment (UNDP and UNHCR, 2018), but the needs of refugees, particularly those living in urban, peri-urban and rural areas, are continuously increasing due to reduced livelihood opportunities and the persistently poor socioeconomic situation, prompting many refugees to seek relocation to camps, whose absorption capacity is limited (ibid.).

3.3.2 Estimates of education needs of refugees

The overall quality of education for the refugee population in Iraq is limited. This needs to be understood within the broader Iraqi context where the federal education system has been facing significant challenges over the last two decades as a result of conflicts and worsening socioeconomic conditions (UNESCO Iraq Office, 2011).

In the KRI, where most refugees reside, system-level financial constraints as well as poverty and limited financial means at the individual level have limited education services to refugees (UNDP and UNHCR, 2018). Schools are generally stretched to their capacity due to the presence of large populations of IDPs and Syrian refugees. Financial constraints are not the only factor threatening refugee children's access to education in Iraq: despite being bilingual in Arabic and Kurdish, language challenges (since many Syrian refugee children can neither read nor write in the local Sorani Kurdish dialect used in KRI) are limiting their access to education. This situation represents a major challenge to the KRG's transitional plan to integrate Syrian refugee children into public schools in KRI (UNDP and UNHCR, 2018).

Other factors impacting the quality of education received by refugee children are (UNDP and UNHCR, 2018):

- The limited number of teachers and the reliance on volunteers in camps who have had no educational training and lack sufficient knowledge on how to promote social cohesion and social skills.
- The very large class sizes and the introduction of shifts in order to accommodate the increasing number of children.
- Participation in tertiary education is also low, due to financial constraints and the inability of parents to pay post-secondary school fees.
- Transition rates among adolescents are particularly low due to the limited pathways to re-enter formal education as well as non-formal education opportunities.
- Like other foreign nationals, refugees residing in KRI must pay high tuition fees to access public universities, which has limited the ability of refugees to enter university, together with other key barriers, such as age limitations, the lack of recognition of previously earned education certificates and prolonged displacement without access to education.
- Refugee children with disabilities are also limited in their access to education, as a UNHCR survey found that at least 7% of school-age children were not in school because of a disability or medical condition.
- In the current (2018/19) as well as previous (2017/18) academic years, the KRI faced financial difficulties in covering teachers' incentives, which has impacted the availability of teachers. Though education partners, such as UNICEF, the International Rescue Committee (IRC) and the United Nations Educational, Scientific and Cultural Organization (UNESCO), provided support in covering the incentives of Syrian teachers in KRI, a more sustainable solution is needed for the future. The number of existing Arabic refugee schools is insufficient compared to the number of students in urban residential areas. In addition, children finishing their primary education face significant challenges continuing their education as very few secondary Arabic schools are available.
- School transportation services is one of the major challenges for refugee students.

- Lack of psychosocial services in refugee schools as funding fails to cover hiring social workers.
- Shortage of Kurdish learning activities for Syrian refugee students and their parents to promote integration into Kurdish public schools.
- Decreased funding to cover the salaries of teachers in refugee schools compared to teachers in public schools led to a decrease in the number of qualified teachers.
- Syrian refugees have no access to vocational secondary schools due to the fact that the language of instruction is Kurdish.

Moreover, there is generally a problem around the existing data on students in schools: Erbil DoE has implemented an electronic system in all schools in only two districts with the aim of recording data of schools and students. The system, however, requires improvements and should be expanded to other districts. More cooperation with MoE is therefore needed to record the data of refugees – both Syrian and non-Syrian – as it will help to identify the exact number of those out of school and any associated needs.

3.4   Financing for education in Iraq

Since 2013–2014, government spending on education has been continuously declining and it is currently the strongest decreasing trend in the investment budget of the government. External financial support for the education sector in Iraq has also been low. As such, the education sector in Iraq is suffering from visible funding gaps that are impacting both the quality of and access to education.

3.4.1   Domestic funding for education

Education in Iraq is free. In the 1970s, primary education (grades one to six) was made compulsory and a national campaign was launched to eradicate illiteracy. Private education was abolished in 1974 (Alwan, 2004). Historically, Iraq had a strong educational system,

probably one of the strongest in the Middle East. Years of conflict since the 1980s, however, have weakened the government's capacity to deliver quality education services for all and has resulted in spending being diverted to the military and security apparatuses (UNICEF, 2019). While the budget for education was reported to be 5.2% of the country's gross national product in 1970, public expenditure on education progressively declined with the onset of the Iraq–Iran war (1980–1989) to 4.1% in 1980 and 3.3% in 1990 (Alwan, 2004). This was followed by more severe budgetary constraints following the 1991 Gulf War. This led to the education sector experiencing rapid deterioration.

In recent years, domestic funding on education has witnessed a continuous decline, especially since the armed conflict against the Islamic State in 2013–2014. As of 2015–2016, Iraq allocated less than 6% of its national budget to education, compared to 8% in 2012, which ranks the country bottom of all countries in the Middle East (UNICEF, n.d.). In 2015–2016, US$5.7 billion[4] was spent by the MoE out of a $6.7 billion budget allocation, with federal Iraq representing the bulk of the education spending (UNICEF, 2016). Most of the spending (around 98%) went to recurrent costs rather than capital expenditures, which accounted for only 2% of Iraq's total education budget (ibid.).

Since 2009, the KRG has taken steps to bring basic and secondary education to international standards, implementing major reforms including introducing a new, more rigorous K-12 curriculum and making education compulsory up to and including grade 9 instead of grade 6 (KRG, 2013). The budget for KRI, however, is rather small with only $22.3 million[5] spent on education in 2015–2016, less than 1% of its total MOE spending (UNICEF, 2016).

3.4.2   Education ODA to Iraq

Iraq has been receiving education ODA from both bilateral and multilateral providers (see Figure 3). In 2017, the sector received $40 million gross bilateral ODA – representing a 1.6% share of the total (OECD, 2019).

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4   Based on the exchange rate of 1 USD = 1,190 IQD at 27 October 2019.

5   Based on the same exchange rate as the previous note.

Figure 3 International funding for education

2017

Gross bilateral ODA for education disbursed: $40.09 million

2018

☐ Requested ☐ Received

Funding for refugee education by UNHCR: $2.6 m $4.6 million

Funding for IDPs', returnees' and host communities' education under annual humanitarian appeal: $29.7 million $38 million
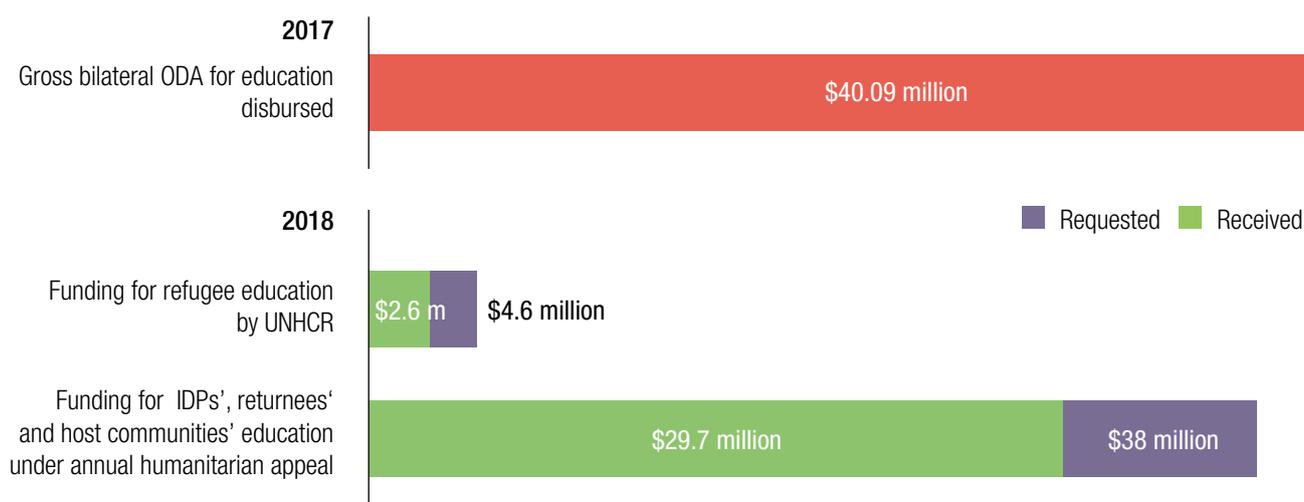
Source: OCHA FTS (2019) for humanitarian appeals data and OECD (2019) for ODA. UNHCR (2018b) for refugee education spending data.

3.4.3 Funding for IDPs and communities affected by crises and disasters

The HRP for 2019 sets the funding requirements for education for IDPs, returnees and communities affected by crises at $35.5 million, for 462,000 people, 100% of them school-age children and 49% of them girls. This amount represents 18% of the budget required by the overall humanitarian appeal of $569 million. At the peak of the armed conflict with the Islamic State, the education funding requirement in 2015 for IDPs, returnees and communities affected by crises was $67.5 million, of which only 17% was met. While the funding requirements for education have been decreasing since 2016, there has been a steady increase in education funding received, reaching a peak in 2018 (78% of the appeal for education made under the HRP was funded) (OCHA FTS, 2019).

The major sources of funding for the overall HRP are the United States (39.4%),

the European Commission (12.5%), Japan (11.5%), Germany (10.4%), Canada (8.6%), Australia (6.5%), Sweden (3.9%), the Netherlands (2.7%), Switzerland (1.4%) and Norway (1.1%) (OCHA FTS, 2019).

3.4.4 Funding for refugee education

The 3RP for 2019 sets the funding requirements for education for refugees at $26.3 million, for 152,751 people (UNDP and UNHCR, 2018). The objectives of the sector response plan are to:

- Increase equal and sustainable access to formal and non-formal education.
- Improve the quality of formal and non-formal education.
- Strengthen the capacity of the education system to plan and deliver a timely, appropriate and evidence-based education response.

4   The 'who' of coordination in Iraq

Q1: *Who* are the main stakeholders contributing to country-level education coordination?

Country-level education coordination is situated within a much broader coordination system within Iraq. Two government entities play a central role. The Joint Coordination and Monitoring Center (JCMC) – a civil protection agency – works on behalf of the Federal Government to coordinate response to crises. The overall objective of the JCMC is to ensure effective and timely humanitarian and crisis responses to any threats facing Iraqis through planning and coordination (JCMC, n.d.). Similarly, the Joint Crisis Coordination Centre (JCC) is formally mandated to coordinate all matters related to crisis management and response in the KRI (JCC, n.d.). All ministries, including the education ministries of both the Federal Government and the KRG, need to ensure that coordination under crisis contexts is aligned with the JCMC's and JCC's objectives.

For EiE, Iraq has one main coordination structure. This covers internally displaced people (IDPs), returnees, refugees and host communities. Under the humanitarian cluster system, the Iraq Education Cluster leads on the coordination for education for IDPs and returnees. It is also part of the overall refugee response to the Syrian crisis led by UNHCR and therefore leads on the coordination for refugee education.

The Cluster is chaired by the two education ministries, the Federal MoE and the KRG – MoE. The Cluster Lead Agencies (CLAs) are UNICEF and SCI. The Federal MoE administers all aspects of the federal education system, excluding the KRI. The KRG MoE does so for the regional education system as it is only applicable in the KRI.

In Iraq, unlike many other countries, there has been no local education group or technical and financial partners group to facilitate development coordination. The latter coordination has happened bilaterally between individual donor agencies, development partners and the two governments – the Federal Government and the KRG. A partners group is now being instituted to align with the updating of the national education strategy.

This section provides a general overview of the education delivery and coordination mechanisms, as well as the role of the key actors within them. These are summarised in Table 1 below.

4.1   The federal education system

The federal education system is managed by the Federal MoE and the Federal Ministry of Higher Education and Scientific Research. Representative offices of the Federal MoE sit in all three governorates in KRI to facilitate education for IDPs that are hosted in the region. The region, however, has its own education system and does not report to the Federal MoE. It is discussed in the following section.

Under the leadership of the two federal education ministries, designated DoEs have been established at both governorate and district levels in the governorates controlled by the federal authorities.

The national education system includes a two-year kindergarten stage, a six-year primary and compulsory stage and a six-year secondary stage split equally into two levels: lower and upper secondary. The general and vocational education tracks are provided at the upper secondary level (UNICEF, 2016).

The national education system has some notable features. First, most are public schools, but private schools are growing at a faster rate

Table 1   Overview of education delivery and coordination structures in Iraq

Key coordinating bodies	Leading agencies	Main delivery partners	Overall composition
Education for IDPs, returnees and other crisis-affected communities			
Iraq Education Cluster (national level).	Chaired by the Federal MoE for central and southern parts of the country and independently of that, the KRG MoE for the KRI. CLAs are UNICEF Iraq and SCI.	Federal education system and regional education system of KRI through public and private schools, UN agencies, NNGOs and INGOs.	Aside from the Chairs and CLAs, the Cluster members include a range of NNGOs and INGOs delivering education. International donors may also participate, e.g. US Bureau of Population, Refugees and Migrants.
Sub-national clusters in the governorates of Ninewa, Baghdad/Anbar, Salah ad Din, and Kirkuk (in federal Iraq) and in Erbil, Duhok, Slemani (KRI region).			The national Education Cluster also has a sub-group called the Strategic Advisory Group (SAG). Permanent members include: Federal MoE, KRG MoE, UNICEF education section, SCI education section, two voted INGOs and two voted NNGOs.
Education for refugees			
Iraq Education Cluster (national level); there is also a coordination unit within UNHCR that acts as part of the Cluster.	As above	KRG MoE, KRG DoEs, UNICEF, UNHCR, NNGOs and INGOs, local communities and other civil society groups.	The Cluster has created an Education Integration Task Force (led by UNHCR) to facilitate the integration of Syrian refugee children into the regional education system in KRI.
Sub-national clusters in governorates of Erbil, Duhok, Slemani (KRI region).			

Source: Authors' analysis.

due to privatisation. Second, the proportion of public schools with multiple shifts in Iraq in 2015–2016 was quite high, and key informants in 2019 confirmed this is still the case. The issue of multiple shifts has been affecting learning outcomes, as observed through lower pass rates in exams see Table 2; (UNICEF, 2016).

School infrastructure is weak, demonstrated by poor maintenance and the need for rehabilitation, according to the Federal MoE's survey in 2016. Primary schools represent a 72% share of the total number of schools in need of rehabilitation. Furthermore, many schools do not meet the national school construction standards (UNICEF, 2016).

