



Report

# Strengthening coordinated education planning and response in crisis contexts

## Synthesis Report

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Cover photo: Pupils attend a class at Tutis Primary School in Oromia State of Ethiopia. Credit: UNICEF Ethiopia.

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This report presents independent research authored by the Overseas Development Institute (ODI). It is a synthesis report pulling together overall findings for a series of country case studies on coordination of education in emergencies and protracted crises that were conducted on Bangladesh, Chad, the Democratic Republic of the Congo, Ethiopia, Iraq and Syria. It draws extensively on a conceptual framework developed as part of the first paper in this series, Strengthening coordinated education planning and response in crises: Global analysis framework (ODI, 2020). This research has been commissioned by the Global Partners' Project, bringing together the Global Education Cluster (GEC), UNHCR – the UN Refugee Agency, and the Inter-agency Network for Education in Emergencies (INEE). The Global Partners' Project has been generously funded by Education Cannot Wait (ECW) – the global fund dedicated to education in emergencies and protracted crises.

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# Acronyms

<b>ARRA</b>	Agency for Refugee and Returnee Affairs
<b>CRRF</b>	Comprehensive Refugee Response Framework
<b>DRC</b>	Democratic Republic of the Congo
<b>ECW</b>	Education Cannot Wait
<b>EDF</b>	Education Dialogue Forum
<b>EiE</b>	Education in Emergencies
<b>GEC</b>	Global Education Cluster
<b>GPE</b>	Global Partnership for Education
<b>HPC</b>	Humanitarian Programme Cycle
<b>HRP</b>	humanitarian response plan
<b>IASC</b>	Inter-Agency Standing Committee
<b>IDP</b>	internally displaced person
<b>IHL</b>	international humanitarian law
<b>INEE</b>	Inter-agency Network for Education in Emergencies
<b>INGO</b>	international non-governmental organisation
<b>IOM</b>	International Organization for Migration
<b>KRG</b>	Kurdistan Regional Government
<b>KRI</b>	Kurdistan Region of Iraq
<b>LEG</b>	Local Education Group
<b>MENPC</b>	Ministry of National Education and Civic Promotion
<b>MoE</b>	Ministry of Education
<b>MoU</b>	Memorandum of Understanding
<b>MYRP</b>	Multi-Year Resilience Programme
<b>NGO</b>	non-governmental organisation
<b>NNGO</b>	national non-governmental organisation
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>OECD DAC</b>	Organisation for Economic Co-operation and Development's Development Assistance Committee
<b>PIET</b>	Interim Education Plan (Chad)
<b>PMR</b>	Periodic Monitoring Report
<b>RCM</b>	Periodic Monitoring Report
<b>REB</b>	Regional Education Bureau
<b>REWG</b>	Refugee Education Working Group
<b>RRP</b>	Refugee Response Plan
<b>SDG</b>	Sustainable Development Goal
<b>SOHS</b>	State of the Humanitarian System
<b>TEP</b>	Transitional Education Plan
<b>TFP</b>	Technical and Financial Partner
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNHCR</b>	UN Refugee Agency
<b>WASH</b>	water, sanitation and hygiene
<b>WoS</b>	Whole of Syria



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# 1 Introduction

Nearly 168 million people will need humanitarian assistance and protection in 2020 (OCHA, 2019). Over the past decade, violent conflicts have surged by two-thirds and displacement is at a record high and length – today around 71 million people have been forcibly displaced (UNHCR, 2019a) for 20 years on average. In education, a different but equally serious crisis exists.

In low- and middle-income countries, some 258 million children, adolescents and youth are out of school (UIS, 2019). Among those who are in school, roughly half of students go through school without acquiring basic foundational skills (World Bank, 2019).

For too many, humanitarian and learning crises are compounded.

More than half of the world's children of primary school age live in countries affected by emergencies and protracted crises and, what is more, about half of all refugees are under the age of 18 (UNESCO, 2015; UNESCO, 2018). Hence, in among other challenges, the education of more than 75 million children and adolescents is directly at issue (Nicolai et al., 2016). Among those who have been forcibly displaced, an estimated 33 million face education challenges (ODI, 2020), with at least 4 million refugee children and youth out of school (UNHCR, 2019b). Girls are often further excluded in crisis contexts, as are children with disabilities and ethnic minorities (Wagner et al., 2018).

It seems likely that future humanitarian need will only continue to grow in scale and complexity (OCHA, 2019; UNHCR, 2016; 2019a; Samman et al., 2018; Center on International Cooperation, 2015). Education is an urgent need and central priority.

While national governments are clearly responsible for fulfilling the right to education, which under the 1951 Refugee Convention extends to refugees, in crisis contexts

multiple actors are often involved across the humanitarian–development nexus, as discussed in Box 1. Systematic organisation of those supporting education in emergencies and protracted crises can, in principle, lead to more efficient, cost-effective and successful operations. Formal coordination mechanisms that typically operate in humanitarian contexts might include Education Clusters, Refugee Education Working Groups, and Local Education Groups (LEGs), among others.

A need to better understand how to strengthen formal coordination for education in emergencies and protracted crises has led to research focused on the following central 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?*

To investigate further, we developed a conceptual framework detailing key features that shape education coordination and its outcomes. Recognising context and global frameworks as starting points, a further set of sub-questions on the ‘who’, ‘how’ and ‘so what’ of education coordination in emergencies and protracted crises was set out. The background research leading to this conceptual framework can be found in *Strengthening coordinated education planning and response in crises: global analysis framework* (ODI, 2020). That report also presents the case study methodology that has been applied in six country case studies in order to gather country-level data in relation to these questions.

This synthesis report draws together evidence from our global analysis and from across country case studies conducted between 2018 and 2019 on Bangladesh, Chad, the Democratic Republic of Congo (DRC), Ethiopia, Iraq and Syria. These countries were chosen as they have (1) an existing programme supported by Education Cannot

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Wait (ECW); and (2) a major international coordination presence. In addition to presenting findings, included here are recommendations for actions that can be taken by key stakeholders,

including governments, country-based education providers and global humanitarian and development actors.

#### **Box 1 Education coordination across the humanitarian–development nexus**

The humanitarian–development nexus represents the link between humanitarian assistance, which is a rapid response measure in emergency contexts, and medium-to-long-term development action (OECD, 2017; OCHA, 2017). The scope of this study focused on coordination at the humanitarian end of the nexus but suggests it would also be valuable to further review the intersections across humanitarian and development education coordination. Ideally, information is shared across humanitarian and development actors and there are shared efforts in joint planning and response; however, commitment to collaboration is not standard and ways of working together across the nexus are not very clear. Our research found that in **Iraq**, government commitments do not recognise or include work on crises as articulated in their two education sector plans, either at federal level or in the Kurdistan Region of Iraq (KRI), and thus authorities do not provide strategic direction on how to address education for groups most affected by internal displacement. To address similar gaps in **Syria**, an Education Dialogue Forum (EDF) was established under the framework of an ECW investment to ensure a unified and cooperative approach to strategic and technical education issues across humanitarian and development actors (EDF, n.d.).



## 2 Entry points and conceptual framework

This research takes as its starting point the strategic objectives set out in the ECW 2018–2021 Strategic Plan, as set out below, with Objective 3 as our particular entry point:

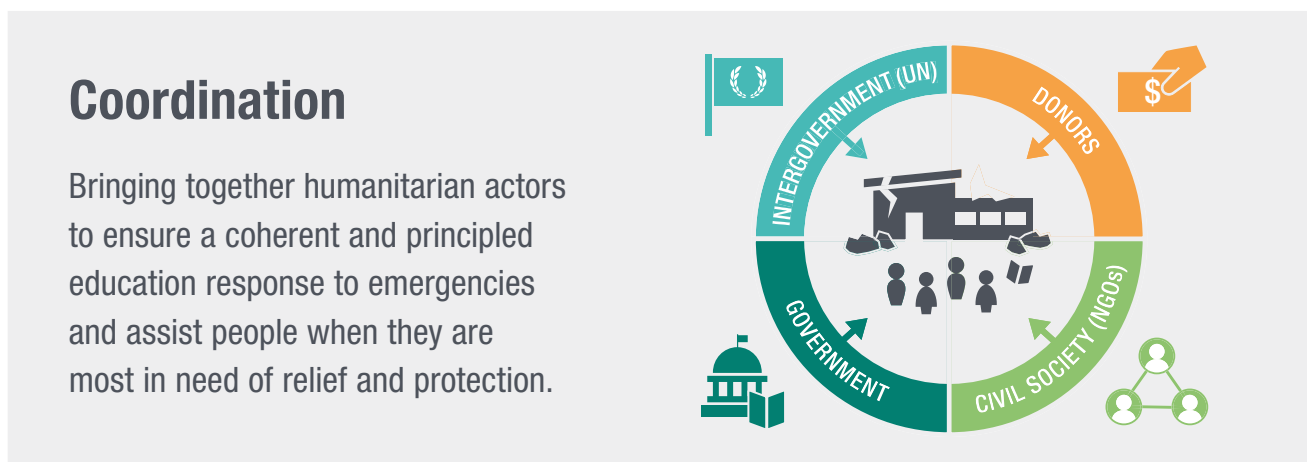
1. Increase political support to education in crises.
2. Increase financing for education in crises.
3. Improve joint planning and responses.
4. Strengthen capacity to respond.
5. Improve accountability.

The primary intention of this research was to examine ‘approaches for effective coordination of education planning and response in crisis contexts across national governments, sub-national [authorities] and local responders’ alongside international cooperation efforts across the humanitarian–development nexus by ‘assess[ing] barriers to effective coordination, identifying examples of harmonised approaches to deliver

education interventions in crisis contexts, and documenting transferable lessons’ (ODI, 2020).

In crisis contexts, the Office for the Coordination of Humanitarian Affairs (OCHA) understands coordination as ‘bringing together humanitarian actors to ensure a coherent and principled response to emergencies and assist people when they most need relief and protection; it seeks to improve the effectiveness of humanitarian response by ensuring greater predictability, accountability and partnership’ (OCHA, 2018). In terms of education coordination, the ECW strategy particularly emphasises is the importance of being agile, connected and fast. Our research was informed by these definitions and descriptions, as shown in Figure 1, while at the same time exploring the reality of coordination on the ground, recognising a diversity of approaches used in different contexts.

**Figure 1 What we mean by coordination**



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## 2.1 Existing frames of analysis

While there is extensive literature around the design and effectiveness of humanitarian response and models of coordination and networking, there is no recognised or tested approach for exploring factors that facilitate or enable coordinated planning and response (Beck, 2006; Saavedra and Knox-Clarke, 2015; Knox Clarke and Campbell, 2016; Ramalingam et al., 2008). Within this research we therefore bring together and refer to three main existing frames in analysing coordination.

The first of these frames sets out factors that enable the coordination process. Referred to here as the ‘Faerman Factors’, this was the basis for analysis of collaborative networks operating during the disaster response in Haiti in 2010 (Nolte et al., 2012). Its roots are drawn from organisational scientists’ study of diverse contexts that involve numerous entities, often in competition or with a history of conflicts, who are interdependent and would collectively gain from cooperating rather than competing. Key determinants in the success or failure of coordination are set out as predisposition, incentives, leadership and equity (Faerman et al., 2001).

The second frame helps us to assess performance. The Organisation for Economic Co-operation and Development’s Development Assistance Committee Criteria for Evaluating Development Assistance (hereafter the OECD DAC criteria) are widely used in evaluation of development programmes and projects (OECD DAC, 1991; OECD DAC, 2002). The OECD DAC criteria have been used and modified in ALNAP’s *The state of the humanitarian system* (SOHS) to assess humanitarian performance (ALNAP, 2018). The OECD DAC criteria are relevance, effectiveness, efficiency, impact and sustainability, developed further by ALNAP to include coverage, coherence, accountability and participation, complementarity, sufficiency, and connectedness.

The third existing frame used sets out desired education outcomes as articulated in the ECW Collective Education Outcomes as identified in the ECW Strategic Plan (ECW, 2018a). These collective outcomes include access, equity and gender equality, continuity, protection and quality.

## 2.2 Conceptual framework

Using these existing recognised frames, we have further developed a conceptual framework to structure analysis for this research, as shown in Figure 2. This sets out five elements that play a role in determining the effectiveness of coordinated planning and response and which build upon each other. The first two set the scene, with the remaining three shaping education coordination itself and linking more directly to our research questions.

First, *country contexts* are the distinct country- and crisis-specific features that shape what is needed in terms of education coordination. This includes the country context in areas such as geography, wealth, political system, languages and population profile. It also incorporates the type and complexity of disasters, such as environmental, violence and conflict, technological and health, and whether displacement produces internal displacement or refugee situations across borders. The phase of crisis, and whether it is a sudden onset or protracted emergency, is also an important element that will shape coordination. A further aspect is related to systematic and individual capacities of national authorities.

Second, *global frameworks* are the global agendas and mandates that shape humanitarian and development action. Humanitarian principles and international humanitarian law (IHL) are applicable in all contexts and the Sustainable Development Goals (SDGs), the New Way of Working and Grand Bargain, and the Global Compact on Refugees are critical commitments that shape ways of working. For education in crisis, these sit alongside other guidance frameworks like the Inter-agency Network for Education in Emergencies (INEE) Minimum Standards for Education.

Third, *coordination approaches* in terms of the main actors providing leadership for education planning and response, their mandates, as well as the type of group(s) present are a key feature that shape what is possible in terms of coordination. This includes a look at not just who is in the room, but also at the objectives, underlying assumptions and expected outcomes of coordination. This links to our first research

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sub-question on *who* is involved in coordination of education planning and response.

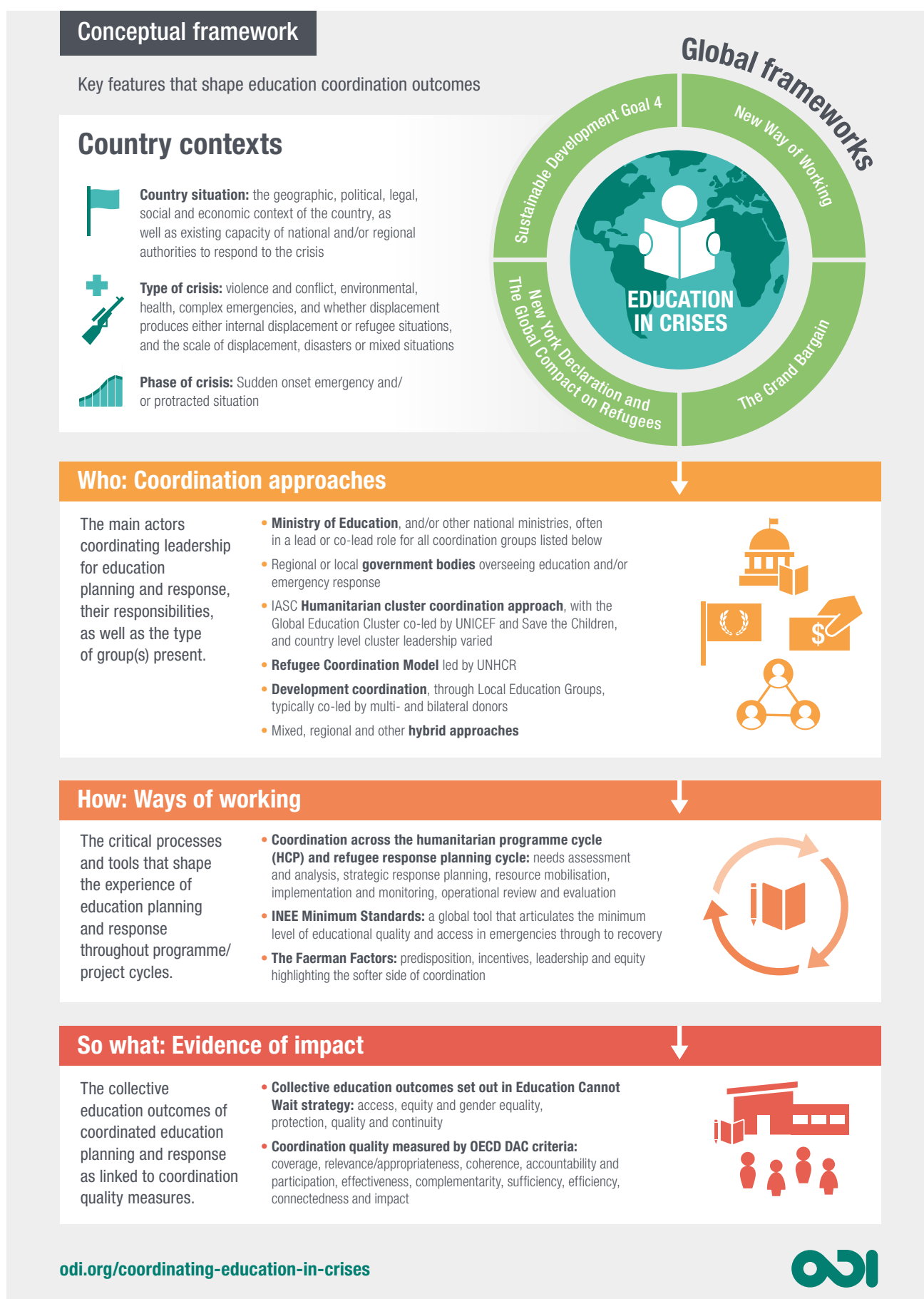
Fourth, *ways of working* involve the critical processes and tools that shape the experience of education planning and response throughout programme/project cycles. A further set of enabling and constraining factors is articulated through the Faerman Factors of predisposition, incentives, leadership and equity and influence how actors work together in education planning and response. This links to our second research sub-question on **how** coordination of education planning and response can be made more effective.

Fifth, *evidence of impact* or influence of coordination on collective education outcomes enables exploration of the ‘so what’ of

coordination. The OECD DAC criteria and ECW Collective Education Outcomes are jointly used to explore this. Taking measurement challenges into account, as well as broader theory and evidence of the impact of coordination, we begin to consider *so what*, linking coordination with education outcomes, as articulated in our third research sub-question.

While we do not delve further into the first two foundational aspects in this synthesis report, extensive background and discussion of them forms part of the *Global mapping report and analysis framework* (ODI, 2020). In the following sections we further expand on the evidence and findings in relation to the ‘who’, the ‘how’ and the ‘so what’ of coordinated education planning and response at the country level.

**Figure 2 Conceptual framework of features that shape education coordination outcomes**



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# 3 The ‘who’ of education coordination

Multiple actors with mandate, mission, structure, technical and geographic expertise are involved in supporting education in crisis contexts. Various formal coordination mechanisms are used to organise response and support collaboration; however, issues such as which group works where and how they overlap are often unclear. Our first research sub-question looked at:

**Who are the main stakeholders contributing to country-level education coordination in emergencies and protracted crises, and how can their roles be optimised?**

Exploring this question entailed identification both of main coordination mechanisms and actors used across contexts where forcibly displaced people are present. Case study research then delved into understanding coordination groups as they operate in different country contexts.

## 3.1 Main coordination approaches

Education coordination mechanisms aim to bring together national and international actors while upholding the central authority of governments to play the lead role in the provision of education. From the outset, coordination mechanisms need to contextualise education policies and programmes within a transition or long-term sustainable development framework through fostering collaborative partnerships between government officials, civil society, development and humanitarian actors within the education sector, and also across sectors, to address internally displaced, refugee and host needs (IRC, 2017; Meaux and Osofisan, 2016; Anderson and Brandt, 2018).

Names of coordination groups active in crisis contexts might include Education Cluster, Education in Emergencies (EiE) Working Group, Refugee Education Working Group, Local Education Groups (LEGs), Education Sector Working Group, Development Partners Group and others. Most groups are formally led by national ministries of education and have a range of international actors as co-leads.

In our *Global analysis framework* (ODI, 2020), these groups were categorised into four main coordination approaches that bring national and international actors together for education planning and response, highlighted below (and further detailed in Figure 3):

- humanitarian cluster coordination approach
- refugee coordination approach
- development coordination approach
- mixed, regional and other hybrid approaches.

## 3.2 Actors in country-level coordination

Three main types of actors tend to be involved in coordinated education planning and response in crises, whether as a lead or participant. While this study did not do a detailed mapping of who is involved where, case studies help to illustrate the types of actors involved. Moreover, current trends in financing, including the role of multilateral funds, are set out in Box 2.

Within their territory, *national governments* are responsible for fulfilling the right to education, and under the 1951 Refugee Convention this responsibility extends to refugees. However, the specifics of their mandate,

**Figure 3 Main education coordination approaches in emergencies and protracted crises**

Approach	Humanitarian Cluster: Education Clusters	Refugee: Refugee Education Working Groups	Development: Local Education Groups	Mixed, regional, hybrid: Multiple groups
Leads	Global: UNICEF, Save the Children  Country: MoE as chair, UNICEF and/or Save the Children or other NGO co-leads	Global: UNHCR  Country: National refugee agency or MoE lead, UNHCR co-lead/ support	Global: UNESCO on SDG 4  Country: MoE as lead, often with rotating donor co-lead	Global level: none explicitly  Country level: varies widely
Target	Internally displaced people, local crisis- affected populations in emergency contexts	Refugees in all contexts	Typically stable development contexts	Designed to meet context
Key Features	<ul style="list-style-type: none"> <li>• <b>Formal mandate</b> and expertise of the humanitarian system.</li> <li>• <b>Capacity for First Response</b> through Rapid Response Team.</li> <li>• <b>Standardised tools</b> that present a common framework for coordinated planning and response.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Mandate across the nexus</b> through to durable solutions.</li> <li>• <b>Technical expertise</b> on refugee law, rights, services and protection.</li> <li>• <b>Inclusive structures</b> for coordination, including with affected populations.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>High-level access</b> to and relationship with government, funding officials and decision-makers.</li> <li>• Interventions that <b>span humanitarian–development</b> nexus.</li> <li>• Increasing amount of global guidance or capacity building for <b>fragile states</b>.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Advance agreements</b> for who decides mechanism(s), e.g. UNHCR/OCHA joint letter or government reflecting on approach to coordination.</li> <li>• Set up and <b>adapted for needs</b> of context.</li> <li>• Different coordination groups can co-exist.</li> </ul>

Source: Authors' elaboration.

capacity and willingness to take on the leadership differs from country to country. In *Ethiopia*, coordination of education for internally displaced persons (IDPs) and local communities affected by crises is led by the Ministry of Education (MoE), while education provision for refugees is coordinated by the Ethiopian Agency for Refugee and Returnee Affairs (ARRA). In *Iraq*, two different education ministries, the Federal MoE and the Kurdistan Regional Government (KRG) MoE, separately chair Education Clusters in their respective territories.