The National Strategy for Education and Higher Education in Iraq (2011–2020) is meant to provide the national education system a clear direction, but it is outdated. It has no references to education for crisis-affected populations (IDPs or refugees). It was developed in 2011 under the Higher Oversight Committee chaired by the Deputy Prime Minister for Services in collaboration with UNESCO, UNICEF and the World Bank (UNICEF, 2016). Realities on the ground have changed dramatically from the time the strategy was adopted. New leadership emerged at the centre. The humanitarian crises of recent years disrupted education access to citizens and led many Iraqis living under federal control to

Table 2   Number of schools with multiple shifts in Iraq

Academic year	Pre-school		Primary		Lower secondary		Upper secondary	
	Number	Share of total	Number	Share of total	Number	Share of total	Number	Share of total
2013–2014	29	4.1%	5,184	33.8%	1,252	29.0%	601	28.9%
2014–2015	24	4.5%	3,695	35.9%	947	31.3%	450	31.0%
2015–2016	27	4.2%	4,361	35.3%	1,113	30.7%	552	30.6%

Source: UNICEF (2016)

seek shelter in the safer autonomous KRI. Moving there added a new layer of uncertainty as the IDP children were not familiar with the Kurdish language and curricula applicable in the region.

Despite the Strategy's limited role in strengthening the education system today, it was referenced during the KIIs as an important policy document, which international organisations, including the UN agencies, align themselves with. It merits some attention, therefore. The strategy included such features as: frameworks for education development as well as policy strategies with cost estimations; a clear division of labour among major stakeholders including international organisations; and an emphasis on education infrastructure, access and retention, including education for children with disabilities and for girls; quality of education; education finance; and research. However, a key weakness of the Strategy was the lack of clearly stated performance targets and related indicators, and monitoring and evaluation mechanisms among stakeholders (UNICEF, 2016). Several workshops were organised, but many projects under the Strategy were suspended due to insufficient funding. Neither the sector-wide evaluation nor annual progress reviews have been held even though teams were formed to conduct these.

Since 2016, coordination on education issues between the Federal MoE and international organisations has been bilateral. At present, it is not clear that the Federal MoE has a clear national education strategy in place to guide its actions in the coming years.

We now turn to discussing the regional education system in the KRI.

4.2 The regional education system in the KRI

The KRG and its associated regional education system are responsible for delivering education in the Kurdish region, whereas the Federal Government – as the previous section explains – does this for all other parts of Iraq. The system in KRI is managed by its own Ministry of Education (KRG MoE) and its own Ministry of Higher Education and Scientific Research. These education ministries then provide overall direction to the DoEs of KRI's three

governorates (Duhok, Slemani and Erbil) and their related districts.

Some of the features of the education system at the federal level are also apparent in KRI. For instance, most schools are public schools, but the share of private schools is also on the rise due to privatisation. Public schools in KRI also run on multiple shifts, with around 10% of pre-schools and more than 30% of primary and upper secondary schools running double shifts. Compared to the federal set-up, KRI has a better supply of teachers, with strong growth in the pre-school and lower secondary school sectors. The pupil–teacher ratio is also better in KRI. Whereas the ratios at the primary, lower secondary and upper secondary levels of education in the federal set-up in 2015 were 16, 17.4 and 17.3 respectively, in KRI the ratios for pre-school, basic education and upper secondary education were lower at 11.4, 13.8 and 13.7, respectively (UNICEF, 2016).

The Regional Development Strategy, *Kurdistan Region of Iraq 2020: a vision for the future* (KRG, 2013) is an important policy document for the regional education system. The Strategy envisions 'an educational system that equips our people to achieve their aspirations and support democratic values, economic development, and societal welfare' (KRG, 2013: 9). But this Strategy, too, has left out a discussion on education for crisis-affected populations (IDPs and refugees). Some of the priorities up to 2017 under the vision included: ensuring access to all levels of K-12 education (specifically implementing programmes to build about 1,000 schools) integrated across level and type of education in line with projected student growth and decreasing double-shift facilities, as well as encouraging public–private partnerships to accelerate school construction and renovation; providing high quality K-12 education (including establishing a high-level committee to review and align academic and occupational curriculum standards across levels of education); increasing relevance and success of technical and vocational education and training; increasing transparency and accountability (especially implementing teacher evaluation and quality assurance programmes at all levels of education; a K-12 student achievement school report card for parents and the public; and establishment of an Education

Management Information System; as well as building on improvements in higher education (ibid.).

It is under the backdrop of both the federal education system led by the federal education ministries and the regional system led by the KRG education ministries that coordination of education provision to IDPs and refugees takes place. We discuss each population segment in turn.

4.3 The coordination and delivery system for education for IDPs, returnees, and affected local communities

As in other parts of the world where the cluster system has been adopted, the cluster approach is applied in relation to IDPs and local populations affected by rapid onset or chronic emergencies, in agreement with the Iraqi government. And even though UNHCR leads the overall refugee response, the Iraq Education Cluster leads refugee education coordination as part of the response. This Cluster therefore plays a dual role as both cluster and sector coordinator as the result of an agreement with those responsible for inter-sector coordination and is responsible for all crisis-affected communities in Iraq, including IDPs, returnees, refugees, host communities and other local communities affected by crises (KII, 2019a; 2019b).

While the Cluster is the same entity in charge of coordination for both the IDP population and refugees, we discuss these separately in sections 4.3 and 4.4 to distinguish some of the unique characteristics of the Cluster's work when issues pertain to the specific groups of concern. The background to the decision to have the Cluster lead coordination of both the education sector for the refugee response and for the IDP response needs are discussed in the following section.

4.3.1 The Iraq Education Cluster

The Iraq Education Cluster (IEC) is the key coordination structure supporting the Federal Ministry of Education (Federal MoE) and the KRG MoE in delivering education to IDPs, returnees, and communities affected by crises and disasters. The Cluster is chaired by the two MoEs and is co-led by UNICEF Iraq and SCI (see Figure 4). It operates within the broader

Figure 4   Structure of the Iraq Education Cluster and its sub-clusters
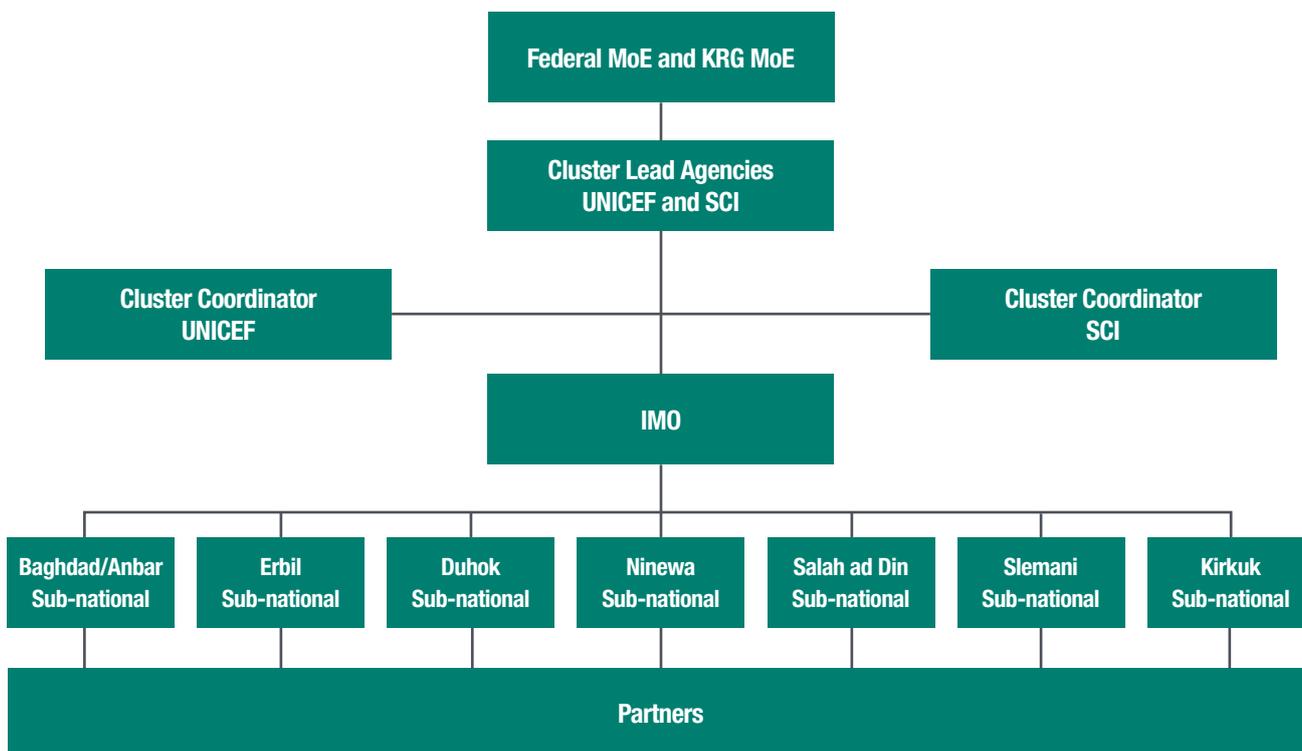
Source: IEC (2019a)

inter-sectoral humanitarian response led by OCHA and participates in the OCHA-led Inter-Cluster Coordination Group (ICCG) and its affiliated sub-groups (the Information Management Working Group and the Assessment Working Group).

Seven sub-national education clusters exist at governorate level in regions affected by significant internal displacement, and each of these is led by two agencies. These include: Erbil, Duhok, Ninewa, Slemani, Baghdad/Anbar, Salah ad Din and Kirkuk (IEC, 2017; 2019a).

- SCI and UNICEF are the focal points for Kirkuk
- Surroh and SCI are the focal points for Salah ad Din
- Ninewa is led by two staff members based at the Norwegian Refugee Council (NRC) plus the DoE
- NRC and UNICEF together with the DoE Duhok co-lead Duhok
- Slemani is led by Qandil (a local NGO) and the DoE of Slemani
- IVY Japan and the DoE Erbil co-lead in Erbil (previously NRC was a co-lead); UNICEF has recently been appointed to work alongside IVY
- UNICEF and NRC are both co-leads for the Anbar/Baghdad sub-national cluster.

The national Cluster Coordinator from UNICEF is based in Baghdad, while the national Cluster Coordinator from SCI is based in Erbil (the capital of KRI). The national Cluster also has a dedicated Information Management Officer (IMO) who is based in Erbil (IEC, 2019a).

The national Education Cluster was activated in 2015 at the request of the Humanitarian Coordinator as the needs emerging from the conflict exceeded the emergency response capacities of local authorities (IEC, 2019a). The Cluster has been meeting monthly and is considered by all key informants as a 'very active body' for coordinating planning and response.

The two coordinators from UNICEF and SCI co-share responsibilities to lead the Cluster, including 'agreeing on key agendas, and ensuring standardisation and harmonisation of approaches and policy issues' (KII, 2019c). They have a 'good working relationship, with the same

job descriptions and responsibilities' (KII, 2019d; 2019e). They also 'have flexibility in terms of who does what, and agree on priority areas to focus on, and then divide the work' (ibid.). An important feature of the two coordinators is that they are fully dedicated to the roles and are not 'double hatting' – a phenomenon that is quite common in several countries where the cluster system is in place (Nicolai et al., 2020). The fact that they are not splitting their time and leadership between UNICEF's and SCI's respective education programming enables them to fulfil their Cluster roles more easily and to make decisions for the Cluster independent of the organisations that have recruited them (KII, 2019c; 2019d; 2019e; 2019f).

In 2019, Cluster members collaborated to produce the Cluster Strategy and recognised that it 'cannot exist in a vacuum but must be aligned with other key sectors and policies (both global and national)' and to the Iraqi HRP and 3RP documents, which target IDPs, returnees, host communities and refugees. The emphasis is on access to quality learning opportunities and systems strengthening. It is strongly aligned with the *Kurdistan Region of Iraq 2020: a vision for the future* (KRG, 2013) strategic document discussed in the earlier section as well as the goals outlined in the Federal MoE's National Strategy for Education and Higher Education in Iraq 2011–2020 (ibid.) also discussed earlier, even though these documents do not lay out a clear roadmap on education for IDPs and refugees.

Five advocacy priorities have been identified by the Cluster for 2019.

1. Overall increase of national budget allocation for education from 9% to 15%. This will enable an overhaul of the education system in Iraq enabling children to access better quality education.
2. Even and fair distribution of teaching personnel across the response. Currently there is uneven distribution of teachers in hard-to-reach and conflict-affected governorates and districts. Partners will continue to lobby the two MoEs to ensure that teachers are sent and incentivised to go to the areas where the greatest needs exist.

3. Payment of lecturers and volunteer teacher incentives for both the refugee and IDP response. Partners are currently carrying the burden of paying incentives, but this is not sustainable and is only temporary. MoEs should budget and plan on taking on this current caseload in the new academic year, 2019/20.
4. Flexible enrolment procedures for children who lack official documentation to enter formal schools.
5. Expansion of Safe Schools Programmes – the Cluster advocates that schools should be safe havens for all children, free from occupation by armed groups, mines and unexploded bombs. Also, all schools should be free from any form of violence including corporal punishment.

The Education Cluster maintains a database on ActivityInfo that is managed by OCHA and at sub-national level a 5W Matrix (Who is doing What, Where, When and for Whom) that monitors the activities of all 58 members. ActivityInfo allows reporting right down to school level and this helps to prevent or respond to duplication (IEC, 2019a).

The Education Cluster is also strengthening its evidence base and ensuring that implementation is informed by consistent review. For this purpose, it keeps a secondary data review database which is regularly updated with newly available information, including assessment data, with the aim of maintaining a clear analysis of the education situation in Iraq including information gaps. Throughout 2019, it will continually inform decision-making for preparedness and emergency response and help design education needs assessments (IEC, 2019a).

The Strategic Advisory Group
The SAG is a sub-group of the Cluster. It is led by the two Cluster Coordinators from UNICEF and SCI. It was formed for the national Cluster in 2016, as the latter was 'too big for strategic decision-making' (KII, 2019c). Key informants stated that the SAG 'was dormant for a while and has been revived in the past few months' (KII, 2019g).

Members from the UN, such as UNICEF and UNESCO, SCI, other INGOs like People in Need, INTERSOS, two local NGOs – Sorouh and RNVDO – and information management

organisations hold a monthly SAG meeting. One informant explained, the SAG 'is a powerful coordination mechanism, it is an avenue where technical personnel can discuss strategic issues on problems that are real in the country and can discuss privately some issues which are not possible to discuss in the broader Cluster meeting with the Government present' (KII, 2019h). Another explained, the SAG 'plays a long-term strategic role, targeting specific training issues that are emerging, and is involved in advocacy' (KII, 2019g).