Certain *UN specialised agencies*, particularly UNICEF and UNHCR given their global mandates, play a significant role in coordination. In *Chad*, as elsewhere, UNICEF co-leads the Education Cluster with the MoE, and UNHCR leads a Refugee Education Working Group

(REWG). In government-controlled territory in *Syria*, an education sector working group is led by UNICEF and the MoE Directorate of Planning and International Cooperation. In Bangladesh, the humanitarian response is coordinated by the Inter Sector Coordination Group (ISCG) in Cox's Bazaar, and at the capital level (Dhaka) by the Strategic Executive Group where UNHCR is a co-chair with the Resident Coordinator and the International Organization for Migration (IOM). The Education Sector in Cox's Bazaar is co-led by UNICEF and Save the Children.

In addition to the role of international agencies, both *international and national non-governmental organisations* (INGOs and NNGOs) play a key role in coordinating education planning and response. In *DRC*,



## Box 2 Funders and financing mechanisms for education in crises

Education in emergencies and protracted crises has long been underfunded, with low shares of both government and donor expenditure. While in recent years there has been an upward trend, with allocations doubling between 2015 and 2018 from \$284 million to \$565 million, at 2.6% of humanitarian funding this still falls far short of the 4% target set globally (Dupuy et al., 2019).

There is quite a lot of variation of donors in contributing humanitarian aid to education, which can include governments as the largest type of donor, along with intergovernmental organisations such as the European Union, UNICEF, UNHCR and the United Nations World Food Programme, as well as NGOs. Among government donors, there is a shift beginning towards joint financing through humanitarian and development budgets – but also through peacebuilding cooperation (Aviles, 2017). For instance, Australia, Canada, Norway, Switzerland and the United Kingdom have made strides in this direction and the European Union has developed Joint Humanitarian and Development Frameworks as a basis for planning and programming (UNESCO, 2018).

The Global Partnership for Education (GPE) – a global education fund and a multi-stakeholder partnership – can play a role in supporting countries with their planning and financing of education, including countries affected by fragility and conflict, which make up 48% of all GPE developing country partners (GPE, 2018). Since 2013, the GPE has made its support to countries affected by fragility and conflict more flexible, allowing countries to develop interim education sector plans and receive up to 20% of their indicative GPE allocation no more than eight weeks following a crisis (UNESCO, 2018).

A major step forward in financing for education in crises was made in 2016 with the establishment of the ECW Fund – the first and only global fund specifically for education in emergencies and protracted crises. A combination of their First Emergency Response and Multi-Year Resilience investment windows allows the fund to support education from the onset of crisis through recovery phases (ECW, 2018a). Over its short lifespan, the ECW has already helped to increase total financial contributions to education in crises, raising the total global allocation by approximately 0.3% (Dupuy et al., 2019). Between its inception and September 2019, the Fund mobilised \$560 million, reaching over 1.5 million children (ECW, 2019).

Funders can play a critical role in strengthening links across the nexus by working with national governments and existing coordination groups. The ECW has been able to facilitate joint programming to strengthen the humanitarian-development nexus. ECW's ongoing and explicit commitments to engage with Transitional Education Plans (TEPs) and Education Sector Plans and Analysis as well as with broader national development plans, also means stronger links with the coordination approaches outlined here. Four of the case study countries (Bangladesh, Chad, Ethiopia and Syria) have benefitted from ECW-facilitated Multi-year Resilience Programmes during the course of this research.

UNICEF co-leads the national cluster with Save the Children, and other non-governmental organisations (NGOs) co-lead the four provincial clusters. In *Syria* in areas not under government control, INGOs and community organisations play an instrumental role in coordination and provision of education services.

## 3.3 Features of main coordination approaches

Each of the main coordination approaches is shaped by mandates, guidance and ways of working. Here we describe the background and draw from case studies on how this works in practice.

### 3.3.1 Humanitarian cluster coordination approach

The humanitarian cluster approach was adopted in 2005 as part of a humanitarian reform process. It attempts to make clearer divisions of labour between organisations, delineate their roles and responsibilities, and improve accountability to affected people. The cluster approach is focused on IDPs and affected local populations but does not apply to refugee situations where UNHCR is mandated to work with host governments to coordinate the education response (UNHCR and OCHA, 2014). The Global Education Cluster (GEC) is co-led by UNICEF and Save the Children, and is the only cluster co-led by a non-UN organisation at global level.

Clusters are activated where needed when government coordination capacity is limited or constrained (IASC, 2015). While the GEC has designated co-leads of UNICEF and Save the Children, in-country leads will vary. In many contexts – as in *Chad* – the national government leads with support from co-lead agencies and other cluster partners. In other cases, as in *Iraq*, *Ethiopia*, the *DRC* and the *Whole of Syria* (WoS) coordination model, UNICEF and Save the Children formally co-lead at the national level, sometimes together with another NGO.

Some national Education Clusters create **advisory groups**. These groups are an avenue to further discuss strategic issues that cannot be discussed in the broader cluster meetings. In *Iraq*, the advisory group is referred to as the Strategic Advisory Group, and is a sub-group of the national cluster, which is led by the national cluster coordinators from UNICEF and Save the Children. In *Chad*, the national Education Cluster has a sub-group called the Comité d’Orientation Stratégique (Strategic Planning Committee, COS). It includes the Education Cluster Coordinator, the Ministry of National Education and Civic Promotion (MENPC), one INGO and one NNGO (elected every year), with UNHCR and OCHA acting as observers.

At the **sub-national level**, as part of the overall national coordination architecture, Education Clusters may be formed to enable locally based stakeholders to coordinate more closely and discuss community-based challenges and coordination mechanisms. Sub-national

education coordination in *Syria* takes place in Homs, Aleppo, Damascus, Qamishli and Tartous, chaired by the Directorate of Education and co-chaired by UNICEF. In *Iraq*, 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.

### 3.3.2 Refugee coordination approach

UNHCR has a global mandate for protecting and assisting refugees and asylum seekers regardless of the location of refugees in camps or urban settings, in emergency or non-emergency contexts, and in mixed movements involving IDPs, asylum seekers and refugees. UNHCR’s mandate focuses on refugee protection and assistance in relation to durable solutions, and therefore includes, but also goes beyond, coordination of emergency humanitarian assistance (UNHCR, 2016). Across all sectors, UNHCR stresses the government’s primary responsibility to protect refugees under the 1951 Refugee Convention.

The RCM is intended to coordinate a collective effort, a platform for all partners – including the government, other UN agencies, NNGOs and INGOs – to participate in and respond to refugee situations. The UNHCR Refugee Coordinator – often the UNHCR Representative or a Deputy or Assistant Representative – leads and coordinates a multi-sector response, overseeing a multi-sector operations team made up of UNHCR staff and partners who work to facilitate needs assessments, planning, monitoring, reporting and information management across all sectors (UNHCR, n.d.). A key feature of the RCM is the Refugee Response Plan (RRP), a comprehensive inter-agency plan for responding to refugee emergencies. RRP are initiated when the scale of a refugee crisis requires a formal coordinated inter-agency response plan. In response to the impact of the *Syrian crisis* at the regional level, the Regional Refugee and Resilience Plan (3RP), co-led by UNHCR and UNDP, offers a strategic, coordination, planning, advocacy and programming platform for humanitarian and development partners to respond to the crisis at the regional level and in host countries.

*Leadership* of refugee responses is, whenever possible, taken on by the host government, although in practice this depends on the

government capacities, policies and approaches in any given context (UNHCR, 2013). In *Chad*, refugee education coordination is led by UNHCR and a REWG has been created to facilitate coordination at the national and sub-national levels. Members include the Education Cluster Coordination Unit, UNICEF and UNESCO, (I)NGOs/programme delivery partners, the MENPC's designated focal points on refugee education (République du Tchad, 2018), its decentralised representatives, and the *Commission Nationale d'Accueil de Réinsertion des Réfugiés et des Rapatriés*. In this instance, donors such as the US State Department's Bureau for Population, Refugees and Migration and the Agence Française de Développement (AFD) attend the national meeting on an ad hoc basis.

The *Comprehensive Refugee Response Framework* (CRRF), launched as part of the *New York Declaration on Refugees and Migrants* with implementation piloted in a number of roll-out countries, seeks to ensure greater integration of humanitarian and development efforts, while safeguarding independent refugee and humanitarian action. Education is an important component of the CRRF and is recognised for its role in providing immediate protection as refugees arrive in a host country, as well as the longer-term contribution it can make to individual resilience, self-reliance and social cohesion. African governments from the Horn, Nile Valley and the Great Lakes are working towards operationalising the CRRF through the Djibouti Declaration and Plan of Action on Refugee Education (IGAD, 2017). In one of the CRRF roll-out countries, **Ethiopia**, work in relation to this was focused at the time of our research on establishing the CRRF administrative architecture at the federal level (RCG, 2018). A CRRF facilitation mechanism was established, in collaboration with UNHCR, which includes a National Steering Committee comprising line ministries, federal agencies, development actors, NGOs and donors, to drive the practical implementation of the New York Declaration commitments, as well as a National Coordination Office to provide support to the Steering Committee and various Technical Committees through advocacy, research, strengthening capacity and building partnerships, and monitoring and evaluation (UNHCR, 2018).

### 3.3.3 Development coordination approach

Globally, UNESCO coordinates the implementation of the SDG 4 agenda (based on the Framework for Action) in partnership with key stakeholders and guided by a Steering Committee made up of representatives of member states, co-convening agencies (UNESCO, UNICEF, the United Nations Development Programme, UNHCR, the United Nations Population Fund and UN Women, the World Bank and the International Labour Organization), GPE, NGOs, teacher organisations, OECD and regional organisations (UNESCO, 2015). A combination of these actors might provide strategic support to countries as they review education sector and national development plans to ensure alignment with SDG 4.

At country level, a *LEG* often coordinates development coordination (and is typically present in countries receiving GPE funding). This can be known by alternative names, such as an Education Sector Development Committee, Joint Education Sector Working Group, Education Technical Working Group or Education Sector Plan Consortium. In most countries, the Minister of Education is the chair of the LEG and determines governance and leadership arrangements (Ruddle et al., 2018). A LEG can act as a space for dialogue around education sector plans and as a bridge between international actors and local communities (GEC, 2018; GPE, 2016; Nicolai et al., 2016).

However, in crisis-affected contexts, the LEG as a model of national ownership and government leadership is not always effective. As observed in **Syria**, the ability of a joint education sector working group to effectively coordinate education planning and response has been constrained by the challenges of humanitarian coordination in an active conflict, including multiple territorial claims requiring coordination with different education authorities across conflict lines.

In some crisis-affected countries there is no LEG or equivalent. For instance, *Iraq* does not have an LEG to facilitate development coordination. This happens bilaterally between on the one hand the international agencies and the Federal Government of Iraq, and on the other the KRG.

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Related to the LEGs are the *Technical and Financial Partners Groups* (TFPs). These include major in-country bilateral and multilateral donors, UN Agencies (such as UNESCO, UNHCR, UNICEF) and, to some extent, INGOs. The relationship between a LEG and a TFP needs to be carefully thought through, as the latter excludes government and there are some risks of duplication. In **Chad**, a TFP was established in 2012, following the adoption of the then Education Sector Plan. The TFP is led by the Swiss Agency for Development Cooperation – which is also managing the GPE grant in Chad. The partnership agreement between the government<sup>1</sup> and the TFP serves as a collaborative and consultative framework to strengthen aid effectiveness in the education sector (République du Tchad, 2012).

### 3.3.4 Mixed, regional and hybrid approaches

Many situations involve approaches that combine one or more of the above mechanisms, or even create something new, to meet the needs of a given context and overcome potential coordination challenges.

A **mixed situation** is one where a humanitarian coordinator has been appointed to lead an internal displacement or other emergency response and a UNHCR-led refugee operation has been activated at the same time (UNHCR and OCHA, 2014). This is the case in *DRC*, where a humanitarian coordinator leads an internal displacement/emergency response, while a UNHCR refugee response operation is leading the coordination in relation to refugees. Mixed approaches are adopted to overcome potential coordination challenges in situations where the refugees and IDP communities are co-located in one part of the country, such as in *Iraq*. The *Bangladesh* Rohingya response is regional in nature and also has a variation of refugee

coordination approaches set up alongside other countrywide coordination more typically focused on disaster response to flooding.

*Regional responses* may be necessary due to a major disaster, such as a tsunami or public health emergency, or involve the movement of groups of people to several countries in a region. The added complexity of multiple national coordination systems and the need to coordinate across borders will entail some level of adaptation. In *Syria*, the unique WoS model of inter-sectoral coordination emerged to provide flexible, responsive support to facilitate analysis, planning and reporting in order to ensure coherence and consistency of humanitarian response. The WoS education sector response is co-led by UNICEF and Save the Children in Amman, Jordan, and aims to facilitate the humanitarian education response across hubs in Gaziantep, Damascus and through a semi-formalised hub in north-east Syria. It works to bring coherence across multiple Education Clusters and working groups coordinating planning and response within different areas, each controlled by a different political group and with a different education authority.

Some conflicts give rise to *hybrid approaches* – approaches combining elements from other approaches explained above. Coordination in most countries will to some extent be hybrid as groups and mechanisms adapt to the context and over time.

Functions of these coordination groups can involve varied tasks like providing guidelines, capacity building, development of tools, knowledge management and advocacy. Key features in how each approach is set up are captured in Table 1 in chapter 4, drawn from both the *Global analysis framework* (ODI, 2020) and findings from case study research. This list is summative and indicative in nature, rather than comprehensive, given the limited number of case studies and ever-changing nature of coordination.

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1 The four ministries involved in education delivery along with the Ministry of Planning, Economy and International Cooperation and the Ministry of Finance and Budget.

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# 4 The ‘how’ of education coordination

How coordination approaches function in practice and the factors that enable it formed the next area of investigation. Our second research question was:

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

Research for this question was framed in two ways, as detailed in the *Global analysis framework* (ODI, 2020) and explored through case studies. We first looked at critical processes, guidelines and tools utilised within the coordination structures to enable coordinated planning and response, using elements set out as part of the Humanitarian Programme Cycle (HPC). We then explored underlying aspects that enable and constrain coordinated planning and response as framed by the Faerman Factors.

## 4.1 Critical processes, guidance and tools

The HPC is a planning process applied to crisis contexts. Though neither ‘universal’ nor the default planning model for all humanitarian situations, it is the most widely used framework. While certain situations may require different tools, such as an RRP, many of the components are similar. The HPC is designed to shift humanitarian response away from a focus on individual corporate priorities, mandates and fundraising concerns towards an approach that allows for joint ownership of evidence-based plans for collective response. A thorough look at guidance and tools used across this process at the time of writing is detailed in the *Global analysis framework* (ODI, 2020), with the GEC, UNHCR

and others developing and regularly updating a range of these.

The HPC consists of five elements, as discussed below and illustrated in Table 1, along with some of the guidance and tools used to deliver parts of this cycle.

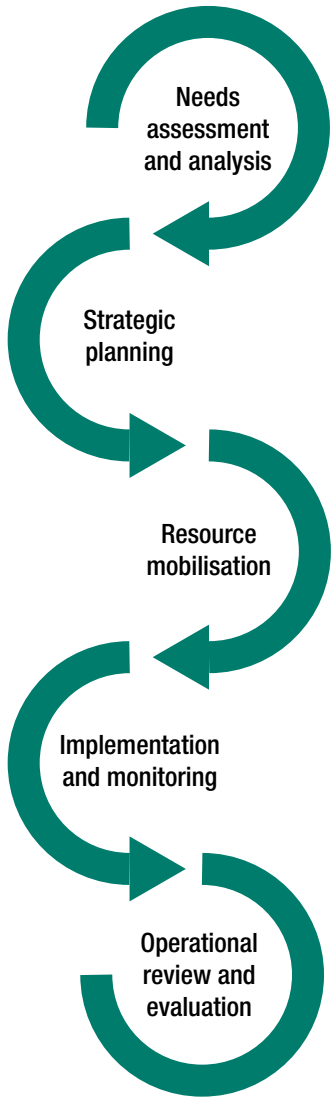
### 4.1.1 Needs assessment and analysis

Needs assessment – which can vary in form from *joint needs assessments*, *multi-sector needs assessments*, or *education sector needs assessments*, as well as *context analysis* – presents a first step for coordination in a crisis context, where data is gathered and widely shared between different stakeholders. For instance, in *Iraq*, the integration of Syrian refugees into the KRI education system hinges on UNHCR’s needs assessments – a data-gathering process that entails conducting 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.

However, given that *multiple assessment tools* developed by individual agencies, coordination structures and donors are sometimes used simultaneously, there can be concerns for duplication and inefficiency and even assessment fatigue on the part of affected populations. Globally, there have been attempts to address this, such as the Joint Education Needs Assessment guidance developed by the GEC. The *DRC* case study showed that conducting joint needs assessments so that education needs can be identified at the same time as other needs meant that assessments were planned and sequenced in a way that communities were not visited too frequently with requests for the same or similar information.



**Table 1 Critical processes, guidance and tools used in education coordination in crises**

Steps	Description	Country example
	<b>Data gathered/shared between stakeholders.</b> Can vary from joint needs assessments, multi-sector needs assessments or education sector needs assessments, as well as context analysis.	<b>DRC:</b> joint needs assessments to simultaneously identify education and other needs, or to plan and sequence, e.g. reduce similar surveys have limited responder fatigue.
	<b>Alignment.</b> Education Cluster Strategies, UNHCR's RRP, CRRF, TEPs, ECW-facilitated MYRPs, all aligned to National Education Sector Plans.	<b>Iraq:</b> Cluster Strategy aligned with both the Iraqi HRP and 3RP, which target IDPs, returnees, host communities and refugees as well as the federal and KRI-specific education strategies.
	<b>Increasingly significant funding is jointly provided in EiE,</b> e.g. ECW's resources and scope of work from its First Response and Multi-Year Resilience window.	<b>Syria:</b> Under ECW investment, the Education Dialogue Forum, co-led by WoS-level Education Coordinators and the Syria Education Development Partners Group, also reached out to other donors and facilitated financing.
	<b>Normally organisational, can be combined to identify weakness and improve accountability,</b> e.g. <i>PMR</i> is an internal management tool for data and analysis and can be used to examine progress in strategic and Education Cluster objectives.	<b>Chad:</b> protection and accountability checklist used to consult with communities during project design – includes 'do no harm' checks on WASH infrastructures such as separate facilities for girls and boys, the dissemination of a code of conduct and its signature by teachers, PTAs, NGOs.

#### 4.1.2 Strategic planning

Education is an increasingly standard element in humanitarian response plans (HRPs): 89% of appeals included an education component in 2017 (ECW, 2018). In-depth processes for coordinated education planning and response focused on strategic planning can be found in the form of *Education Cluster Strategies*, as well as UNHCR's *Refugee Response Framework*, the *CRRF*, *Multi-Year Resilience Programmes* (MYRPs) and TEPs. These types of strategies are typically (and should be) aligned to *National Education Sector Plans*.

Developed under the HPC, the *Education Cluster Strategy* is one of these key strategic planning process that can help bring alignment between plans. In *Iraq*, cluster members collaborated to produce the Cluster Strategy, recognising that it 'cannot exist in a vacuum but must be aligned with other key sectors and policies, both global and national', as well as with the Iraqi HRP and 3RP documents, which target IDPs, returnees, host communities and refugees. The strategy is also aligned with the *Kurdistan Region of Iraq 2020 strategic document* (KRG, 2013) as well as the goals outlined in the Federal



MoE's **National Strategy for Education and Higher Education** (2011–2020), although a key weakness of these sectoral plans is the lack of a roadmap on education for IDPs and refugees (UNICEF, 2016).

Similarly, the *RRP process* within the refugee coordination approach, including both country and regional-level planning, is designed to bring stakeholders together to share analysis on the protection and solution needs and priorities of refugees, host communities and other persons of concern, and to articulate 'how and by whom' the needs will be addressed. Alongside this, the Global Compact on Refugees and the piloting of the *CRRF* seek to ensure greater integration of humanitarian and development actions, while safeguarding independent refugee and humanitarian actions. While the RRP provide a plan for immediate assistance, the CRRF is intended to have a longer-term outlook and work towards sustainable solutions. In *Ethiopia*, aspirations towards integrating refugee education to the national education system have been set under the CRRF roll-out process. However, despite the plan being in place, a key challenge in realising this aim is the absence of a formal body responsible for coordination across the Ethiopian MoE, its Regional Education Bureaus (REBs) and ARRA, with coordination relying on ad hoc mechanisms and incentives created by international funding that requires and enables joint working.

A strong *National Education Sector Plan*, anchored in SDG 4, can be the point of convergence for all education actors across humanitarian and development contexts. This process is underpinned by the Education 2030 Framework for Action, which explicitly refers to the need for countries to develop education sector plans across the nexus. In *Chad*, the LEG as well as its subset, the TFP, both provided support to the Ministry of National Education and Civic Promotion and aided it in coordinating across the major actors involved in education in order to design the country's Interim Education Plan (PIET). Accordingly, in principle, the aim of all education actors, including those focused on emergencies, is to align their projects and interventions with PIET.

### 4.1.3 Resource mobilisation

Securing enough funding to meet the education needs of crisis-affected populations is a

long-standing challenge for the sector, with education in crisis contexts typically not seen as a priority for humanitarian aid and development donors often not able to provide support where there is instability. Despite the tripling of humanitarian financial assistance in recent years, the share of the total that goes to education has barely risen, standing at a mere 2.3% in 2018 (INEE, 2019). For *Syria*, only 33% of the education needs outlined in the Syria 2018 HRP were met at the time the case study was written (81.1 million of 240.3 million) (FTS, 2018). According to the Financial Tracking Service (2018), an additional 21% of these declared needs were provided bilaterally and are not directly aligned with the HRP. This pattern of under-resourcing is not unique to Syria, impacting there and elsewhere the ability to effectively coordinate responses.