In recent months, the SAG has discussed the current Cluster Strategy, and members have presented best practices on projects running in the country. The SAG has also deliberated on issues affecting refugee education, to which we now turn.

4.4 The coordination and delivery system for refugee education

The IEC, led by UNICEF and SCI, leads coordination for refugee education in Iraq, i.e. they lead the education sector refugee response. The 2019 3RP lists the following agencies as appealing partners in the education sector: UNICEF, UNHCR, UNESCO, the International Organization for Migration, IRC, INTERSOS, Première Urgence Internationale, Peace Winds Japan, NRC and SCI.

The objectives of the education sector response for the Syrian refugees are to: increase equal and sustainable access to, and improve the quality of, formal and non-formal education for refugee children, adolescents and youth; and to strengthen the capacity of the education system to plan and deliver a timely, appropriate and evidence-based education response (UNDP and UNHCR, 2018).

To successfully deliver on the above objectives and activities and to reach the targeted children, the 2019 3RP indicates that close collaboration and coordination are required to strengthen and improve the education initiatives that are already in place and to expand them (UNDP and UNHCR, 2018). Key education actors to implement this response include the KRG DoEs, local NGOs, local communities, INGOs, UN agencies and other civil society groups.

4.4.1 The Iraq Education Cluster

The Cluster has been coordinating the education response for Syrian refugees. As part of the 3RP, UNICEF and SCI signed an agreement that the refugee education response would be coordinated by the IEC, and that reporting and coordination mechanisms for the response would be aligned with the 3RP. The Cluster's dual role, leading coordination in the HRP and in the education sector for the refugee response came about because the same actors were involved in both responses. This had been so since the beginning of the IDP crisis to save time and effort among the responding agencies.

The Cluster is also a member of the Inter-Sector Working Group (ISWG) at the national level. The ISWG was established to encourage coordination across sectors that are part of the overall refugee response. By participating in the ISWG, the Cluster aims 'to ensure education establishes the strongest possible collaboration with the other humanitarian sectors' in the refugee response (IEC, 2019a).

It is unclear to key informants interviewed – probably because there is no documentation explaining the background to the arrangement – why UNHCR is not coordinating the education aspect of the refugee response directly, as seen in many other countries, and why leadership for coordination rests with the Cluster. They also emphasised that the Cluster has taken up refugee education issues seriously within Cluster meetings and in discussions with the education ministries in KRI.

The Cluster members have in recent times raised the Syrian refugee situation as a separate agenda item on refugee coordination in the meetings and advocated greater government leadership and finance. In a recent position paper (IEC, 2019b), the Cluster stated its position on the payment of incentives to volunteer teachers and lecturers working in schools in Iraq. It said, 'since the education response began in 2015, Education Cluster partners have spent millions of dollars on payment of teacher incentives each year. This approach is not sustainable. As Iraq moves into recovery, the Government must identify sustainable strategies to ensure the availability of teachers and lecturers' (IEC, 2019b: 1).

The IEC position paper (2019b) has sparked a constructive dialogue around the role of government in the context of durable solutions and the refugee integration policy, which calls for the integration of Syrian refugees in the KRI's regional education system. It emphasises that the MoEs must work towards the identification of durable solutions to ensure adequate school staffing levels. This will allow ministries to provide quality education rather than continuing to depend on uncertified volunteer teachers, donor funding and NGOs to fill gaps.

Long-term strategies to fill teacher gaps, according to the Cluster, should include:

- Advocacy for increased investment in education, including an increased share of the national budget as a strategy to guarantee economic and social recovery.
- Improved teacher management policies and practices to ensure that qualified and trained teachers are identified, placed in areas where they are most needed, provided with continuous professional development opportunities and retained over the long term, with emphasis on addressing shortages in those areas where the conflict was longest and most severe.
- In line with the recommendation above, only the DoE (Manager/Head) should be authorised to revise teacher relocation and allocations. This will minimise the interference from other government departments. It is also important for the MoEs to incentivise teachers working in hardship locations.
- For the refugee response, the government needs to strengthen the Refugee Education Integration Policy. If more Syrian children can integrate into host community schools in a systematic and incremental manner, this will ensure that teaching resources can be concentrated in fewer schools, which is sustainable in the long run (IEC, 2019b).

These measures, the Cluster believes, are necessary so that Iraq can move from crisis to recovery, develop the human resources that will enable it to compete economically, both regionally and internationally, and ensure a peaceful and prosperous future.

In 2019, there are also plans for the Education Cluster Information Management team to work with the KRG MoE to capture activities funded by the government, particularly in the refugee response, so that there is a complete picture of the Cluster's achievements and the remaining gaps (IEC, 2019a).

4.4.2 UNHCR inter-sector coordination unit

UNHCR's refugee coordination model (RCM) is applied in the Iraqi context, with the guiding document being the 3RP ((UNDP and UNHCR, 2018). UNHCR leads the overall refugee response, including the education sector response within the RCM.[6] However, coordination leadership of the education sector response rests with UNICEF and SCI – the two entities leading the IEC, as explained, and UNHCR participates in the education sector as a member. UNHCR has a dedicated inter-sector coordination unit which is tasked with some coordination responsibilities for education: mainly education policy, interactions with the Education Cluster, attending Cluster meetings, oversight of the UNHCR's education work, and also coordination between UNHCR and the MoE KRG and the Federal MoE. It is currently led by a senior protection officer from UNHCR based in the KRI (in Erbil) (KII, 2019a; 2019b). As lead of this Unit, this officer works to ensure the 'approach to refugee education in the governorates is coordinated and systematic' (KII, 2019a; 2019b).

The coordination unit, through the Cluster meetings, is discussing how to move towards unification of the system: 'we are helping Syrian refugee parents to let children go to locally available schools, and we are ensuring they face no challenges in terms of access. But language is an issue – most schools in the KRG follow the Kurdish curriculum, some instruction is available in Arabic, some in English, and refugees are worried that when they return to Syria, their children will not be able to read and write in Arabic and will not be able to access the Syrian education system' (KII, 2019a; 2019b).

The 3RP also points to this issue. It acknowledges that most Syrian refugee children are bilingual in Arabic and Kurdish, but many cannot read or write in the local Sorani and Badini Kurdish dialects used in KRI. This situation presents challenges to the transitional plan put in place by the KRG on integrating refugee children into KRG public schools. Moreover, Syrian parents who have lived in the KRI for six years are hopeful that they will return to their country and are concerned that the Kurdish education certificates that their children will attain while in Iraq will not be recognised when they return. According to the Return Intention Survey (December 2018), 2.1% of the refugees are intending to return by December 2019 and 46% in the future. The preference, therefore, for most Syrian refugees is to have their children learn in Arabic. But the reality is that very few Arabic schools are available. Erbil has a total of 20 Arabic primary schools and only four Arabic secondary schools which limits access to education for refugee children, especially the youth as the schools are few, overcrowded and children often must travel long distances to access them. In a survey conducted by UNHCR, 26% of children are not attending school because there are no Arabic schools in their locality. Additionally, the distance to the schools is problematic for girls as parents are not willing to let them travel long distances for safety reasons (UNDP and UNHCR, 2018).

UNHCR's field offices at sub-national level in the KRI in Slemani, Duhok and Erbil are self-standing bodies in charge of operational activities and are not tasked with coordination in the same way as the coordination unit, however they play a key role in feeding information to the unit on the education response at the governorate level. The field offices have 'education focal persons and partners implementing education work' (KII, 2019a; 2019b). These key actors regularly attend the sub-national cluster meetings on behalf of UNHCR and provide feedback to or raise concerns with the coordination unit on the education

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6   The RCM states that service-delivery sectors are to be led by government line ministries and/or (co)chaired by partners and/or UNHCR. Sectors are intended to connect to government-led development mechanisms, if feasible. Therefore, it is desirable for the host country government to lead coordination of a sector such as education, with support being provided by UNHCR.

response in the field, which the unit can then take up with regional authorities in KRI (ibid.).

Education Integration Task Force
The coordination unit is also leading an Education Integration Task Force within the Cluster. It is conducting a survey in 2019 including interviews with students and parents to assess needs which are related to the process of integration of Syrian refugees into the regional education system, especially funding needs. Key informants explain that this survey will formalise needs and document the extent of funding shortages for implementing education plans for integration and make a case for humanitarian as well as development funding (KII, 2019a; 2019b). According to one of the informants, 'the information gathered will assist the Education Cluster together with the KRG MoE to develop a robust refugee integration policy' (KII, 2019c).

5 The 'how' of coordination in Iraq

Q2: *How* can coordination of education planning and response be made more effective?

This chapter examines the 'how' of coordination of EiE in the crisis-affected parts of Iraq, with special attention to IDPs, returnees and local communities affected by crises, as well as to Syrian refugees. It looks at the enabling and constraining factors for coordination and provides details on specific tools and mechanisms where appropriate. The analysis is framed by four factors that have been found to contribute to the success or failure of inter-organisational coordination efforts, specifically: predisposition, incentives, leadership and equity (Faerman et al., 2001).

- *Predisposition* refers to the initial tendencies and dispositions that entities have towards potential partners that facilitate or inhibit working collaboratively. These predispositions can be both institutional and personal: structures channel behaviour in particular ways; thus, the system may tend to encourage or inhibit cooperation, with these tendencies in turn shaping personal interactions.
- *Incentives* relate to the ongoing 'structuring' of collaborative relationships over time, and the costs of and benefits obtained from coordinating with partners.
- *Leadership* and leaders at all levels of an organisation can influence how people think about incentives and even alter initial dispositions as well as equity and power dynamics within coordination mechanisms.
- *Equity* ensures consideration not just of the number of 'equal' actors, but also the recognition of the difference between and comparative advantages of actors and the consideration of the power dynamics present in any inter-organisational process.

Each section is followed by a brief analysis of the key conclusions as to how coordination can be improved for education provision for the populations and actors in question. The analysis conducted here draws heavily on KIIs with a range of participants from across the various actors and coordination mechanisms (see Annex 1). Table 3 summarises the analysis on each of the coordination mechanisms using the four Faerman Factors.

5.1 Coordination of education for IDPs, returnees and affected local communities

5.1.1 Predisposition

Coordination of education for IDPs, returnees and affected local communities is particularly shaped by issues of mandates of the respective ministries of education (Federal MoE and KRG MoE), as well as the Education Cluster at national and governorate levels, and a set of formal agreements.

Mandates

The governmental mandate (at federal and KRI level), as articulated in the (now outdated) education sector plans, neither recognises nor includes EiE and, therefore, both the Federal Government and the KRG are unable to provide a strategic direction to humanitarian and development actors on how to address EiE for groups most affected by internal displacement. One informant states that, 'the education response operates in a vacuum' (KII, 2019c). As sub-sections 4.1.1 and 4.1.2 explained, the two systems, the federal one endorsed by the Federal MoE and the regional one endorsed by the KRG MoE, are running on parallel tracks,

Table 3   Analysis of coordination mechanisms using the Faerman factors

Faerman factors	Coordination of education for IDPs	Coordination of refugee education
1. Predisposition	• The education sector plans of the Federal MoE and the KRG MoE do not contain any guidelines for or references to EiE, or education for IDPs • The plans are outdated and do not predispose actors to coordinate • There are no dedicated directorates within the federal or KRG MoE for EiE but the Federal MoE has created a unit in KRI to oversee the education of IDPs • The IEC plays the most important role in coordination for IDP and returnee education, but its activities are compromised by the lack of equivalent government predisposition to solve the teacher shortage and teacher payment issue in crisis-affected areas and to keep a proper record of education data • But, agreements between the Federal MoE and the KRG MoE are a good way to improve coordination, as through these, IDPs living in the autonomous KRI can access the federal education system – although on a small scale – while remaining displaced in the KRI	• Poor domestic focus on EiE in relation to refugees, sector plans do not mention refugees at all • KRG MoE is mandated to endorse all refugee curricula, a Syrian refugee integration plan within the regional education system in KRI is underway but little visible progress has been made on launching it • IEC through its lead agencies, UNICEF and SCI, is coordinating the refugee education response • UNHCR is pushing for equalisation of education certificates on behalf of Syrian refugees, but progress is slow • UNHCR, under its Education Integration Task Force mandate within the Education Cluster is assessing the barriers to Syrian refugee integration in KRI's education system
2. Incentives	• The Cluster is an active coordination body. Advocacy, information sharing, formal and informal ways to network and communicate are some of the positive aspects of coordination through the Cluster • But the value of coordination can be lost, as sub-cluster experiences from Salah ad Din, Kirkuk and Ninewa show, in terms of cases where responses are duplicated, members do not attend meetings and then delay reporting through ActivityInfo and in making decisions • Very little national funding is allocated to EiE, and HRP requests are only partially met. In addition, development funding from development partners is negligible	• Concerns raised by informants that UNHCR does not dedicate enough funds to the basic education response, their focus being on higher education • Funding through 3RP is in general low for refugee education. Additionally, funds from humanitarian and development partners are concentrated on IDPs and returnees, resulting in deprioritisation of refugees • Donors have little incentive to support refugee education especially as the KRI is more stable and they believe the KRG should take responsibility especially as there is a government-led integration plan • However, KRG is not filling funding gaps, particularly around paying teacher incentives • Cluster members have come up with a unified stance on the teacher incentives issue and are exerting pressure on the MoEs to introduce a more sustainable solution

Table 3 continued

Faerman factors	Coordination of education for IDPs	Coordination of refugee education
3. Leadership	• Federal MoE has not appointed a minister and there is a leadership vacuum at the highest level • Fragmented structure of governance and two competing education ministries with their own education systems magnify leadership challenges • The DoEs have not received adequate leadership guidelines or resources to facilitate coordination in the crisis-affected governorates • IEC has been demonstrating leadership since it was set up in 2015, but there are limits to what it can do given the current level of government engagement • In spite of good rapport between the Cluster and the MoEs, there are major areas where government leadership is needed to solve problems (e.g. teacher shortages and how to redeploy them in areas of need) • Staffing challenges within government, in the sub-clusters impact coordination efforts; the national Cluster is insulated from this as there are two coordinators who are fully dedicated to the Cluster • Sub-cluster leads are generally double hatting, on short-term contracts, and the skills they acquire are not institutionalised: they leave with the individual • Personality of cluster leads and traits such as gaining the trust of both the Federal MoE and KRG MoE seen as key to coordination	• KRG MoE proactively engages with international and local actors but it is failing to take over fully the payment of teacher incentives in refugee schools • IEC playing a prominent leadership role but there are limits to its leadership. No solutions are in sight on teacher payments or how to distribute teachers across schools. The integration process has also been slow • Cluster leadership, however, remains strong due to propositional advocacy efforts, co-sharing of responsibility of Cluster Coordinators, and the posting of one Coordinator in Erbil, the KRI's capital, where KRI hosts the most refugees • Sub-cluster leadership, however, is weak due to high turnover, double hatting and communication gaps with the national Cluster exist around information sharing • Relative stability of KRI is a positive development for transferring coordination to government authorities • Government staff turnover in KRI is low, e.g. the Erbil-based Cluster Coordinator has been interacting with the same counterparts in government since 2015
4. Equity	• Inter-sectoral linkages little developed but do happen on specific occasions in the field • Good examples of Education Cluster and child protection sub-cluster collaboration • Cluster has enhanced the capacity of coordination partners by developing easy-to-use guidelines on how NGOs can get their education projects started	• Number of operational partners extremely low; lack of interventions at scale, intensified by lack of funds • Easier to coordinate in camp than out-of-camp • Relative stability of KRI means implementing partners face fewer obstacles in moving around to implement their programmes

Source: Authors' analysis

and the standards, procedures, curricula and language of instruction are different. This constrains coordination a great deal. Most IDPs (who lived in areas under federal control and prior to being displaced could in principle access the federal education system in Arabic) have sought refuge in large numbers in the three KRI governorates: Duhok, Erbil and Slemani both in camps and in out-of-camp settings (OCHA, 2019b). where Kurdish is the language of instruction in schools.