Increasingly, there are moves to provide joint funding in education in crisis contexts. Globally, the ECW is such a mechanism, and although most funding for education in crises continues to flow bilaterally, this joint fund has growing resources and scope of work through both its First Response and its MYRP window. Comprising the bulk of ECW's assistance, the MYRP facilitates joint humanitarian and development programming and financing that is designed to strengthen linkages and collaboration across the nexus, linking with the HRP, the RRP and the CRRF, as well as Transitional and Education Sector Plans.

In *Chad*, the ECW offered a multi-year funding opportunity after a two-year initial investment grant worth \$10 million, and the MYRP was being designed under the leadership of the Chad Education Cluster and the MENPC. It is based on three pillars: the Education Cluster Strategy, the refugee education response plan, and the national education sector strategy, the PIET, discussed earlier. Funding from ECW will also act as a mechanism to attract additional funding for education in crises from other donors. Under the framework of the ECW investment for *Syria*, the EDF, co-led by WoS-level Education Coordinators and the Syria Education Development Partners Group, also reaches out to other donors and facilitates financing opportunities for the education sector inside Syria.

#### 4.1.4 Implementation and monitoring

While implementation is more typically organisational, participation tools and monitoring sometimes form part of coordination efforts to identify gaps in delivery and improve accountability. In *Chad*, a protection and accountability checklist is used to consult with communities during project design, and includes things like some key ‘do no harm’ checks on water, sanitation and hygiene (WASH) infrastructure such as separate facilities for girls and boys, the dissemination of a code of conduct and its signature by teachers, parent-teacher associations (PTAs), NGO staff, and key topics for creating awareness among children, parents and teachers on the importance of girls’ education, pre-schooling and psychosocial support, alongside the prevention of child enrolment in armed groups.

Globally, as part of Education Cluster processes, the Periodic Monitoring Report (PMR) is a management tool that provides in-depth data and analysis and can be produced regularly to examine whether sufficient progress is being made in reaching strategic as well as cluster objectives. It is designed to aid in determining why an objective has been met and provide evidence for taking decisions about the direction of the response. A complementary product to the PMR tool is the *humanitarian dashboard*, which provides a graphical overview of needs and gaps (OCHA, 2019). In *Syria*, the WoS coordination mechanism brings humanitarian actors working across conflict lines and in cross-border operations together through a WoS Education Monitoring Framework that involves monthly sector analyses of data from each hub that feeds into operational coordination, analysis and information products.

#### 4.1.5 Operational peer review and evaluation

The importance of review and reflection is vital as a final step in the HPC, as with the RRP and other similar approaches. This offers the opportunity to learn in order to adapt and adjust for the future. Assessments of performance and progress against targets set out in the response plan are vital across all sectors.

## 4.2 Factors that enable or constrain coordination

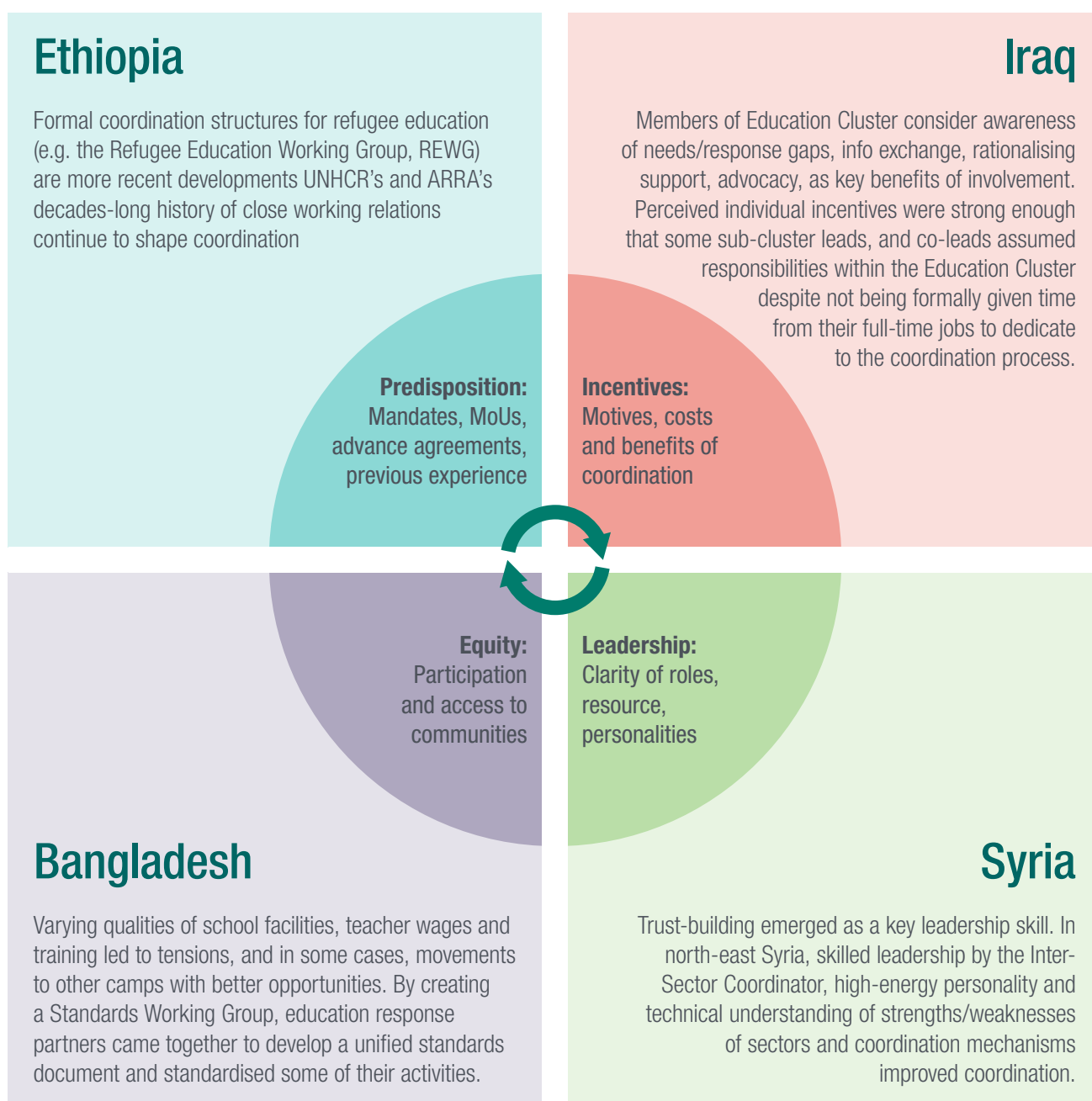
It is not only the processes of humanitarian planning and response that affect the work of coordination mechanisms, but also ways of working. As part of our research and to look more deeply at some of those often hidden aspects of coordination, we use the Faerman Factors to structure our analysis. A closer look at these factors of predisposition, incentives, leadership, and equity can help to clarify elements that may enable or constrain coordination as described below and illustrated in Figure 4.

### 4.2.1 Predisposition

The factor of predisposition refers to initial tendencies and dispositions that entities have towards potential partners and can be both institutional and personal. Across case studies, elements relating to predisposition emerged as follows:

- **Mandates:** The different mandates that organisations bring to coordinated work across the nexus can bring both clarity and, at times, confusion. While it is neither feasible nor desirable to try to alter global mandates, coordinated planning and response is sometimes driven by global mandates that may not fit context-based challenges. Efforts should be made so that coordination is adaptive to the context in terms of governance structure, which may impact modes of operation. In **Bangladesh**, the fact that Rohingya are defined as undocumented Myanmar nationals led to the request that IOM be the lead international partner in line with their international mandate on migration rather than UNHCR, which holds the mandate to coordinate refugee responses. Over time, what emerged was the current inter-agency coordination arrangement where IOM and UNHCR co-lead the inter-sector platform and where, at Dhaka level, the Strategic Executive Group is co-chaired by UNHCR, IOM and the Resident Coordinator. While UNHCR’s role has expanded overall since the beginning of the response, GEC lead agencies, UNICEF and Save the Children, are leading the education

**Figure 4 Faerman Factors that enable coordination**



response. It took quite some time, but this working adaptation of mandates ensures coordination is well covered.

- **MoUs and advance agreements:** Memorandums of Understanding (MoUs) and other predefined written agreements can be a way of delineating differences in mandates, exploring complementarities, detailing accountabilities and lessening the challenge of duplication. These agreements can then predispose actors to work together, though the extent to which global agreements

are then translated into action at country level may be dependent on broader issues relating to incentives and leadership. Globally, UNHCR and UNICEF have an MoU that highlights shared mandates to support national governments to ensure the well-being of children, which includes a Letter of Understanding template that can be adapted to country or regional contexts. In **Iraq**, where there are issues of girls being taken out of school and forced into early marriage, an agreement made between

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OCHA and the Inter-Cluster Coordination Group to include a Gender-Based Violence focal point in each cluster has influenced coordination efforts, including the Education Cluster, to be more gender sensitive

- *Previous experience:* Learning from acquired experiences on the ground is crucial to improving the effectiveness and the level of responsiveness to crises as well as the adaptability to changing challenges in crisis situations. Given the relatively small cadre of EiE experts and the high turnover in crisis contexts, this factor is particularly important. In **Ethiopia**, while formal coordination structures for refugee education (e.g. the REWG) are relatively recent developments, UNHCR and ARRA have long experience on the ground and accordingly have built a history of engagement and close working relationships across all levels. These long-standing relations continue to play a key role in the coordination structures in Ethiopia.

#### 4.2.2 Incentives

Incentives refer to motives that structure collaborative relationships over time and the costs and benefits of coordination. Emerging issues relating to how incentives enable and constrain coordinated education planning and response include:

- *The ‘perceived’ value of coordination:* Coordinated planning and response processes that ensure that the partners engaged get tangible benefits and that demands are balanced has been highlighted across case studies as an important enabling factor to coordination. In the **DRC**, by collecting refugee education data, UNHCR provides a valuable service to education partners and government actors, including provincial education offices in the country that can see added value from the sharing of this data. In **Iraq**, members of the Education Cluster saw a significant value to involvement through awareness of needs and gaps, information exchange, rationalising support and advocacy. Perceived individual incentives and motivations were so strong that some sub-cluster leads and co-leads continued to assume leadership and additional responsibilities within the Education Cluster

despite not being formally given time from their full-time jobs to dedicate to the coordination process.

- *Funding as a double-edged sword:* Funding and the lack of it can enable or constrain coordinated education planning and response. Across all case studies, funding was seen as an enabling factor when designed in a way that explicitly incentivised coordination and lessened competition between education actors. For instance, in **Syria**, ECW along with pooled funding channelled through the WoS coordination mechanisms were identified as an effective incentive; as more national actors got involved in coordination, they experienced its benefits and got more deeply involved. In **Chad**, which had already benefited from an initial investment from ECW, there was a request for the national Education cluster and the MENPC to take the lead in developing the MYRP. The requirements and guidance from ECW on programme design supported an inclusive approach, bridging the gap between the Cluster system and the LEG, and ownership over the programme with the leadership and involvement of the MENPC. The programme has now evolved into a country programme for education in crises, with ECW playing a key role in bringing in additional finance from other donors. In the **DRC**, the ECW investment pushed education actors that were not used to working together to jointly plan and design the First Emergency Response programme. It also encouraged increased engagement with the TFPs and with the four ministries responsible for education.