No dedicated EiE coordination unit or directorate has been set up in either of the two ministries, and so responsibility largely falls on the department of planning and the department of school construction in the two MoEs.

Despite the dated plans, on the ground, it seems government actors have found ways to fulfil some aspects of their mandate. At the time of writing, most governorates were in the process of developing their own education sector plans.

Some informants mentioned, though, that to ensure greater access to education for IDPs, the Federal MoE has established a DoE in the KRI that represents the Federal Government and

helps fulfil the Federal MoE's mandate as far as possible. They also explained that the KRG MoE has helped the Federal MoE by providing 'land and 100 school buildings to operate in the second and third shifts' (KII, 2019f). In the IDP schools, the federal curriculum is followed, the school principal is of Arab origin and the vice principal is usually of Kurdish origin, since the children are studying in the Kurdish region' (ibid.).

The work of the DoEs entails day-to-day coordination with NGOs at the governorate levels. They are responsible for granting NGOs approval for project implementation and they help coordinate targeting locations for the responses (KII, 2019o). The governments also use informal channels of coordination. 'Mokhtars' – government representatives selected from the communities – have a key coordination function at the community level. They have the demographic and contact details of the people living in their community and can play an important role in liaising with NGO partners and beneficiaries (KII, 2019l; 2019o).

The IEC has a strong mandate for EiE in Iraq. Its mandate is articulated in the new Cluster Strategy, designed with inputs from Cluster members, and both the Federal MoE and the KRG MoE are actively participating in this coordination structure. 'As most IDPs are out-of-camp, the Education Cluster and the seven sub-clusters are working closely with the DoEs of the Federal Government and the KRG' (KII, 2019d; 2019e).

However, the Cluster's ability to fulfil its mandate is compromised. Despite the two governments' prominent roles in the coordination process and willingness to engage in the Cluster system, interviews highlighted that the two MoEs can do much more to facilitate coordination. For instance, the MoEs have not addressed the shortage of teachers in crisis-affected areas and have left most of the teaching to unqualified or underqualified volunteer teachers, who are provided some compensation ('incentives') by humanitarian partners (KII, 2019c). This is an issue that has been raised repeatedly at Cluster meetings and, if resolved, could make coordination across cluster members on teacher supply and teacher compensation smoother. Also, weak education information

systems in the two MoEs and the lack of strong mechanisms to track school teachers and school-age children all over the country have hindered the Cluster's information management function and limited the prospects of creating appropriate baselines to measure the impact of some of the Cluster's activities (KII, 2019i).

MoUs and advance agreements
Informants cited two agreements that have been predisposing actors to work together to coordinate planning and response. First, the 2018 decision by the OCHA-led ICCG to include 'a Gender Based Violence (GBV) focal point in each cluster, including in the Education Cluster, has helped to mainstream GBV in the cluster system' (KII, 2019j). This agreement has created a common platform for actors to coordinate on GBV issues. Informants identified the issue of girls being taken out of school, being forced into early marriage or being used as child labourers to assist their displaced families as a humanitarian challenge, so the Education Cluster's systematic uptake of this issue could help improve the quality of the education response as it would be more gender sensitive (ibid.). However, the extent to which each of the education sub-clusters appointed a GBV focal point or added a GBV responsibility to existing coordinators' functions remains to be explored. The ICCG was aware that some clusters had coordinators in place and had also appointed separate GBV focal points at national and sub-cluster level based on the need and the availability of human and financial resources, but was unaware what mechanism the Education Cluster was using at national and sub-cluster level to include GBV personnel (ibid.).

The second set of agreements was referenced by the KRG MoE focal point for the Cluster. He stated that in 2018/19 there were three contractual agreements between the KRG MoE and the Federal MoE to help facilitate education for IDPs, and these agreements have enabled better coordination (KII, 2019f). Other key informants noted that 'the practice has been such that most of these agreements are in the form of a letter, or minutes of meetings signed by both MoEs. While these have been useful, they are not fully enforceable, e.g. minutes of meetings that included commitments to allow undocumented children to be allowed

in school were signed, but school principals still demanded a formal communication from MoEs before this could be applied' (KII, 2019c).

5.1.2 Incentives

Both the perceived value of coordination among key stakeholders and the financial disincentives were raised as factors that hinder coordination, though there were positive signs of coordination in some instances.

Perceived value of coordination

There were clear signs from the interviews that the Education Cluster members saw the overall value of being engaged in coordinating the IDP response. They stated, 'there is active participation of Cluster members in the meetings, and all Cluster activities relate to bringing members closer together, there is also a decent level of awareness of what the needs and gaps are, and how to coordinate responses based on those needs and gaps' (KII, 2019c). 'There is a level of information exchange and a willingness of members to try to fit their activities into Cluster priorities and to ensure they are building on each other's work' (ibid.). Where, for instance, the same schools for education delivery to IDPs have been allocated by the MoEs to the same organisations, e.g. to both UNICEF and SCI in one case, the Cluster has provided the forum for the partners to go to the government to have this corrected. Advocacy by Cluster members has also been raised as a key common point for actors to convene through the Education Cluster (ibid.). The 5Ws were also seen 'as an important contribution in information sharing that allows us to know the who, what, where, when, and for whom, and helps to prevent the duplication of work to some extent' (KII, 2019k). Formal and informal means of networking and communication were – in general – considered by interviewees as key to coordination. They stressed that meetings, phone calls, emails and Skype groups allowed them to coordinate better.

The value of cross-sectoral coordination within the cluster system also emerged as a theme. A key informant spoke of an imminent arrival of a small caseload of Iraqi returnees from Syria, more than 80% of whom were children and women labelled to have 'perceived affiliation'

with terrorist groups, and that humanitarian actors had laid out an operational plan for a full-fledged response for this caseload. 'The Education Cluster and the child protection sub-cluster have been working together to prepare to absorb this caseload, have been active in working with Syrian counterparts so that no child is lost somewhere in the process, and are trying to make sure there is at least non-formal education provision where they will be hosted so as to the mitigate the denial of assistance due to such perceived affiliation' (KII, 2019j).

In some instances, however, equally aware informants emphasised that the value of coordination can be lost. For instance, in the Ninewa Governorate, home to many IDPs, the sub-cluster raised the point (KII, 2019k):

> Sometimes organisations fail to attend the sub-cluster meetings to know what is happening on the ground and so there is duplication of work. They go to work directly on the ground. Sometimes organisations get approvals to conduct work in certain schools and are then surprised when they find out that another organisation has already started work in that area and in the same schools. This is a huge challenge. Ninewa is a big governorate, hence attending these meetings are essential to know what work is being done on the ground. So, in the end, we might find 10–12 organisations attending the meetings, while, in reality, there may be 30 to 40 local and international NGOs working on the ground. Also, only a small number of NGOs provide the sub-cluster with reports on their work; and this contributes to a recurring duplication of work.

There is also a perception among key stakeholders of the Salah ad Din sub-cluster that INGOs may not always see the value of coordination. They emphasised that 'the INGOs don't come to the cluster meetings, they don't care to respond. They don't engage, they don't report anything. They don't add to the 5Ws that we use at sub-national level … we call people to

collect information and they don't share it and we don't know who is doing what, when, where, and for whom' (KII, 2019h).

The Kirkuk sub-cluster notes some additional challenges. Whereas one of the main mechanisms of coordination involves information sharing, in Kirkuk, informants explain, 'this is very poor, and it is an issue we are suffering from. It is poor because there is no strategic planning for the future' (KII, 2019l). Whereas some of the NGOs share information, this is lacking on the part of the MoE and the Kirkuk DoE; there isn't even any communication between the two, which is evident in the meetings' (ibid.).

Therefore, across the different stakeholders, those leading the Education Cluster and the various sub-clusters and those participating in the coordination mechanisms, there is a diverse range of views as to the value of coordination. However, it is worth stating that, on balance, the overall perception of informants about coordinating through the Education Cluster is positive.

Limited funding
While the IDP caseload is many times larger than the refugee caseload, and in comparison to the latter receives greater funding from the humanitarian system and key donor countries, the IDP response faces chronic underfunding. There are several reasons for this, which we explore in some detail.

First, the KRI which hosts most IDPs is unable to allocate funding from its own budget towards IDPs who have come from the federal territories. To the regional administration, the funding for IDP education of this group should come from the federal budget. As the financing section 3.4 in chapter 3 explores, the federal budget for education is low and has been declining over time. The KRG MoE can offer some support to the Federal MoE in the form of offering land and school buildings for use during the second and third shifts, and it is clear from the interviews that this is the upper limit of the KRG's contribution. The informants explain the burden on the KRG MoE. There is an ongoing financial crisis in the KRI, the education demands of its own population need to be met as a matter of priority, and funds for the refugee caseload need to be mobilised – all of these impose financial pressures.

Second, humanitarian actors also expressed concerns over funding, stating this to be among the top two challenges to improving coordination. One informant explained, 'through the HRP, most of the funding comes only in the second half of the year, but education projects are long-term projects' and require development funding (KII, 2019j). Another explained that, whereas the humanitarian needs overview talks about 2.6 million people who need education assistance from the humanitarian system, 'we can only target a fifth; what happens to the rest of the people in need? We also don't have multi-year sources of funding, which makes our interventions unsustainable' (KII, 2019c).

Third, the tendency of federal government actors to rely so heavily on the international community for funding creates additional pressures. Even for smaller activities, e.g. for monitoring exams for IDP children, federal government actors have approached development agencies stating 'they have no funds' (KII, 2019c) for administering this activity. The agencies have needed to 'push back' (ibid.) and as a result, the Federal Government is now finding a way to earmark resources for this activity.

Lastly, although the humanitarian system is advocating a clear exit strategy and emphasising the need for durable solutions and a transition to government management of the response, the funding gap is likely to delay such an exit. Some agencies are now calling for 'education systems' strengthening' (KII, 2019c) and helping the MoEs to create robust sector plans so they can better coordinate education provision for IDPs and returnees (ibid.).

5.1.3 Leadership
Coordination of education for IDPs, returnees and local communities affected by crises has a clear leadership architecture in terms of organisations, but efforts to lead coordination are problematic.

Clarity of leadership roles
While the Federal MoE and the KRG MoE are in principle the lead organisations in the response, leadership for coordination by default is shouldered by the Education Cluster and sub-clusters in the seven crisis-affected governorates.

Leadership challenges within government that hinder coordination relate to a few key areas. First, informants recognised that the Federal MoE not having a minister for 14 months following the federal elections in 2018 was a major problem, as the official would have provided overall leadership to the education sector, specifically areas under federal control which are experiencing the return of IDPs from other parts of the country, mainly back from KRI. Second, KIIs noted that there is a leadership gap in government and inefficient coordination due to the 'fragmented structure of governance in the country, with the federal level structure and the structure at KRI following two different education systems' (KII, 2019j). Third, the DoEs have not received adequate leadership guidelines or resources to facilitate coordination in the crisis-affected governorates, with some DoEs performing more poorly in the leadership role than others.

Meanwhile, the Education Cluster has demonstrated leadership over coordination since 2015, when it was first established. Its seven sub-clusters have covered all major areas of displacement. Alongside the IDP response coordination, the Cluster has led coordination for refugee education, further stretching its leadership responsibilities. But informants acknowledge that there are also limits to the leadership the Cluster can demonstrate without a similar or higher level of commitment coming from the two education ministries and their respective DoEs.

Some entry points for leadership from the Federal Government and KRG are being explored through the alignment of the HRP with 'sector planning at national, KRG and governorate levels' so that, both at times of crises and in general, there are coordination structures in place for ensuring education provision (KII, 2019c). UNICEF is spearheading this initiative and, at its core, the need for a strong steering committee with key government stakeholders to lead the plans has been identified (KII, 2019d; 2019e).

Furthermore, most informants recognise that in spite of the leadership gaps, the 'rapport' between the Cluster and the two governments is strong and needs to be strengthened even further (KII, 2019c). The 'current shortage of teachers, and the imbalance of teacher distribution across regions has required strong advocacy from the

Cluster and, together with MoE focal points within the Cluster, it has been able to escalate the need for the government to redeploy teachers' at higher levels of decision-making (KII, 2019d; 2019e). So, while leadership at the moment falls disproportionately on the Cluster, and the Cluster Coordinators from UNICEF and SCI have a more prominent role, coordination would not have reached the level that exists without the current level of government engagement.

UNICEF's strong relationship with the two governments has also been boosting the Cluster's leadership efforts. The Cluster has been using UNICEF to add more weight to its stance on certain vital issues which require greater government leadership, such as the payment of teachers and the redistribution of teachers to crisis-affected districts where major gaps exist (KII, 2019c). In bilateral discussions with governments, UNICEF supports the Cluster's position on these issues.

The sub-set of the Cluster, the SAG, is also playing a useful, proactive and forward-looking leadership role within the Cluster, according to some informants. As stated in chapter 4, SAG meetings are usually held without government officials present, allowing for a different dynamic to emerge in the Cluster's strategic discussions. One informant explained that, in a recent meeting, this group discussed the issue of Iraqi returnees from Syria and what the stance of humanitarian actors should be and what key actions they could take to ensure their dignified return and EiE provision, especially as the Federal Iraqi Government is in favour of segregating these returnees (KII, 2019h).

The sub-national cluster architecture has also helped to create leadership opportunities at the local level and, especially as the humanitarian response phases out, the humanitarian actors believe this would give way to a responsible transition to durable solutions that are nationally led and owned (KIIs, 2019d; 2019e; OCHA, 2019b). Informants explain that the 'sub-clusters have been established so that issues are directly handled at the governorate level and to build the capacity of the local governorates' (KII, 2019c).

How co-leadership of the sub-national clusters is managed is another point worth noting in the context of coordination. In Ninewa, for instance,

the DoE is a co-lead. And, to some KIIs, the DoE is showing some clear signs of leadership within and outside the cluster system, whereas to others it is not. Within the DoE itself, the co-lead of the cluster needs to coordinate with the division of planning including the head of that division, the assistant secretary general and the secretary general. The DoE also fulfils a vital leadership role in terms of providing approvals to operational partners to facilitate their work. The co-lead (KII, 2019k) explains:

> as DoE, our doors are always open to the sub-national cluster: they sometimes need information or support to overcome challenges, and we always assist and support in overcoming challenges. Also, when an NGO has a new project, they come to the DoE to inquire about the needs, priorities and, accordingly, we coordinate directly with them and not necessarily through the cluster, but rather through the MoE. We also follow up on their implementation, which is very important, especially in relation to guaranteeing the quality – this is particularly the case in relation to the rehabilitation of schools … we at the DoE work hard on facilitating the work of NGOs, particularly the active partners. Recently, for example, the MoE allowed five organisations to get approvals from the DoE directly without having to go back to the MoE.

Certain sub-national clusters are facing major leadership constraints, and this is partly because cluster members are failing to see the merits of coordination, discussed briefly under the section on 'Incentives'. In Salah ad Din, for example, key informants note that only one or two NGOs send their representatives, and they are often not the partners' programme managers, but rather their coordinators who do not hold decision-making power. As a result, it can take months to make decisions on substantive matters (KII, 2019h).

Some contexts demand a different type and degree of leadership, and this has been difficult for some sub-clusters. The Kirkuk sub-cluster (KII, 2019l), for example, explains:

> Kirkuk is peculiar in many respects: officially there are four different curricula to follow: Arabic, Kurdish, Turkman, Christian. This makes coordination particularly complex, especially when (international) NGOs come to Kirkuk and focus on one curriculum over another. This complex context makes it difficult for NGOs to know where to start; a lot of them find it difficult to orient themselves. Our role involves coordinating between and guiding these organisations to find their way to effectively intervene in this context, like for example helping them acquire permissions to work, etc. Moreover, the events that happened in Kirkuk between 2016 and October 2018 resulted in the army governing most areas in Kirkuk. This changed the power dynamics to a large extent. In addition, the core of the new power dynamics went from the sub-national to the national. During this period the focus was to get rid of the grip of Dae'ish and consequently some areas became very difficult to penetrate and operate in as they have become militarily and strategically sensitive. The area controlled by Dae'ish has been vast – not small at all (the Haweja area). This has changed the very definition of our role – our role involved coordinating between us and the national level and the department of education as well as OCHA. This was mainly to facilitate access and movement.

Resourcing leadership
Resourcing leadership, both in terms of strengthening and weakening coordination efforts, was raised as key in the interviews. Staffing challenges within the sub-clusters, much more than in the national Cluster, have been marked in recent years and have impacted coordination efforts.

A key strength of coordination was attributed to the continuity of Cluster staff, with one Cluster Coordinator from UNICEF based in Baghdad (the federal capital) and the other

from SCI based in Erbil (KRI's capital), seen as being vital to how well the Cluster is organised, and especially in a context where issues of trust-building and team-building skills require a longer senior-staff level commitment. Informants also explained that 'Iraq has one of the highest turnovers when it comes to Cluster Coordinators' (KII, 2019j) so the continuing leadership from the coordinators has made a noticeable difference to the education response.

Yet, resourcing has had its limitations at the sub-cluster level, with each sub-cluster facing some common resourcing challenges. The primary issue has been of 'double hatting' among cluster leads, an issue which has not affected the national Cluster staff. The second is that the sub-cluster leads are often on 'short-term contracts, there is high turnover, and the skills they acquire are not institutional' (KII, 2019d; 2019e). At the moment, in the Anbar/Baghdad sub-cluster, the lead from UNICEF left and the national Cluster was relying on that staff member to coordinate partners (ibid.). There is a leadership gap here currently that remains to be filled.

Another informant raised the fact that the Kirkuk sub-cluster is affected by constant changes in the cluster focal point appointed by the MoE, and often they do not have relevant qualifications or skills to undertake leadership responsibilities, or language capabilities to interact with INGOs (KII, 2019m). The UNICEF co-lead also left in January 2019, 'the main reason being the end of the staff contract' (ibid.) and no updates were given at the time as to when the situation was likely to change. In April 2019, the staff member resumed duties.

Personality
Alongside the structural issues of clarity of leadership roles and resourcing leadership discussed earlier, some informants raised the point that the personality of those in leadership positions also mattered for enabling or constraining coordination. They stated in relation to the Cluster at the national and sub-cluster levels that coordination is personality led, and the interest of coordinators in taking on this role and to communicate effectively has shaped the direction of the Cluster at various levels (KII, 2019d; 2019e). Trust building, as a skill, was

highlighted by one of the informants as playing a significant role in ensuring that humanitarian actors could carry out their work. In some of the disputed areas between Duhok and Ninewa governorates, the former falling in the KRI region and the latter under federal control/disputed between the two, were particularly challenging contexts where, unless cluster leads gained the trust of both Duhok and Ninewa DoEs, they would not receive the requisite government approval for their education work (KII, 2019h). Some informants pointed out that those in leadership/co-leadership positions with strong networks and contacts were, crucially, able to lead the sub-clusters more easily than others.

5.1.4 Equity

Managing difference
The 2019 HRP clearly highlights the need to mainstream protection and accountability to beneficiaries in all sectors. Informants revealed that inter-sectoral linkages have not really been developed at national and sub-national levels, leaving clusters to work in silos, with little synergy being developed or exploited to make gains in coordination. The education–child protection collaboration, however, seems to have explored some synergies.

Furthermore, for 2019, the Cluster Strategy (IEC, 2019a) stated that collaboration would happen with the Protection and Water, Sanitation and Hygiene (WASH) Clusters as follows:

- Protection Cluster and its areas of responsibility (including child protection and GBV): social workers and teachers would be trained in psychosocial support jointly with the Child Protection sub-cluster. Messages on child recruitment into armed groups, child labour, early marriages and GBV would be developed jointly with child protection in the local language and distributed to schools. Psychosocial support (PSS) would be provided to all who need it and referral pathways for children in need of specialised care would also be established.
- WASH Cluster: considering the potential threat of water-borne diseases across the country, each learning space would meet

standards in terms of the provision of WASH facilities. This includes appropriate latrines for girls and boys, hand-washing facilities and safe drinking water. The Education Cluster would work with the WASH Cluster to provide appropriate facilities to all learning spaces. Both the Education and the WASH Clusters would work on hygiene promotion and awareness.

Capacity of coordination partners

A range of efforts to improve coordination and education provision through enhancing the capacity of coordination partners were noted by interviewees. One informant pointed out the Cluster has created clear guidelines that make it easier for NGOs to start their projects. NGOs find this document to be 'very useful when moving into a new area, as it helps to target groups that are not being served and makes future planning more effective' (KII, 2019g).

Another informant mentioned how the Cluster helped coordinate partners towards the end of 2017, after the liberation of Mosul from the Islamic State. 'The Cluster launched a rapid needs assessment in Mosul to identify all child protection and education needs, and it created a tool freely available to the partners who were able to actively map out critical areas within Mosul. Immediately afterwards, the 4Ws were introduced for Mosul' (KII, 2019h).

5.1.5 How can coordination be improved?

This section points to specific improvements that can have a catalytic impact on the quality of coordination in relation to education for IDPs, returnees and affected local communities:

- While funding is an obvious barrier, there is a need to find resources outside the routine yearly funding mechanism of the HRP, by including a clear budget line for the cluster in longer-term projects, such as the future ECW multi-year resilience investment which offers an opportunity to secure funding for the next few years. Advocacy towards specific donors to accept the inclusion of 'coordination' in eligible costs is also needed to strengthen coordination and to share such costs across donors (currently, UNICEF and SCI meet

cluster budgets such as travel, etc., and where there are trainings/workshops, costs are discussed and shared between UNICEF and SCI) – this creates additional pressures on the two agencies. Raising the profile of EiE in the education sector plans of the Federal Government and the KRG, with clear guidance on how to address IDP and returnee needs in education in the KRI and in federal Iraq, and how the two MoEs may effectively collaborate and coordinate.

- Making better use of the SAG discussions, for instance through creating concrete action points that SAG members would pursue individually and collectively to push for policy changes within government to improve the education response, and to urge donors to fund development interventions in areas where humanitarian interventions are unable to address broader systemic challenges in education.

- Improving mechanisms to deal with multi-disciplinary issues, such as GBV and inter-cluster gaps.

- Building on the rapport between the Education Cluster, the MoEs and respective DoEs, the Cluster Strategy should clearly outline a progressive strategy of transferring leadership responsibilities to the MoE and respective DoEs (also identifying what capabilities need to be cultivated and where the funding for this could come from) along with the strategy to involve more development actors to do development programming and systems strengthening.

- A capacity-building and support plan for the sub-clusters needs to be designed on a yearly basis, resourced and include regular visits from the national Cluster Coordinator(s), especially to the weakest performing sub-clusters that are known to be lacking sufficient leadership capacity to coordinate.

- The IMO should identify how best to facilitate better data collection and data use in planning and response, for instance by sharing tools that have worked elsewhere and can be used in the current contexts.

- Ensuring that the formal mandate and responsibilities of the MoE for IDPs, returnees and local communities affected by

crises, as well as that those of the DoEs are given sufficient priority and more dedicated resources (including leadership). With adequate investment in capacity building this would eventually strengthen the resilience of the education systems by enabling both contingency and longer-term planning capacities inside the MoEs.

- Speeding up investments in education information systems in the two MoEs and developing easy-to-use mechanisms to track schoolteachers and school-age children in and out of school at the local level.

- Taking a long-term developmental approach where stakeholders can look at the current challenges as an opportunity to strengthen the education system overall and to take advantage of possible technical assistance from donors and others as a means of building long-term thinking should another crisis unfold in country (or in the region as it might impact Iraq, such as the Syrian crisis). The developmental lens will allow them to think about institutional strengthening for the long term versus only thinking about a short-term response.

5.2 Coordinating refugee education

5.2.1 Predisposition

In the refugee education system, we see the predisposition of actors towards coordination being shaped by a combination of mandates, MoUs and advance agreements.

Mandates
The KRG MoE is mandated to endorse all refugee education curricula and rolled out an integration plan in KRI for the inclusion of Syrian refugees in the regional education system in 2017, although there has been little visible progress (KIIs, 2019a; 2019b). Children up to grade 3 in urban settings go to the local schools only.

UNHCR, another main actor, has followed its global mandate for coordinating the refugee response in Iraq under the RCM. It has tasked the IEC (and the two CLAs, UNICEF and SCI) to coordinate refugee education as education sector leads and has taken on a discrete set of activities to facilitate refugee education (KII, 2019a; 2019b).

A key activity of UNHCR entails facilitating the integration of Syrian refugees into the regional education system. UNHCR is leading the Education Integration Task Force within the Education Cluster and is committed to supporting the MoE in rolling out the integration plan when it is launched. The MoE is officially advocating and taking measures towards the integration of refugees in host community schools without creating distinction of 'refugee schools'. In 2019, as part of the integration commitment, UNHCR has been conducting a needs assessment, including interviews with refugee parents and students, to understand the scale of education needs and barriers to integration, as well as the extent of the funding gap that is undermining integration. UNHCR is also pushing for the equalisation of education certificates and diplomas across Syria's and KRI's education systems so Syrian refugees can study in KRI more easily (KII, 2019a; 2019b).

MoUs and advance agreements
Key informants identified two key agreements pertaining to refugee education. The KRG and the Syrian government came to an an agreement on the equalisation of civil documents a few years ago (KII, 2019a; 2019b) whereby both countries had mutually accepted the civil documents of refugees originating from the respective countries. However, equalisation of education certificates and diplomas of Syrian refugees by the KRG MoE has not happened. This issue has particularly affected Syrian students at the tertiary level as they try to enrol in universities in the KRI, as compared to primary and secondary levels (ibid.).

5.2.2 Incentives
The incentive structure currently in place for coordinating refugee education both enables and constrains coordination.

Perceived value of coordination
The language in which cluster meetings are held was identified by some interviewees as a key deterrent to participating actively in coordination. Cluster meetings held at the KRI regional level, chaired mostly in English, in their view prohibit a smooth conversation flow across

the key stakeholders who are present. Among these are Arabic, Kurdish and English speakers, and limited proficiency in English can limit the contribution of the partners and government officials to the meetings, despite translators being present. The meetings are seen as time consuming and less useful as a result (KII, 2019a; 2019b).

Some key informants discussed bilateral coordination arrangements, in particular between UNHCR and the KRG MoE, as being less effective in some key areas considered of vital importance to the government. They explained that, even though UNHCR is backing the integration initiative of including Syrian refugees into the regional education system, they are also advocating the creation of separate refugee schools, a measure that is considered less practical for reasons including limited funding for refugee education, funding shortages in paying incentives to Syrian refugee teachers, etc. They also expressed the view that, in spite of having a sizeable refugee response budget, UNHCR does not dedicate enough resources to the education sector (KII, 2019f).

Limited funding
The interviews highlighted a common concern that the lack of reliable, long-term funding has been a major barrier to the agreement of long-term planning and coordination for refugee education. The funding challenges have been raised by the IEC in meetings with cluster members and government counterparts in relation to the 3RP.

Informants raised several points about funding. First, they stated that funds from humanitarian and development partners have concentrated on the education response for IDPs and returnees in recent years. This has resulted in the deprioritisation of refugees (KII, 2019a; 2019b). The 3RP has managed to finance a small portion of the refugee education response (ibid.), whereas the 'needs are massive' (KII, 2019c). Some informants have asked, 'is the separation of 3RP from the broader HRP appeal an issue for the low funding for 3RP? Or is it because the refugee response is seen as a government obligation to cover as part of its inclusive social service provision and development plans?' (KII, 2019k).