The relationship between coordination mechanisms and funding is complicated, however, and issues of competition, transparency and accountability have been raised as at times constraining and undermining education outcomes.

#### 4.2.3 Leadership

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. Leadership emerged strongly as an enabling and/

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or constraining factor for coordination in the case studies, with some of the main aspects being:

- *Clarity of leadership roles:* In crisis contexts, links between predisposition and leadership are pronounced, especially in relation to defining who has leadership and what this role entails, including for governmental actors. In cases where there is a government with strong capacities and willingness, their leadership accompanied by a clear structure within the coordination mechanism appears to have contributed significantly to effective coordinated planning and response. In **Chad**, limited coordination between the four ministries involved in education poses challenges in terms of clarity on leadership responsibilities. The leadership of the MENPC in the LEG is key and is continuously improving, but the absence of the other ministries is seen by some as a major weakness, with the other three relevant ministries not permanent members of the LEG but involved on an ad hoc basis as needed.
- *Resourcing leadership:* Enabling leadership with the relevant skills, expertise and experience to maintain a neutral role as well as undertake complicated negotiations and advocacy tasks involves dedicated time and money. Equally important is experience, as experienced leaders can draw on past arrangements as they repeat, bend or challenge what did and did not work previously (Whittington, 2015). In the **DRC**, at the provincial and sub-provincial levels, almost all coordinators (leading and co-leading) are ‘double hatting’. Some are even triple hatting – juggling development programming and emergency programming, as well as coordination. Multiple responsibilities that fall on coordinators have created leadership fatigue and have given rise to concerns about their ability to play a neutral role in the Cluster. In **Syria**, double hatting in the WoS coordination mechanism, while not the norm, has led to perceptions of conflicts of interest, for instance, when WoS coordinators also held roles as coordinators or co-coordinators of a hub. Another common issue highlighted was the issue of high staff turnover at the sector coordinator

level, for example in *Bangladesh* where research indicated there have been as many as six sector coordinators in a 1.5-year period. During handover periods, it takes time for new coordinators to familiarise themselves with the context and to establish themselves as respected facilitators, which can create inefficiencies and slow overall progress.

- *Personality:* Alongside the structural issues of which organisation has the leadership role and how it is resourced, personalities and personal agency of those in leadership positions can be a critical enabler or constrainer of effective coordinated planning and response. Positive traits in this process include, among others, persuasiveness, independence, transparency and diplomacy. In **Iraq**, in relation to national and sub-cluster levels, coordination was described as partially personality led. The interest of coordinators in taking on this role was seen as key alongside the importance of their communication skills in effectively shaping its direction. Trust-building, as a skill, was highlighted as playing a significant role in ensuring humanitarian actors could carry out their work. In north-east **Syria**, the skilled leadership, high-energy personality and technical understanding of the strengths and weaknesses of the different sectors and coordination mechanisms enabled the Inter-Sector Coordinator to ultimately contribute to a predisposition for collaboration and coordination across sectors.

#### 4.2.4 Equity

The issue of equity reminds us to consider historical and current inequities among groups and how they may impact upon participation and access to resources and opportunities within coordination processes. The following related aspects emerged through our research:

- *Managing difference:* Identifying and constructively managing differences between actors and leveraging comparative advantage and resources is core to effective coordination and is likely to reduce conflict within or between coordination mechanisms. In **Syria**, where the fragmentation of education authority across conflict lines has

been a constraint to effective coordination, the establishment of an EDF provided a platform bridging gaps in mandates and constructively managing differences among and between humanitarian and development actors. In *Bangladesh*, standardisation has been cited as a key means of managing difference. Variations in teachers' wages and in the quality of teacher training and school facilities led to tensions and, in some instances, when refugees learnt of better opportunities elsewhere, movement to other camps or attendance at multiple learning centres. By establishing a Standards Working Group for education, the sector managed to bring education response partners together and agree on a unified standards document that helped to mitigate some of these challenges.

- *Capacity of coordination partners:* Ensuring that coordination body members have the technical capacity – the relevant skills and expertise – on equitable and inclusive provision of education across a range of levels of education is an important enabling factor. Our research indicated that the lack of capacity of local NGOs and civil society to participate and respond within coordination mechanisms is a constraint on equity in coordination. Another constraining factor is the lack of knowledge and skills among education actors to understand and utilise mandates, functions, tools and processes across coordination mechanisms. During *Ethiopia's* recent crises there appear to have been too few NGOs with the necessary skills and capacity to contribute

substantively to the response, with many already overstretched by other demands and commitments. These problems were seen as acute and it was unlikely that improvements in coordination or short-term surges in funding would be able to improve the response substantially. Capacity challenges are also reflected in the regional Education Clusters in the country, which perform quite unevenly and have limited capacity in terms of gathering data.

- *Levels of coordination:* The importance of fully engaging stakeholders on all levels (national, sub-national and local, alongside global) has been particularly stressed within case studies. While the role and commitment of national government was highlighted as a critical enabling factor, this was often raised alongside inequities in terms of experience, capacity and resourcing of international actors. Moreover, enabling factors such as language – ensuring that a coordination body translates relevant documents into the national and, where necessary, local languages for government and civil society participation and ownership – were also raised. In *DRC* and *Ethiopia*, sub-national coordination structures were highlighted as a useful way to engage with government actors and ensure that planning is not too far removed from the local response. In north-east *Syria*, the wide variety and flexibility of formal and informal communication tools available for different coordination group members operating at different levels was highlighted as addressing some of these language issues.



# 5 The ‘so what’ of education coordination

Coordinated planning and response is not an end in itself but should be approached as a means to an end – in this case to achieve better education and other collective outcomes. The third question explored in our research focused on this outcome level and was therefore set out as follows:

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

Researching this question involved developing a framework that links evidence of ‘good’ coordination to a likely influence on: improving the quality of a response; and improving the quality of educational outcomes for affected populations in crisis situations. Evidence illustrating links was then gathered through case study research. While anecdotal in nature, findings clearly suggest that coordination can contribute to more effective and efficient response and in turn to improving education outcomes. However, while coordination is often seen as essential – or at least a ‘good thing’ – in ever-changing and chaotic crisis environments, it is also clear that inadequate or misguided coordination can produce negative unintended consequences. A better understanding the ‘so what’ of coordination in terms of its results could be useful in many ways, for instance in the allocation of human resources and investment decisions.

## 5.1 Linking coordination and education outcomes

In our *Global analysis framework* (ODI, 2020), a number of links between the OECD DAC Criteria for Evaluating Development Assistance

and the ECW Collective Education Outcomes, were set out with these links and then further explored in country case study research. The OECD DAC criteria are widely used to assess the performance of development programmes and projects and have further been applied to humanitarian efforts by the SOHS reports (ALNAP, 2018). The ECW Collective Education Outcomes represent a synthesis of common areas of hoped-for impact of education efforts in crisis contexts as identified in the ECW 2018 Strategic Plan (ECW, 2018a). See Box 3 for an overview and Annex 1 for definitions of the aspects included in these frameworks.

### Box 3 Coordination criteria and collective education outcomes

#### OECD DAC Criteria

- Coverage
- Relevance/appropriateness
- Sufficiency
- Efficiency
- Effectiveness
- Connectedness
- Coherence
- Complementarity
- Accountability and participation
- Impact

#### ECW Collective Education Outcomes

- Access
- Continuity
- Protection
- Quality
- Equity and gender equality

Source: ALNAP (2018) and ECW (2018).

Illustrating connections between the OECD DAC criteria and the ECW Collective Education Outcomes helps bridge the gap between how improvements in humanitarian responses can contribute to improving education outcomes. Most of the anecdotal evidence found in the case studies suggests how broad improvements to the humanitarian response can contribute to subsequent long-term benefits to the education response, while a smaller body of evidence provides examples of direct impact on education.

## 5.2 Examples and evidence of contribution

The pathways through which coordination can lead to improved education and other collective outcomes are illustrated here using examples from the country case studies.

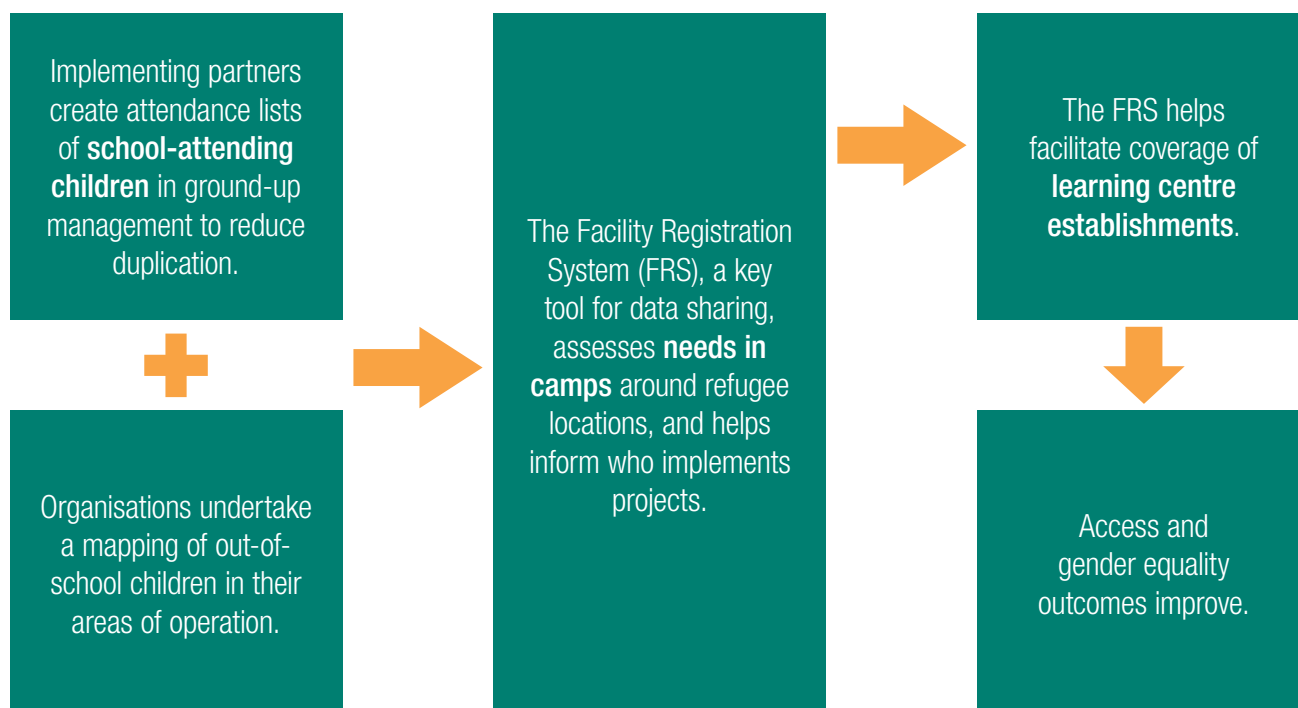
### 5.2.1 Coverage

Coordination to ensure adequate coverage of education services can for instance be enhanced through mapping: of learning centres, needs, or children in and out of school. In Cox's Bazar, *Bangladesh*, coordination around mapping appears to have helped improve the quality of

the education response, its efficiency, as well as outcomes for children, as illustrated in Figure 5. It has reduced duplication and improved targeting of establishing learning centres, thus leading to improved access to learning. The success of this mapping has been attributed to the strong leadership of site management in coordinating various implementing actors. The knowledge of attendance at learning centres plus information on out-of-school children has helped reach out-of-school girls and boys, improving **gender equality** in access to learning.

Other means of effective coverage can occur through ensuring a relevant and geographical spread of education sub-clusters. In *Iraq*, the posting of one Cluster Coordinator from UNICEF in Baghdad, the federal capital, and a second from Save the Children in Erbil, the capital of KRI, clarified allocation of shared responsibility. This, along with the number and geographical spread of education sub-clusters in all seven major areas of displacement in federal Iraq and in the KRI, has enabled better coverage of the response, allowing more children in need to access learning. In *Syria*, bringing together education responses across conflict lines through a coordinated WoS approach enabled

**Figure 5 Contributions of coordinated mapping for refugee education in Bangladesh**



not only improved coverage, but helped to decrease tension and led to greater *continuity* of education.

### 5.2.2 Relevance and appropriateness

Coordination has led to useful attempts at prioritisation in crisis environments, where resources are typically constrained. In *Chad*, when the Education Cluster terms of reference were being revised in 2018, working groups were formed based on ‘pressing issues’. Three thematic groups were set up around:

- access issues, identifying factors that positively influence as well as measure education demand and supply, focused on improving **access** outcomes
- quality of education, analysing the education system overall in terms of crisis-related aspects and indicators aiming to improve **quality** outcomes
- governance of the education system, including role of PTAs in school management, monitoring of teacher attendance, and links between national and regional education management, to improve **quality** and enhance **continuity** of service provision.

In these groups, areas affected by conflict were targeted as ‘most in need’. The thematic groups conducted a review of secondary data in the education sector, which is now the basis on which an ECW-facilitated MYRP has been developed.

Coordination by education implementation partners has also helped address critical needs in other sectors beyond education. In one instance in *Bangladesh*, NGOs in a camp were able to communicate quickly through schools about an outbreak of chickenpox and other health issues. Perceived to be agile enough to deliver health provisions in schools, an NGO managed to lead during the chicken pox outbreak, provide training materials, training workers and deploying over 200 workers to visit all temporary learning centres and women spaces in the camp within 24 hours. In contrast, it took the health sector several days to pass the information on to the intended recipients. Coordination in this example was conducive to improved *continuity, access and protection* outcomes.

### 5.2.3 Sufficiency

Coordination efforts can prompt further funding to drive sufficiency and have potential to create a virtuous cycle of change. For example, coherent mapping by the provincial cluster in South Kivu, *DRC*, identified out-of-school children and used the resulting data to lobby for additional financing for catch-up programmes. This effort was successful, with \$1 million allocated from the pooled fund to create non-formal learning programmes – providing education to more than 30,000 children who did not have **access** to the regular schooling system. Similarly, efforts over 2016 and 2017 to integrate refugee enrolment data in *Ethiopia* into the national Education Management Information System had a positive impact by improving information on refugee students and allowing national schools with these students to be funded accordingly. The integration of these refugee students contributes to *continuity* of education.

Coordinated monitoring activities can also help expand access to learning over time by helping ensure that resources available are sufficient for needs on the ground. In *DRC*, joint reviews presented teams with a more holistic response in education provision. They created efficiencies as the teams combining their missions had a more comprehensive rather than a sector-specific picture of challenges and of how responses are being coordinated and delivered. Similarly, in *Chad*, monitoring used checklists as well as ‘informal’ observation of sectors to report back. In a context of scarce resources and multiple hatting, such initiatives helped ensure that available resources are effectively used to cover immediate needs around **access** and help ensure *quality* of learning.

### 5.2.4 Efficiency

Mapping and information sharing, in turn, can help identify needs and through coordination could drive a cross-sectoral, efficient and sequenced response. In *DRC*, joint needs assessments allowed education needs to be identified at the same time as other humanitarian needs, and so be planned and sequenced in a way that communities are not visited too frequently by different humanitarian teams asking for similar information. Joint assessments from

different sectors thus allowed for an efficient approach to coherent, connected planning across sectors that enables **continuity** and **protects** communities from the potential damage of the aid sector itself.

However, a caveat is necessary as, for example, trade-offs may emerge between ensuring efficiency and promoting accountability. In *Chad*, an organisation was asked to perform the same assessment twice (once by local level actors, once by national level ones). This was considered a significant loss of time and resources and, more importantly, tiring for affected communities. However, there was a sense in some countries that there are benefits of this duplication from an accountability standpoint. In *Syria*, it was noted that: ‘people go door to door, and often over some of the same areas, which helps us check what they learnt was accurate.’ In this case, the replication provided some benefit to ensuring data accuracy. These differences highlight the need to carefully assess the monetary and non-monetary costs and benefits guiding decision-making.

Generally, however, mapping, information sharing and other aspects of coordination have helped support more efficient use of resources, reduce duplication of activities and support collective fundraising (rather than relying on individual organisations’ efforts) across our case studies. Elimination of duplication through better coordination, which includes the use of the mapping, can contribute to efficiency, effectiveness and complementarity, indicative of multiplier effects for education and other collective outcomes through coordinated responses.

### 5.2.5 Effectiveness

Various modalities around prioritisation have also nurtured the effectiveness of organisations and actors on the ground. In *DRC*, the 3W tool and joint needs assessments were imperative in identifying and addressing the most important education needs for IDPs and communities affected by crises. Education Cluster members coordinated to improve the collection and sharing of data to determine ‘who’ does ‘what’ ‘where’, and used that data to mobilise partners for the worst-affected areas as quickly as possible.

Coordination has driven information sharing within the cluster across partners and government agencies, which has both improved the quality of the response and the integration of refugee students. A 2013 circular from the MoE in *Ethiopia* set out guidelines for REBs to provide support and technical collaboration to the Ethiopian ARRA in several areas, including accreditation. Findings suggested that this information strengthened REB effectiveness in running accreditation processes for children lacking formal evidence of their schooling – opening opportunities for *continuity* of education opportunities and *access* to refugee students to attend government schools, particularly at the secondary level.

### 5.2.6 Connectedness

The capacity for timely response requires effective interactions between actors on the ground. Some of this may develop personally rather than institutionally, and some might be systematic with others being ad hoc, both within and across agencies. In *Bangladesh*, respondents view personal interactions as a cultural preference and, as such, instead of sending an email, they may first call a partner or send them a text message. In *DRC*, connectedness within the Education Cluster was described as follows:

We were constantly in touch. There were field visits, communication during the development of project proposal for accessing funds, request for feedback, sharing of monthly reports and data for the situation reports.

The response also improved as a result of these connections. There was an instance in North Kivu of a strong organic collaboration between education and protection cluster leaders, including the protection cluster conducting workshops to train the Education Cluster on how to use tools more effectively. In this example, good quality response planning also allowed for connectedness in the design of a response. More generally, these personal phone-based and face-to-face relationships have helped ensure timely dissemination of information, which in turn has helped build trust and improve

the strength of relationships over time, resulting in improved **continuity** of education service delivery offered to the communities.

### 5.2.7 Coherence

Coordination also appears to have led to coherence, particularly between the education sector and other sectors. In **Iraq**, coordination through the Education Cluster, UN agencies and INGOs, has also 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 due to perceived affiliation of children and women with terrorist groups. As operational partners delivering education also intervene in protection, they can bring in a more coherent approach to the response, such as by monitoring protection risks faced by school children when carrying out their education activities and taking steps to mitigate those risks. This in turn helps nurture *protection* of children and learning outcomes.

In **Bangladesh**, another example of how coordination helped drive coherence was observed between the education and disaster risk management areas of work, where improved advocacy of the sector helped resist attempts to use learning centres as shelters, and in the process close schools. However, through consultation with ISCG, Refugee Relief and Repatriation Commissioner, Education Sector partners, Camp-in-Charge, it was agreed – as was the case in 2018 – that the learning centres could be used as emergency shelters for 72 hours in the case of a disaster. This decision reduced the negative impact on **continuity** of learning to only three days in the aftermath of disasters.

### 5.2.8 Complementarity

The presence of a strong organic collaboration between sectors can strengthen complementarity, which can be extended through capacity building. In North Kivu, **DRC**, the protection cluster conducted workshops to train the Education Cluster on how to use *protection* tools more effectively and identify ways to work together. In **Syria**, coordination groups have been used to talk about inclusion, sharing expertise and materials and building capacity on raising priority issues with donors:

They had a session on inclusion ... with people sharing their experience, sharing materials, on people with disabilities, that was disseminated to the partners. In terms of knowledge sharing, on a topic so complicated, I think there was some good sharing on expertise, and contributed to keeping the issue high on the agenda.

However, even where collaboration and capacity building exist, limited resources may lead to competition. In the **DRC**, for example, though the structure of the cluster system and coordination has been successful at attracting additional humanitarian funding for education, it is felt there has been negative equilibrium where smaller local NGOs in many cases lose out to larger INGOs and NNGOs. This was countered in a recent ECW bid for which the government and the national Education Cluster strongly encouraged consortia-building, promoted localisation and supported capacity-building efforts, creating incentives for collaboration and the inclusion of smaller actors. The explicit articulation of these objectives was key in promoting active efforts at complementarity conducive to beneficial collective education outcomes, particularly around *continuity* and *equity*.

### 5.2.9 Accountability and participation

Coordination needs to be done in a way that ensures that actors can be held to account by crisis-affected people and that crisis-affected people in turn can influence decisions. In **Iraq**, the HRP and the Education Cluster Strategy have explicit accountability mechanisms in place, aimed at helping foster *equity*, *protection* and *quality* outcomes. The Cluster Strategy, for example, highlights various measures of accountability to affected populations, including:

- involvement of affected communities, including girls and boys, in education assessments
- 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.

Participation through coordination has also been fostered in *Bangladesh*. An example is in the nexus of schooling and disaster risk management sectors, where communication trees from the teacher to the education coordinator were developed amid monsoons when camp focal points and partners were unable to contact the Learning Centre Management Committee and parents due to reduced mobile connectivity. This helped to ensure that crisis-affected people were able to influence decisions related to assistance. Calls were made to inform of roofs being blown off learning centres and communicate the need for immediate response, again enhancing the *continuity* of learning outcomes in a multi-hazard context.

### 5.2.10 Impact

The causal chain between coordination and any impact of improved learning outcomes is a very long one, with many intervening variables, and is therefore difficult to demonstrate conclusively. However, our research found that impact has been indicated through enhanced response quality, greater coherence and improved coverage of services, ensuring greater access to educational opportunities and positive longer-term outcomes.

For instance, coordination structures can address inequity and contribute to standardising approaches. For *Syria*, the Gazientep (North West Syria response) coordination hub's biweekly coordination meetings facilitated the unification of teacher pay. Teachers were 'getting paid \$100 and some in the same school funded by another NGO were getting paid \$300'. The lower-paid teachers were leaving or trying to move to other schools, creating high turnover. Coordination by education service providers allowed the discussion of a pay scale that could apply across the sector to avoid unequal pay and help retain teachers over the longer term, thus maintaining *continuity* of learning and with some indication of more consistent teaching staff strengthening the *quality* of learning.