Second, some donors have recognised the shift away from the refugee education response

and have tried to convene donor meetings to draw some of the donor attention back. In donor coordination meetings, some have raised the issue that 'refugee schools need to be funded' (KII, 2019f; 2019n). In a bid to generate commitments from donors and mobilise funds for Syrian refugee education, a conference was conceived by some donors as a viable platform, however little engagement from respective country consulates resulted in the cancellation of this conference (ibid.). Whereas the Cluster, UNICEF, SCI and the KRG DoEs were involved in these attempts to convene donors, there has been little interest. The funding challenge has had a direct bearing on coordinating the response.

Third, the protracted nature of the Syrian crisis points to the need for a 'transition to a development response where development actors and donors need to support county mechanisms to absorb refugee populations in the country's education system' (KII, 2019a; 2019b). Development funding for education from within government and from the donor community is negligible. Some also expressed the view that efforts to integrate refugees in local schools has not been successful and so there may be little donor appetite to fund it (KII, 2019n).

Fourth, they explained that the relative stability of the KRI has meant that donors who were willing to support the payment of volunteer teacher incentives in the past want to discontinue this now to focus their funds elsewhere and shift the responsibility to the government. The Cluster and UNICEF have raised this point with the government, calling for a solution to the payment of teacher incentives, but the government has stated it does not have the funds to cover the payments. At the moment there is an impasse on this issue – both donors and government remain unwilling to dedicate funds (KII, 2019c). The payment for teacher incentives for the academic year 2019/20 is uncertain despite repeated advocacy efforts by the Cluster and individually by UNICEF and SCI. This year, the KRG paid incentives for a little over 350 Syrian refugee teachers (KII, 2019f), which is insignificant if the government is serious about integration.

The funding challenge has forced the Cluster to strengthen its advocacy efforts. Its recent position paper has reflected a coordinated response to

the teacher incentives issue, bringing together the different perspectives of Cluster members. The paper (Education Cluster, 2019b: 1) states that 'shifting priorities among donors and non-governmental organisations has led to reduced funding for refugee teacher incentives. Without further action many schools serving refugees could close, leaving up to 30,000 students without access to education. For the refugee response, Government needs to strengthen the Refugee Education Integration Policy. If more Syrian children are able to integrate into host community schools in a systematic and incremental manner, this will ensure that teaching resources can be concentrated in less schools which is sustainable in the long run'.

5.2.3   Leadership

In the refugee education sector, we see coordination being assisted by the clarity of leadership roles within the sector and the resourcing of these roles overall.

Clarity of leadership roles
Certain leadership traits of the KRG more broadly, and the KRG MoE in particular, have been highlighted as an equally enabling and constraining factor for coordination, and informants were conscious that government leadership, overall, has had its limitations.

First, the KRG's decision to accept Syrian refugees within its borders was seen by informants as a positive indication of leadership. However, key informants also made the point that leadership has fallen short in recent months, as when the KRG Council of Ministers unanimously decided they were not willing to support taking over the Syrian refugee response from the international community (KII, 2019d; 2019e), leaving the future of Syrians relatively uncertain, especially as the international community plans to withdraw its assistance over time. These issues affect the refugee education response.

Second, the JCC (led by the KRG Ministry of Interior) informants mentioned have demonstrated sound leadership capabilities on coordination and cooperation with other ministries, including the KRG MoE, but the latter has yet to demonstrate its own leadership capability in some key areas relating to the

education response. The JCC has played an important role in crisis response and has been providing guidelines to all KRG ministries, departments, the international community and NGOs, as well as federal government authorities, on how to respond to, solve and manage crises (JCC, n.d.). The KRG MoE has taken on board the guidelines from the JCC on 'how to develop mechanisms when crises strike, not just conflict or natural hazards, but also endemic crises' (KII, 2019f) and informants stated that by 2020 the KRG MoE may be better placed to meet its commitment to crisis response in relation to the education sector (ibid.) and demonstrate greater leadership, but this is not the situation at the moment.

The MoE's leadership role, as it currently stands, has been notable in terms of 'proactive engagement with the main international and local actors, an active role in coordination, and liaising with donors for funding refugee education' (KII, 2019n) but further engagement is needed. Informants explained that 'durable solutions to ensure refugees access education is contingent on greater government involvement, which has not happened to the extent needed' (KII, 2019d; 2019e) especially as the MoE is 'not taking over fully the payment of teacher incentives in refugee schools' (ibid.).

Much of the leadership for coordination on refugee education has fallen on the IEC. Its leadership role has been seminal and, across the interviews the Cluster's coordination and advocacy efforts were seen as being strong. Having said this, on certain key aspects their leadership also has its limitations, especially on advocacy and decision-making around the payment of teacher incentives beyond 2019. More importantly, despite its strong advocacy, 'the process of integrating Syrian refugees into host community schools has started, progress has been slow' (KII, 2019p).

Resourcing leadership
Most informants spoke about the need for dedicated capacity to lead coordinated planning and response processes. As the most prominent actor in the coordination of refugee education, the Cluster's resourcing has been identified as being strong at national level. The two Cluster

Coordinators, one from UNICEF and the other from SCI, have a dedicated leadership role, and not having to 'double hat' has enhanced their leadership capacity and given them the time to undertake complicated negotiations and be more propositional in their advocacy efforts around refugee education. The co-sharing of roles and responsibilities has enabled the Cluster Coordinators to create a common leadership identity and retain the neutrality, transparency of and accountability for leadership. Importantly, the coordinator from SCI has been in the role for four years (since 2015) in the KRI, where the refugee response is concentrated, and this continuity of leadership has been recognised by many as a key strength of the Cluster's coordination capacity.

However, this strength has not been consistently visible in the clusters at sub-national level in the three governorates of KRI. We discuss each in turn.

Leadership has been affected by 'high turnover of coordinators in Slemani' (KII, 2019i). And the leadership gap has not always been filled by the co-lead or co-chair. One informant noted, in Slemani, 'they do hold meetings led by the co-lead, but meeting minutes are not shared with the national Cluster' (KII, 2019c). There are also communication gaps with the national Cluster around coordination and information sharing.

Key informants mentioned that the Erbil sub-cluster is 'struggling as Cluster Coordinators have left' (KII, 2019d; 2019e). That this has also coincided with the decision of the national Cluster to dissolve the Erbil sub-cluster and turn coordination and management of the education response to a government-led working group has intensified pressures on the current IVY focal point. There are challenges for resourcing government leadership in Erbil, but the relative stability of the area is seen as a positive development for transferring coordination (ibid.).

In comparison, in Duhok informants stated the 'coordination set-up is good' (KII, 2019d; 2019e; 2019q) though, when this sub-cluster was established a few years ago, one interviewee noted that most of the leadership responsibility fell on the UNICEF lead/focal point rather than the government co-lead (KII, 2019q).

On resourcing of government leadership, many of the informants mentioned that the engagement of the KRG MoE focal point in the Cluster made a difference to coordination efforts. They acknowledged that the KRG MoE is responsive, has been engaged on the refugee teacher incentives issue, and is aware that the Cluster acts independently of UNICEF', with the General Directorate Officer participating regularly in Cluster meetings (KII, 2019i). That 'government staff turnover in the KRG, especially in the education departments, is low' and that the Cluster Coordinator from SCI has been interacting with the same government personnel over the last four years, are positive markers (KII, 2019d; 2019e). To some informants, however, leadership from the KRG MoE was lacking on substantive issues.

5.2.4 Equity

Capacity of coordination partners
Refugee education support is characterised by few operational partners. Informants emphasised repeatedly that there was a lack of actors in education and a lack of interventions at scale, further intensified by a lack of funding. INTERSOS is the main implementing partner for UNHCR in Erbil and Slemani, and NRC is the main one in Duhok. Some of the key activities include providing primary and secondary education, monitoring children's performance and school conditions through school visits, receiving feedback from teachers and parents on several aspects, including the quality of education and school administration and treatment of teachers through regular parent–teacher meetings, and doing home visits, especially to children at risk of dropping out. UNICEF is also one of the main actors in relation to the payment of refugee teacher incentives (KII, 2019p).

Informants mentioned that operational partners can easily coordinate for in-camp settings, but less so in out-of-camp settings (KII, 2019d; 2019e). However, the relative stability of the KRI means operational partners do not face major obstacles in implementing their programmes. Some of the key obstacles include 'ensuring that children can physically access the schools as distances are large and this affects attendance; bringing some of the children back into education after they have been out of school for many years; and getting parents

involved so that they see the value of education and do not pull their children out of school to work' (KII, 2019n).

5.2.5   How can coordination be improved?

A few key areas where coordination of education for refugees can be improved are identified as:

- The stable situation in KRI means it is possible for the KRG to take more responsibility for coordinating refugee education, and to strengthen its own regional education system.

- Urgent action is needed to speed up progress on the refugee integration policy and a durable solution sought to the teacher incentives issue – Cluster recommendations on this should be acted upon.
- UNHCR is well-placed globally to draw attention to refugee education funding for Iraq, and it can also commit greater financial resources than at present towards the payment of teacher incentives in the immediate future to ease some of the recurrent financial burden on UNICEF.

6 The 'so what' of coordination in Iraq

Q3: *So what* does coordinated education planning and response contribute to better education and other collective outcomes for children and young people affected by crises?

This section examines the 'so what' of coordination in Iraq, reflecting on the outcomes and impacts of the coordination mechanisms and dynamics we have outlined in previous sections. There is a significant challenge in that we are not able to demonstrate empirically that improved coordination results in improvements in education outcomes. This is partly due to the absence of quantitative metrics for the level or quality of coordination, but also due to issues with data access and the practical scope of this study, as well as a range of other important factors, including the capacity and priorities of the agencies engaged in coordination, the funding barriers they face, etc.

Our analysis is therefore based on our interview process, which was used to map out anecdotal evidence of whether and how the coordination structures and approaches were improving coordination in terms of the OECD DAC framework. In instances where it was clear to us that there were links between the OECD DAC outcomes and the ECW outcomes (see Figure 4), we attempted to make those connections. The strongest links between the two frameworks were found for the access and continuity outcomes followed by protection. The weakest links were with the outcomes on quality, equity and gender equality.

6.1 Coverage

Action by the international humanitarian system is constrained in reaching all people in need.

Interviewees interpreted the term coverage in many ways. Generally, actors reported that limited funding and, in some areas, insecurity, rather than coordination, were the main barriers to reaching all people in need.

To many, coverage is achieved through the posting of one Cluster Coordinator from UNICEF in Baghdad and of the second from SCI in Erbil, the capital of KRI. This has been seen by informants as a smart and strategic decision to facilitate better coordination of humanitarian actors involved in the education response across Iraq. The number and the geographical spread of education sub-clusters in all seven major areas of displacement in federal Iraq and in the KRI have also enabled good coverage of the response and enabled coordination. Having a mix of key actors (UNICEF, NNGOs, INGOs and the DoEs) to co-lead the sub-clusters was also viewed as positive leadership coverage, although notable challenges relating to this have been covered in detail in sub-sections 5.1.3 and 5.2.3.

Reaching all people in need has not been possible because of funding constraints through the HRP and 3RP process, and the issue has been further magnified by the lack of partners' access to certain hostile areas for security reasons. In federal Iraq, one informant explains, 'the JCMC issues partners a letter every month, which we provide to the checkpoints to allow us to travel in our vehicles, details of our staff members are mentioned on a list, on the whole the JCMC smoothens access but we are now facing increasing requests for information, they can be quite bureaucratic and some access is denied for arbitrary reasons' (KII, 2019g).

The pressures faced by actors to coordinate as a result of the existence of two parallel education systems, one led by the Federal MoE and the other by KRG MoE, are also a barrier to ensuring better coverage. Most IDPs living in the KRI

region are clearly in favour of using the federal curriculum in Arabic so as to continue their education on return to their original locations from the KRI, but it is not as easy for actors to provide them with this facility outside camps as it is within camps, where coordination between actors operational in the camps and the Federal MoE is better. There are very few IDP schools or local schools in the KRI region that IDPs can access and the limited support by the KRG to these communities, e.g. permits to construct IDP schools, offering of land for this construction, and agreements between the KRG MoE and the Federal MoE where the former allows the latter to use local schools in the second and third shifts can only partially meet the education needs of most IDPs. In returnee areas, the Federal Government has not been investing in the federal education system and the response from humanitarian actors is limited, further reducing coverage.

As for the Syrian refugees, refugee integration into local schools in the KRI and use of the regional education curriculum in Kurdish are helping to improve coverage, though the refugee parents are keen for their children to learn in the Arabic language so that when they are able to go back to Syria it is easier for them to reintegrate into their own national education system.

6.2   Relevance and appropriateness

Assistance and protection that the international humanitarian system provides addresses the most important needs of recipients (as judged both by humanitarian professionals and by crisis-affected people themselves).

Interviewees acknowledge that the governments at federal and KRI levels could coordinate the humanitarian response in a more structured way rather than leaving this to international actors. Some aspects of international assistance have been especially relevant. The continual funding of teacher incentives by the international actors is a case in point. Without this support, thousands of Syrian refugees will be left without education in the 2019/20 academic year. The second relevant aspect is the point on mainstreaming GBV within the cluster system so that education and protection become more gender sensitive.

The KRG Government, however, considers some of these interventions by humanitarian actors to be less relevant. For example, one informant believed that the need for PSS in the education context is not among the most important needs, yet partners continue to deliver programmes with a PSS component. The informant acknowledges there was a need in the past during the emergency but now the relative stability in the KRI means this support is no longer needed. This appears to be a capacity issue within the KRG MoE. Some MoE staff may simply not understand the importance of such services given their lack of exposure to other practices and their knowledge on the relevance of such services. It is also a clear indication that what humanitarian actors consider to be the most important needs and what governments consider to be the most important needs can be very different. There is variance in education priorities because the impact of the conflict differs from governorate to governorate and, unless there is a shared understanding of the most important needs, as well as of the need for PSS in the current crisis context, discrete sets of needs will be met.

Many informants found the 4W tool and the multi-cluster needs assessments to be critical in facilitating the process underpinning how the most important education needs for IDPs and returnees can be identified and addressed. However, the 4W tool is not systematically used by Cluster partners. They are reluctant to compile the 4Ws, leaving much of this work to the Education Cluster, specifically to the one staff member in charge of information management for all of Iraq. Nor do the sub-clusters have the capacity to oversee this process properly. Individual actors relay information sporadically, and with a time lag, hindering fundraising and advocacy efforts to ensure more relevant and appropriate interventions are funded.

6.3   Coherence

Actors in the international humanitarian system act in compliance with humanitarian principles and international humanitarian law (IHL), and the degree to which they are able to influence states and non-state armed groups to respect humanitarian principles and conform to IHL.

Some signals of coherence are related to Iraq's and KRI's independent trajectories of compliance with and respect for humanitarian principles and IHL. Even though Iraq is not party to the 1951 Geneva Convention on refugees' status, or to its 1967 Protocol, as noted in chapter 3, Iraq has a long history of hosting refugees from the region, including Palestinians and Kurds from Turkey and Iran, who fled to Iraq as a result of government repression and conflicts. In 2012, the Council of Ministers of the Iraqi government decided to open border crossings to Syrian refugees, to establish camps and provide services, including medical care to refugees, but it was the KRG which was more willing to grant Syrian refugees a greater set of rights, such as residency permits which provide them with freedom of movement within the three Kurdish provinces, as well as with the right to education free of charge in public schools on a par with Iraqi nationals (Migration Policy Centre, 2015).

Furthermore, coordination structures in Iraq, especially through the Education Cluster, UN agencies and INGOs, have provided an avenue for the dissemination of humanitarian principles, including safeguarding principles and information on protecting children, and preventing denial of assistance, or at least mitigating it being withheld due to perceived affiliation of children and women with terrorist groups. Most INGOs interviewed explained that, as the operational partners delivering education also intervene in protection, they can bring in a more coherent approach to the response, i.e. they can monitor protection risks faced by schoolchildren when carrying out their education activities and can take steps to mitigate those risks. They also stated that 'partners who do engage with the cluster system are generally committed to the principles of coordination, which has made resolving issues of duplication easier' (KII, 2019o).

The humanitarian cluster system can also play a role in influencing the state to sustain its commitment to protecting vulnerable groups within its own territory and find a long-term solution to the security situation, especially as at the core of the humanitarian response is post-conflict transition towards durable solutions. In order to ensure a smooth transition,

investment in education is needed, and the Education Cluster, along with development partners supporting the creation of robust sector plans and systems strengthening, are in a position to influence the government to invest in education.

6.4   Accountability and participation

Actors within the international humanitarian system can be held to account by crisis-affected people, and the degree to which crisis-affected people are able to influence decisions related to assistance and protection.

Overall, the study notes that the HRP and the Education Cluster Strategy have explicitly stated that accountability mechanisms are in place. Accountability to beneficiaries is streamlined in both these documents. The Cluster, for example, expects that communities should take part in identifying needs and in determining the most appropriate solutions and that all partners would need to consider this type of engagement as an essential element of their accountability to affected populations measures. Similarly, the partners would also determine how they will share information back with the communities with which they work. Communities, as the most important stakeholders in the provision of education, would also be called upon to provide the messages and organise the resources needed to return and retain children in learning. The partners, the Strategy argues, should approach this through communication campaigns as well as through boosting local capacity to assist in implementation and maintenance of facilities.

Some examples of accountability to affected populations in EiE, mentioned in the Cluster Strategy include:

- involvement of affected communities, including girls and boys, in education assessments (as respondents or participants)
- participation of affected communities, including girls and boys, in project launch meetings at community level
- feedback sessions during project monitoring visits
- call centre/use of hotlines for affected communities to voice concerns

- suggestion boxes located in schools and communities
- focus group discussion/ individual interviews with children, teachers and parents
- children's empowerment clubs.

6.5   Effectiveness

The degree to which humanitarian operations meet their stated objectives in a timely manner and at an acceptable level of quality

There is a long way to go for humanitarian operations to meet their stated objectives, on time, and at an accepted level of quality, according to the available evidence. Both operational and programme effectiveness are key to improving learning outcomes but are affected by funding barriers. The number of available schools also cannot accommodate the number of children in need, further compromising access to education.

Additionally, while across the board informants recognised that the quality of education for IDPs and refugees is better in camps than in out-of-camp settings, a few raised concerns over camp provision as well. One informant stated: 'the challenge we face now is that the results of the national exam are disappointing – not reaching 20% in the camps. It is a big question mark and it is related to the issue of the shortage of teachers. We coordinate with the government and provide support to sort out such issues, but we cannot play the role of the government' (KII, 2019p). Another mentioned the implications of forced evictions and what that is doing to humanitarian operations. 'Some forced evictions are an issue – pushing families to return home but education partners are not able to provide the necessary level of and quality of education in those return areas, and if structures are not put in place by government authorities or development partners, the children will suffer' (KII, 2019j).

Cluster leadership as well as sub-cluster leadership was also seen as playing a vital role in enabling real coordination. Instances 'when a sub-cluster was working effectively, launching back to school campaigns, and trying to help with avoiding duplication', there were possibilities to have more effective, well-coordinated programmes on the ground (KII, 2019g).

In comparison, government capacity to coordinate and facilitate partners' interventions was seen as hindering effectiveness. One informant explained, that in a recent exchange with government in Ninewa, 'we wanted to know the number of schools currently out of action which needed rehabilitation and we wanted to know the total number of schools, but the DoE did not have a proper record of this information' (KII, 2019g). The informant also noted that 'DoEs are like little fiefdoms, they work in silos, our monthly reports are not always shared across departments within a DoE, and so we have to duplicate reporting to different agencies within a DoE' (ibid.). On the issue of needs assessments, government bottlenecks were also raised as leading to ineffectiveness. One informant stated, 'there are access issues including multiple checkpoints, showing different sets of papers to fulfil different military actors' requirements. How can you do needs assessments, or provide assistance? This is a recurrent issue being discussed at the national level ICCG and at the Humanitarian Country Team level as it impacts our assessment and response' (KII, 2019j).

6.6   Complementarity

International humanitarian system recognises and supports the capacities of national and local actors, in particular governments and civil society organisations.

The education coordination structures and delivery mechanisms in place have been designed to involve government actors at different levels and to slowly transfer leadership of coordination to the MoEs and related DoEs. The Education Cluster has found in the two MoE focal points strong allies who are engaged and active in the cluster system, especially at the KRI where there is continuity of staff in the various departments and the Cluster, and the operational partners recognise and reinforce the prominence of the federal education system and the regional education system. The integration of Syrian refugees into local schools has also enhanced the role of the local governorates of KRI, Duhok, Slemani and Erbil, and raised the need for the humanitarian system to support their activities and strengthen staff capacities.

Still, considerable gaps remain, especially in building the capacity of government actors for leading coordination at scale, and in embedding the collection and analysis of data and the regular monitoring of activities into their ways of working. At the federal level, key informants from governmental agencies pointed out the need to build EiE expertise. Only the KRG MoE focal point for the Cluster mentioned the usefulness of the INEE standards that have been contextualised for Iraq as a guiding document for how things are done in KRI on EiE, but in other aspects there is a lack of direction within Government on how to coordinate and plan EiE across the country and create greater alignment between the two education ministries to effectively lead the education response.

One informant also mentioned that 'stronger engagement of UN agencies within the sub-national clusters is needed. Often, they are represented at very senior levels within the national cluster level, but the national cluster does not resolve issues of duplication within Mosul city for example. Quite often there are national initiatives proposed by UN agencies without consultation or coordination with sub-clusters and it creates significant issues for implementing partners who coordinate at the sub-national level' (KII, 2019o).

6.7   Sufficiency

Resources available to the international humanitarian system are sufficient to cover humanitarian needs.

Overall, respondents explained, there are major shortfalls in funding for EiE and education in general in Iraq. The financial resources available to the humanitarian system are insufficient to cover the education needs of the various vulnerable groups, refugees, returnees, IDPs, host communities and local populations affected by crises. An additional issue is that the requested resources are partially secured in the middle of the HRP process, and so the response almost always falls short of target. Informants are also keen to see UNHCR mobilise and allocate resources to the refugee education response, as other UN agencies like UNICEF and INGOs like NRC are shouldering

much of the burden, especially around payment of teacher incentives.

Iraq also presents a challenge when it comes to funding, with more actors, including humanitarian agencies, pressing for more development funds rather than humanitarian funds, due to the protracted nature of the various crises, yet donors are not keen to invest in the area. Informants acknowledge that humanitarian funding will continue to shrink, and insufficient development funds will be secured to fulfil the education needs.

Additionally, the government is not equipped to fill (or particularly interest in filling) the EiE financing gap, and resource availability will continue to remain a challenge in the coming years. Without the Federal Government and the KRG prioritising the education sector and EiE programming within it, in terms of budgeting and releasing resources for EiE every year, the imbalance will be further intensified.

6.8   Efficiency

Humanitarian outputs are produced for the lowest possible amount of inputs.

Interviewees mentioned that joint assessments by the clusters, as well as multisectoral assessments, were good examples of enabling efficiencies in planning a response. Efficiencies, informants stated, were also achieved across sectors during monitoring activities. In a context of scarce resources and double hatting, such initiatives have been enabling efficiencies at minimal costs.

Many informants also revealed that the lack of national–local level coordination on occasion hinders efficiency, mentioning that organisations have to do a lot of back and forth between the MoEs and the DoEs to get projects started and they have to produce multiple reports. This was considered a significant loss of time and resources.

Some informants explained that the funding issue related to teacher incentives was constraining efficiency of the Cluster, as they have to spend a considerable amount of their time and human resources negotiating the payment of incentives every year with government and with donors (KII, 2019j).

6.9 Connectedness

The international humanitarian system articulates with development, resilience, risk reduction and peacebuilding.

Coordination structures contribute to connectedness for several reasons: the larger, active organisations in the Education Cluster are already working to strengthen the humanitarian–development nexus as they are involved in both the IDP and returnee education response and the refugee education response, and they are working across the federal education system and the system in KRI. The HRP, the Education Cluster Strategy and 3RP all emphasise working across the nexus. The Cluster Strategy 'recognises the humanitarian–development nexus as a strategic pillar which guides our way of working at country level. As such, the strategy development process linked EiE to development and recovery processes' (IEC, 2019b: 7).

A few informants also stated that inter-sectoral connectedness exists at some level and can be further developed. Some organisations implement both education and protection activities and, in those situations, connectedness is visibly stronger. Similar levels of connectedness are also visible in some of the refugee education activities in UNHCR field offices with UNHCR staff from the protection unit acting as the UNHCR education focal points for the sub-clusters in KRI. There is also close coordination with the protection sector which is led by UNHCR.

The framework that combines the OECD DAC criteria and the ECW collective education outcomes are now populated with the data found during the Iraq case study and shown in Figure 5.

Figure 5 Linking education coordination criteria to education outcomes in Iraq

Coverage
- Limited funding, high insecurity are main barriers to reaching all people in need
- Education provision by actors is generally better in camps than out of camps
- In the KRI region access for IDPs to local schools that can deliver the federal curriculum is extremely difficult
- Integration of Syrian refugees into local schools in KRI helps improve the reach of the regional education system, but Syrians prefer to learn the Kurdish curriculum in Arabic
- International actors have a large operational presence in KRI due to its relative stability, but this also means the response is concentrated in KRI
- ActivityInfo / 5W are very useful instruments but unsystematic use by actors means it is difficult to know who does what, when and where, resulting in duplication of interventions in some places

Relevance
- Coordination for EiE is not an important priority for federal government or KRG or for donors
- Parents and children lack voice and agency to articulate the needs most vital to them, e.g. choice over medium of instruction
- Some relevant responses by humanitarian actors include mainstreaming GBV issues, and paying teacher incentives so children may study
- Government considered some international interventions as currently irrelevant, e.g. psychosocial support (PSS)
- 4W and multicluster needs assessments critical to understand most important education needs but 4W not used effectively

Coherence
- Iraq has been hosting refugees although it is not party to the 1951 Geneva Convention or the 1967 Protocol
- Iraq, especially KRI, opened its borders to Syrian refugees
- KRI granted right to education free of charge at par with its citizens
- Cluster and humanitarian partners all disseminate principles like safeguarding, child protection, preventing denial of assistance due to perceived affiliation or mitigating it
- Education actors also intervene in protection so they can bring a coherent approach to responses
- Post-conflict transition towards durable solutions is at the heart of HRP in Iraq

Accountability
- Accountability mechanisms in place through HRP, 3RP and Cluster Strategy of 2019
- UNHCR Participatory Assessments allow beneficiaries to participate in prioritisation

Effectiveness
- Funding undermines effectiveness, as does the gap between schools available and children in need and access issues in certain areas
- Quality of education better in camps
- Families are being pushed to return home but there neither government nor partners have set up adequate education facilities
- The stronger the leadership over coordination, the more effective the programmes in the field, e.g. back-to-school campaigns, avoidance of duplication
- DoEs don't have proper records of schools or teachers
- Partners have to submit multiple reports to different agencies within each DoE as internal coordination is low

Complementarity
- Two MoE focal points are engaged and active in cluster system, especially KRG MoE
- Integration of Syrian refugees into local schools has enhanced role of governorates in KRI
- Government actors do not have capacity to lead coordination at scale, and data collection and monitoring is weak
- There is a need to build EiE expertise within government
- Stronger engagement of UN agencies needed with subclusters as national initiatives can be rolled out without consulting subclusters who need to coordinate locally

Sufficiency
- Major shortfalls in EiE funding
- Education needs are unmet
- Burden of teacher incentives payment heavy on UNICEF and NRC
- If government does not fill the EiE funding gap, the situation will worsen

Efficiency
- Joint assessments by Cluster and multisectoral assessments and joint monitoring enable efficiencies
- Lack of national–local coordination hinders efficiency
- Partners often must go back and forth between the MoEs and DoEs and this time consuming

Connectedness
- Work across the humanitarian–development nexus is happening as partners are involved in the IDP and returnee response, and the refugee education response
- Work is happening across the federal and regional education system
- HRP, 3RP, Cluster Strategy all emphasise working across the nexus
- Cluster Strategy links EiE to development and recovery processes in Iraq

Equity and gender equality
- Lack of funds and human resources undermine this outcome
- Note weak link with most OECD criteria

Access
- Children's education needs only partially met
- Children can partially reap benefits of education
- Lack of funds for EiE, inadequate school infrastructure in local areas and distance to schools undermine this outcome

Continuity
- Federal curricula use for Iraqi IDPs and returnees and regional Kurdish curricula use for Syrian refugees only partially helps ensure continuity of education

Protection
- Cannot ensure protection if funding is low and response is inadequate to cover scale of needs
- Partners not allowed to access certain areas and are not meeting protection needs there
- Synergies between education and protection clusters means focused child protection

Quality
- Massive shortage of qualified teachers, learning materials and school infrastructure
- Chronic underinvestment in education
- Multiple teaching shifts in a day compromise learning and teaching
- Provision in camps better than out of camps

Source: Authors' analysis

7   Conclusion

Coordination in a complex context like Iraq's has demonstrated several strengths but also challenges that are impacting the education response, in terms of both access and quality, to vulnerable communities affected by crises.