In *Bangladesh*, repeated efforts were made to ensure equal gender representation at different

levels of coordination. At field level, this has helped contribute to improved access to schooling for girls and the presence of female teacher trainers in addition to female teachers. Even so, a word of caution is needed as successes must be balanced against any potential backlash that women may encounter in a context of patriarchal norms and practices. In January 2019, women and girls accessing education in Cox's Bazar faced threats from within their community, and a deadline was presented to female teachers to stop them exercising their profession. In this instance, coordination of the sector has been strong and timely, establishing a referral mechanism at camp level and convening the protection and education sectors to ensure that implementing partners would not change practices to stop hiring women and risk reinforcing adverse gender norms. In addition, the highest levels of coordination leadership – the Refugee Relief and Repatriation Commissioner and Camp-in-Charge – held meetings with religious leaders and the threat was unofficially lifted. Coordination efforts can thus clearly positively further impact both *equity and gender equality*, as well as *protection* outcomes.

## 5.3 Strengthening promising pathways

Our research evidence indicates the varied benefits of coordinated education planning and response to better education and other collective outcomes. While there are multiple pathways by which coordination has fostered beneficial education and other collective outcomes, evidence gathered through case studies points to:

- Stronger connection found between good coordination and outcomes of increased education access, improved continuity and better protection.
- Weaker connection found in the contribution of coordination to strengthened quality or greater equity or gender equality.

Illustrating some of these stronger links, in *Bangladesh* coordination has played an important role in enabling education access to learning centres for a significant portion of school-age Rohingya and, through mapping, has highlighted



where there are shortfalls in provision. The case of **north-west Syria** shows how coordination has contributed to education **continuity** through teacher retention due to unified pay and a consistent curriculum that eases transfers across contested areas. In *DRC*, education coordination efforts at national and sub-national levels show close alignment to protection needs and operate in a highly collaborative way with protection actors.

In contrast, the case of *Chad* points to challenges in coordination efforts impacting education *quality*, given the inadequate provision of school infrastructure or learning materials for trained teachers. Whereas in *Iraq*, multiple teaching shifts per day and chronic underinvestment in education continue to

compromise quality. In each of these cases coordination presents challenges for **equity**, with camp-based education perceived as being of higher quality than that of the national system. The **Ethiopia** case study further illustrates limitations where, despite increased coordination efforts, **gender inequalities** in education access for refugees have not narrowed in recent years, unlike those in the national education system.

The way that coordination is structured and approached clearly makes a difference to certain education and other collective outcomes, and could potentially make a bigger difference in others. Table 2 presents a selection of coordination activities that could lead to stronger education outcomes.

**Table 2 Links between coordination criteria and education outcomes, along with illustrative activities**

OECD DAC Criteria	Highlighted links to ECW Collective Education Outcomes	Illustrative coordination activities that can strengthen links
Coverage	Access Continuity Equity and gender equality	Joint mapping (collective and use of existing organisational mappings) Registry of services (i.e. facilities) Geographic spread of education sub-clusters
Relevance and appropriateness	Access Continuity Protection Quality	Thematic working groups Reviews of secondary data Contribution to multi-year plans Communication and action on critical needs
Sufficiency	Access Continuity Quality	Mapping of out-of-school children Integration of refugee data into EMIS Monitoring to inform holistic understanding of needs Data and information on needs used to secure additional funding
Efficiency	Continuity Protection	Joint multi-sectoral needs assessments Information sharing to sequence response Repeats of assessments for accountability
Effectiveness	Access Continuity	3W tool and joint needs assessments Mobilisation of actors in worst-affected areas Setting and sharing of guidelines
Connectedness	Access Continuity Protection	Individual and institutional networking and sharing of information Sharing needs assessments where access is limited Understanding of risks for students and aid workers Inform focus and geography of organisational responses
Coherence	Continuity Protection	Dissemination of humanitarian principles and safeguarding Operational actors working in both education and protection Advocacy efforts on use of schools and emergency shelters
Complementarity	Continuity Protection Equity and gender equality	Capacity building, for instance on protection and inclusion Calls for proposals incentivising collaboration and localisation
Accountability and participation	Continuity Protection Quality Equity and gender equality	Cluster strategies highlighting measures of accountability Communication trees within education during disasters Participation and influence in decisions related to assistance
Impact	Continuity Protection Quality Equity and gender equality	Standardise teacher pay and hiring practices Gender representation at different levels, i.e. in coordination and through teacher trainers Establish referral mechanisms for protection Negotiation with religious leaders

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# 6 Conclusion and recommendations

Our research, first through our *Global analysis framework* (ODI, 2020) and then through six country case studies in Bangladesh, Chad, DRC, Ethiopia, Iraq and Syria, has explored the primary 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?**

There is clearly no single answer to this question. Context is central in determining education coordination and what can work, and global frameworks – including the SDGs, the New Way of Working and Grand Bargain, and the Global Compact on Refugees – set the stage for and structure of coordination. Acknowledging these areas, our three research sub-questions set out a closer look at the ‘who’, the ‘how’ and the ‘so what’ of education, in order to delve more deeply into what coordinated education planning and response looks like and how it is approached on the ground.

Experience and evidence gathered through this research provides a strong indication that education coordination can have a multiplier effect, driving coherent planning, connectedness, and timeliness of response that, among other things, in turn leads to:

- better coverage so that fewer refugee and crisis-affected children are out of school
- greater continuity of education opportunities through reduction in gaps in provision
- cost efficiencies due to sharing of information and rationalisation of response.

Headline findings on each of the three research sub-questions are set out below. All findings draw on evidence found through case study research,

with some covered in more detail in this synthesis report than others. The resulting recommendations were further informed by a workshop involving the Global Partners, including the ECW, GEC, INEE and UNHCR.

**Q1: Who are the main stakeholders contributing to country-level education coordination in emergencies and protracted crises, and how can their roles be optimised?**

Exploration of the ‘who’ of education coordination approaches looked at coordination mechanisms across humanitarian cluster, refugee, development and mixed, regional and hybrid settings to identify key features of each. The main findings are that:

- While **national governments – typically in the form of the MoE – are responsible** in all circumstances, there is wide variation in their willingness and capacity to take on leadership of education coordination, and thus an **important role for international actors** to accompany and share coordination responsibilities.
- There are **overlapping mandates for coordination** which, on the one hand, can be confusing, particularly in mixed settings and across the humanitarian–development nexus, and on the other can allow for adaptation of structures according to context. While coordination mechanisms are often present at both national and sub-national levels, the **role and resourcing of decentralised mechanisms** is not enough, particularly in context of a growing focus on localisation.
- When **multiple coordination mechanisms** are in place – and particularly when there is limited communication between them – there

appear to be inefficiencies in terms of policy duplication, use of participants' time, and cost effectiveness.

Based on the findings outlined, and to leverage strengths and address the weaknesses of education coordination approaches in the crises identified above, it is recommended that EiE actors and other key coordination stakeholders take the following actions:

1. Focus on **both centralised capacities and localisation**, strengthening MoEs to better lead and support coordination in both name and practice, in both the short and longer term.
2. Further set out **principles and operational markers** to be used across education coordination approaches, developing protocols based on mandates, and organise these according to context to help guide actors on the ground.
3. Develop a process of **regular collective reviews of coordination** at country level, under MoE leadership, recognising that context is as important as mandate, and thus structure and the interaction of mechanisms should be flexible and adaptive.

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

Research on the 'how' of coordination, or ways of working, involved highlighting critical processes, guidance and tools utilised across the programming for coordinated education planning and response. It then analysed factors that enable or constrain coordination across a rubric of predispositions, incentives, leadership and equity. Some of the main findings are that:

- Many contexts have a **lack of coordination leadership capacity**, as a result of there being no coordination staff, of the staff not having the right profile, or there being little to no training on humanitarian programming.
- While many processes and tools are used in education coordination, **assessments, sector and strategic plans, and appeal processes** appear to be particularly important to undertake jointly, but are often replicated by different coordination approaches.

- The focus on and resourcing of **information management and data collection** appears **relatively weak** as part of education coordination in crisis contexts when the potential added value is considered.
- **Funding can be an enabling factor** when it is designed in a way that explicitly incentivises coordination and lessens competition between education actors.

These findings, and the more detailed analysis of both the processes and factors which influence education coordination at country level, point to the following recommendations for EiE actors and other key coordination stakeholders:

4. Build **education coordination capacity**, particularly that of the MoE itself, through a focus on people and using not only training, but also mentoring or coaching support.
5. **Streamline processes, guidance and tools** for education coordination by clarifying which essential elements need to be worked on through joint coordination processes and which are better carried forward by certain coordination mechanisms or individual organisations.
6. Use coordination mechanisms to jointly **ensure reliable data is being gathered** and widely shared, with a focus on official data collection, disaggregated and inclusive of both out-of-school children and refugees.
7. Work towards **more predictable funding** to support education coordination, taking advantage wherever possible of multi-year funding supporting work across the humanitarian–development nexus, such as the ECW-facilitated multi-year programme.

## **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?**

Finally, a closer look at the 'so what' of coordinated education planning and response has helped set out evidence of coordination's contribution to education and other collective outcomes. While anecdotal in nature, evidence shows that coordination can indeed contribute to improving education outcomes in a myriad of ways. Findings include:

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- The relationship between good coordination and collective education outcomes appears to have **stronger influence on access, continuity and protection**.
  - Good coordination seems to have **less success** in addressing the education outcomes of **education quality or equity and gender equality**.
  - Analysis of the criteria of good coordination their links to better outcomes, alongside illustrative activities, highlights the **opportunities for longer-term value for money** that can emerge from coordination.

Related recommendations for EiE actors and other key stakeholders to take forward are:

8. Use coordination approaches to **better focus attention on quality and equity** of education programmes, so that influence can be more holistic.
9. Enhance **cross-sectoral connectedness and coherence**, such as between education and protection or shelter, particularly towards addressing the education needs of vulnerable groups.
10. Leverage coordination as a clear contributor to collective education outcomes, further developing **more rigorous and widespread evidence** and thus building capacities of education authorities and others along with donor confidence.

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# Annex 1 Criteria and outcomes used in ‘so what’ analysis

## OECD DAC criteria

*Coverage:* The degree to which action by the international humanitarian system reaches all people in need.

*Relevance/appropriateness:* The degree to which the 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).

*Coherence:* The degree to which actors in the international humanitarian system act in compliance with humanitarian principles and 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.

*Accountability and participation:* The degree to which 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.

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

*Complementarity:* The degree to which the international humanitarian system recognises and supports the capacities of national and local actors, in particular governments and civil society organisations.

*Sufficiency:* The degree to which the resources available to the international humanitarian system are sufficient to cover humanitarian needs.

*Efficiency:* The degree to which humanitarian outputs are produced for the lowest possible amount of inputs.

*Connectedness:* The degree to which the international humanitarian system articulates with development, resilience, risk reduction and peacebuilding.

*Impact:* The degree to which humanitarian action produces (intentionally or unintentionally) positive longer-term outcomes for the people and societies receiving support.

Source: ALNAP (2018)

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## **ECW Collective Education Outcomes**

Outcome 1: Increased access to education for crisis-affected girls and boys.

Outcome 2: Strengthened equity and gender equality in education in crisis.

Outcome 3: Increased continuity and sustainability of education for crisis-affected girls and boys.

Outcome 4: Improved learning and skills outcomes for crisis-affected girls and boys.

Outcome 5: Safe and protective learning environment and education ensured for all crisis-affected girls and boys.





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