Our analysis along the questions of 'who', 'how' and 'so what' of coordination enabled us to analyse and highlight the areas where humanitarian and development actors are facing the most challenges and how coordination can be improved. In so doing, we are recommending that actors pursue a clear way forward on how to address those challenges and identify how and where they can effectively coordinate to strengthen education outcomes for children and young people affected by crises. Moreover, it allowed us to shed light on potential strengths of current coordination mechanisms, which would allow us to draw lessons and capitalise on these strengths in relation to future work as well as other similar cases.

In relation to the *who* of coordination, we found that Iraq has one main coordination structure for EiE, led by the Iraq Education Cluster (IEC). It is responsible for coordination of education for all crisis-affected communities in Iraq, including IDPs, returnees, refugees, host communities and other affected local communities. A sub-group of the Cluster is the Strategic Advisory Group (SAG), which is led by the two Cluster Coordinators from UNICEF and Save the Children (SCI). Its role has been to complement that of the Cluster, which was seen as being too large a forum for strategic consultations and decision-making. Yet, key informants remained vague as to the role and effectiveness of the SAG compared to the Cluster.

In relation to *how* coordination for education is functioning, we have identified a number of weaknesses. One issue raised across KIIs is the challenge around *effective and transparent information sharing* in Iraq. Key informants explained that there is a significant discrepancy between what is shared between the different actors and what is taking place on the ground. Many organisations plan projects as part of the education response without being sufficiently informed on existing projects. This can be attributed to the fact that some stakeholders do not see the *value of coordination*, which is sometimes lost. Moreover, administrative hurdles to get approvals from the government, while coordinating between the Federal MoE and the KRG MoE, have been imposing significant challenges to initiating much-needed interventions. Key informants explained that *leadership challenges* within government contributed to the lack of clarity around the role of the different governmental institutions – a problem exacerbated by the fragmentation of the governmental structure in the country. One of the key challenges to coordination, as expressed by key informants, has been *limited funding* of local actors, including the KRG and the Federal Government and local NGOs. This contributed to an overreliance on international actors to support the education sector. This in turn contributed to various stakeholders being overstretched and unable to provide effective support. For example, sub-national cluster leads across the board expressed that they are 'double hatting' and are not given dedicated time to coordinate as part of their full-time work. In addition, a large majority did not receive training that would enable them to better understand the coordination structure and mechanisms.

It is notable that key informants across the board stressed that the security situation continues to pose serious barriers to access – an issue that remains a key challenge to effective education coordination and response.

At this point, it is important to invest in building the capacity of national actors in Iraq to guarantee an effective exit strategy for

international stakeholders. As such, it is key for national actors to play a leading role in the education response and to allow them time to adapt coordination and communication processes and tools to fit and grow within their local environment. Key informants indicated that, in a number of governorates, DoEs have started to assume leadership in coordinating sub-national clusters. Yet, it was unclear how active co-lead DoEs are and to what extent they can assume full leadership despite the limitation in funding and resources. Therefore, more needs to be done to investigate the extent to which local staff are familiar with coordination mechanisms and structures to create ownership and sustainability.

It is worth noting that, while there has been significant work in relation to the education response for IDPs and refugees and to some extent the host communities, this is less so for returnees. Coordination efforts to support and ensure an effective education response have been hampered in part due to the fragmented governance structure, the security situation and the lack of access to certain areas, and most importantly due to overcrowding and the destruction of many school buildings as a result of violent conflict. This has particularly impacted the response for returnees and to some extent the host/local communities.

Finally, the *so what* section of this case study illustrates that while coordination requires significant investment, its returns in Iraq are potentially high, especially in terms of children's access to and continuity of schooling and their protection. Continuing to invest in coordination structures and mechanisms should remain a priority for key stakeholders.

8   Recommendations

This section covers key recommendations for strengthening coordinated education planning and response in Iraq. These recommendations are aimed at the main stakeholders in and outside government.

1. Increase stakeholder participation in the Iraq Education Cluster for further facilitation of dialogue, information sharing and coordination

Despite existing challenges and weaknesses, the Cluster is viewed positively by all key informants and it is exceptional for the Cluster to manage EiE that also includes refugee education coordination. It enables education stakeholders and actors to come together to share information on current ways of working and coordinate future engagements. Key informants, however, stressed the importance of improving the participation of various stakeholders to guarantee that key actors, especially local NGOs and the government, engage in a dialogue to identify means and ways of coordination.

Key informants also stressed that all stakeholders should make more use of national cluster meetings, which contribute to greater information sharing of current needs and often help avoid the duplication of work.

2. Prioritise investing in data as a key part of the education response

Investing in timely, reliable and official data is key to responding to existing and future needs as a result of mass waves of displacement. Formal initiatives already in place, such as ActivityInfo, have been described by key informants as a crucial element for coordination in terms of sharing information on current projects and gaps/needs. In addition to its current function,

ActivityInfo needs to be further developed and stakeholders need to continue to feed information into it on current as well as future projects. Key informants stressed on the importance of feeding the open forum with information to guarantee that it remains a reliable source of information when planning future interventions. A formal venue for mapping current stakeholders and projects across the Cluster is also needed, at a disaggregated level, to avoid overlaps and to enable complementarities to be exploited.

3. Prioritise formal and informal networking among key stakeholders

Formal and informal means of networking and communication have been key in coordination in Iraq. Key informants stressed that meetings, phone calls, emails and Skype groups allowed them to coordinate better. This approach needs to be built on and developed further to allow different stakeholders to share information in a more efficient, targeted, reliable and timely manner. Attempts should therefore be made to:

- Encourage these avenues of communication and coordination to become further developed and further formalised.
- Ensure that staff with coordination duties are trained on the functions of the Cluster and that they are experienced leaders with the expertise and disposition to build and foster relationships and trust among partners. Moreover, they should already have access to a reliable network of contacts on the ground within the local community and government authorities to facilitate the work of partners.
- Allow coordinators to have sufficient time to use their skills and expertise to build and foster bonds. This relates directly to the next point.

4. Avoid double hatting or negotiate with organisations leading the sub-national clusters to allocate more staff time for coordination to allow sub-national leads and co-leads to better support the Cluster

Key informants highlighted that double hatting either entails that they work overtime, which is not always possible, or that they do not have the time to do essential duties as part of the coordination duties of the Cluster. A coordinator's day consists of more than reporting tools, information management and other measurable outputs. It consists of time-consuming networking, attending meetings, sending information via emails, follow-up via Skype and relationship building that can create some of the unparalleled benefits highlighted in this research. Ensuring that time for these activities is built into the work plan of staff with coordination duties is the way to reap all the benefits of coordination.

5. Address the shortage of teachers and remove barriers to education

Key informants across the board stressed the importance of addressing the current shortage of qualified teachers under the Federal Government and within the Kurdistan Region. There is a need for Arabic teachers in KRI to respond to the needs of IDPs and Syrian refugee children who are either not bilingual or who cannot read and write in Kurdish. Most key informants explained that historical linguistic and sectarian barriers to education impose additional complexity. Although having multiple curricula and different languages of instruction aims to ensure inclusivity, it is indirectly acting as a barrier to education for some children. It also adds to the financial and logistical burden of partners responding to education needs and is making it difficult for local authorities to continue to respond while maintaining this level of diversity in education. In addition, children of perceived Islamic State-affiliated families are facing substantial barriers on the ground to access education. Moreover, these barriers are making it difficult for certain communities to integrate,

as in the case of Iraqi IDPs in the Kurdistan Region. Unfortunately, this issue remains politically sensitive.

6. Build greater capacity of national actors and coordinators

Key informants highlighted that, on the sub-national level, the DoEs are assuming leadership roles in the Cluster. This is a positive step towards assuming responsibility and ownership in order to guarantee sustainability. Yet it is unclear whether staff members within the local governments received sufficient training to acquire the right skills and expertise to assume a leadership position within the Cluster. Providing appropriate training to staff within the local government as well as the community can strengthen coordination and produce a ripple effect, improving the information shared within the Cluster. While key informants spoke of the importance of a *mokhtar* (village or neighbourhood head) in the decision-making process at the local/community level, it was unclear whether *mokhtars* are or can be officially integrated into the Cluster and coordination mechanisms in relation to education response. It should be stressed that more needs to be done to utilise existing shared capacities and to investigate local systems that can be repurposed for new coordination needs and can leave staff with skill sets suited to post-conflict reconstruction.

7. Revise the governmental mandate to recognise and include EiE to enable the Federal and Kurdistan Governments to provide strategic direction to humanitarian and development actors

As we have highlighted in this study, the governmental mandate (at federal and KRI levels), as articulated in the education sector plans, neither recognises nor includes EiE, and therefore both the Federal Government and the KRG are unable to provide a strategic direction to humanitarian and development actors on how to address EiE for groups most affected by internal displacement. The new sector plans being developed with the support of UN agencies should

ensure there is a comprehensive roadmap for education ministries on how to fulfil their overall mandate of providing education, and of EiE, with a dedicated EiE coordination unit being set up in the two ministries, so that responsibility does not largely fall on the directorate of planning in the two MoEs. How the two MoEs may more effectively coordinate internally and collaborate with each other more regularly and systematically should also be outlined in the new sector plans. As such, more sustainable solutions need to be sought to support the IDP response, including humanitarian and development actors influencing and negotiating with the Federal Government on the future of IDPs currently residing in KRI.

8. Increase humanitarian and development funding for the IDP, returnee and refugee response

Greater funding from the humanitarian system and key donor countries is needed for the IDP, returnee and refugee education response. Humanitarian actors expressed concerns over funding, identifying this as among the top two challenges to improving coordination. The Kurdistan Region, which hosts the majority of IDPs, is unable to allocate funding out of its own budget towards IDPs coming from federal territories. Key informants stressed that funding is a major impediment to their response, and both governments are facing financial constraints to supply and pay the salaries of teachers, rehabilitate schools and respond to the needs of vulnerable populations while providing quality education to both displaced and local communities. Increased funding would allow humanitarian actors on the ground to respond effectively and assist both the KRG Government and the Federal Government in their education response. It is clear, however, that humanitarian actors also need to assist both governments to set up clear budget lines for EiE each year to guarantee an effective exit strategy. Without this, overreliance on humanitarian funding from the international community will continue and complicate a meaningful post-conflict transition to durable solutions.

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Annex 1 List of key informant interviews

There were 22 KIIs conducted with representatives from the following organisations:
UNICEF Iraq
OCHA
Save the Children
UNHCR
Bureau of Population, Refugees, and Migration, United States Department of State
People in Need
IRC
Directorate of Educational planning, Ministry of Education-KRG
DoE Ninewa
Duhok sub-national cluster
Erbil sub-national cluster
Ninewa sub-national cluster
Slemani sub-national cluster
Salah ad Din sub-national cluster
Kirkuk sub-national cluster
INTERSOS Iraq

Annex 2   Key interview questions

Central research question: 'How can humanitarian and development actors more effectively coordinate planning and responses to strengthen education outcomes for children and young people affected by crises?'

Provide throughout concrete examples/evidence.

1. Describe your role (i) in the coordination of the education response for refugees, IDPs, returnees, local communities affected by crises and natural disasters in Iraq and (ii) in delivering the education response itself. How long have you been in this role?
2. Who are the main stakeholders and what are the main mechanisms involved in country-level education coordination in Iraq (for refugees, IDPs, returnees, local communities affected by crises and natural disasters)? What different roles do the main stakeholders and mechanisms play?
3. What are the main obstacles and constraints for (i) delivering coordination and (ii) delivering the education response in Iraq (for refugees, IDPs, returnees, local communities affected by crises and natural disasters)?
4. What are the main strengths of how the education response is coordinated in Iraq (for refugees, IDPs, returnees, local communities affected by crises and natural disasters)? Are there particular mechanisms or initiatives that have helped overcome coordination challenges?
5. What are the main tools used for coordination, planning and needs assessment?
6. What would help improve coordination in Iraq or allow coordination challenges to be more effectively overcome?

Annex 3 Summary of education needs

Table A1 Education strategic objectives

Indicator	Activities	In need	Baseline	Target	Male	Female
EDUCATION STRATEGIC OBJECTIVE 1 Increase access to high-quality formal and non-formal learning opportunities for children in areas of displacement and areas of return that allows for transition into recognised educational pathways.						
No. of conflict-affected children, adolescent and youth (3–17 years) accessing quality and inclusive formal and non-formal education	Support the registration and enrolment of children into the formal and non-formal schools and Temporary Learning Spaces	2,557,399	620,434	399,845	203,921	195,924
No. of conflict-affected children, adolescent and youth (3–17 years) receiving cash assistance to cover transportation and other education related costs	Support the provision of cash assistance for transportation and supplies	IDPs, Hosts	3,930	21,196	10,810	10,386
No. of conflict-affected children, adolescent and youth (3–17 years) receiving teaching and learning materials	Support the provision of learning materials, textbooks, stationary and school bags	IDPs, Hosts, Returnees	254,701	285,346	145,526	139,820
No. of classrooms and other buildings rehabilitated	Rehabilitate education facilities / temporary / semi-permanent / permanent learning spaces	Schools	2,576	2,661	N/A	N/A
EDUCATION STRATEGIC OBJECTIVE 2 Schools and learning environments are protective and responsive to the needs of conflict-affected children, youth and adolescents.						
No. of teachers, social workers or other education personnel trained on positive discipline, school codes of conduct, protection from sexual exploitation and abuse (PSEA), gender-based violence	Support training of teachers on positive discipline, school codes of conduct, PSEA, gender-based violence	IDPs, Hosts, Returnees	13,111	18,395	9,381	9,014
No. of children (boys/girls) receiving Psychosocial Support	Support provision of psychosocial support to the children at risk	IDPs, Hosts, Returnees	142,052	86,960	44,350	42,610
No. of children (boys/girls) receiving individual case management at school level	Support provision of individual case management at school level to the children at risk	IDPs, Hosts, Returnees	N/A	3,870	1,974	1,896

Table A1   continued

Indicator	Activities	In need	Baseline	Target	Male	Female
EDUCATION STRATEGIC OBJECTIVE 3 To strengthen the capacity of the education system to plan and deliver a timely, appropriate and evidence-based education response.						
No. of emergency preparedness plan in place at MoE and DoE level	Train DoE/MoE in assessment/data emergency response planning	DoEs	16	4	N/A	N/A
Percentage of sub-national clusters with Disaster Risk Reduction (DRR) plans	Support sub-national clusters to develop DRR plans	N/A	N/A	6	N/A	N/A
Percentage of schools and non-formal learning sites with efficient and functioning school management systems	Support establishment of functioning school management systems in schools and non-formal learning sites	Schools	245	154	N/A	N/A

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