INITIATIVE FOR
STRENGTHENING
EDUCATION IN
EMERGENCIES
COORDINATION

Education in Emergencies coordination

Harnessing humanitarian and development architecture for Education 2030

A report on the Global Partners Project

August 2020

Acknowledgements

This report was prepared by Sonia Gomez, in close collaboration with the Global Partners team which includes: Maria Agnese Giordano, Anthony Nolan, Thorodd Ommundsen, Nancy Kanwal, Arpana Pandey, Elisa Radisone (GEC); Dean Brooks, Laura Davison, Charlotte Bergin (INEE); Benoit D'Ansembourg, Jennifer Roberts and Hollyn Romeyn (UNHCR).

We would also like to thank the following colleagues for expert input and review: Eddie Dutton and Graham Lang (ECW); Nilse Ryman, Morten Sigsgaard, Tariq Khan and Subrata Dhar (GPE); Mark Chapple (INEE); Leonora McEwan (IIEP-UNESCO); Maria Kiani, Annika Sandlund and Becky Telford (UNHCR); and Linda Jones (UNICEF).

Cover photo: © UNICEF/UNI303891/Dejongh

Published by:

UNHCR The UN Refugee Agency

Global Education Cluster

Inter-agency Network for Education in Emergencies

Generously supported by:

EDUCATION CANNOT WAIT
The global fund for education in emergencies

List of abbreviations

3RP	Regional Refugee & Resilience Plan
CLA	Cluster Lead Agency
COVID-19	Coronavirus Disease 2019
CERF	Central Emergency Response Fund
DRC	Democratic Republic of Congo
ECW	Education Cannot Wait
EDF	Syria Education Dialogue Forum
EiE	Education in Emergencies
EMIS	Educational Management Information System
ESP	Education Sector Plan
GEC	Global Education Cluster
GPE	Global Partnership for Education
GPP	Global Partners Project
IASC	Inter-agency Standing Committee
IDP	Internally Displaced Persons
IIEP-UNESCO	UNESCO International Institute for Educational Planning
IM	Information Management
INEE	Inter-agency Network for Education in Emergencies
ISEEC	Initiative to Strengthen Education in Emergencies Coordination
LEG	Local Education Group
MoE	Ministry of Education
MoU	Memorandum of Understanding
NGO	Non-Governmental Organisation
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODI	Overseas Development Institute
REWG	Refugee Education Working Group
SDG	Sustainable Development Goal
ToRs	Terms of Reference
UNESCO	The United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations Refugee Agency

Contents

Foreword 4

1
Introduction 6

2
How education in emergencies coordination works 9

3
Education in emergencies coordination demands for the decade ahead 12

4
Compartmentalised coordination systems – two main findings 14

5
Five ways to connect education coordination systems for better education outcomes 20

6
The way forward: an initiative to strengthen education in emergencies coordination 24

Annex 1
Action plan (2020–2023) 25

References 27

Foreword

Much work has been done in recent decades to reform the aid sector. Several landmark initiatives have pushed for aid to be more integrated, predictable, efficient, accountable and human-centred. These include: *Humanitarian Reform* and its cluster approach; *2030 Agenda for Sustainable Development* and its 17 Sustainable Development Goals; *Grand Bargain* and the *New Way of Working* initiatives from the *World Humanitarian Summit; Global Compact on Refugees*; and *United Nations Reform*, led by UN Secretary-General António Guterres.

Central to these efforts are the principles of collaboration and partnership, with the global aid community acknowledging that no single actor can meet the full scope of needs alone. This is truer than ever today, as the world faces multiplying armed conflicts; climate change-induced disasters and unprecedented forced displacement; longer-lasting humanitarian crises; record numbers of forcibly displaced people since the Second World War; and hard-won human development gains threatened by the unprecedented COVID-19 pandemic.

How can we aid stakeholders collaborate more effectively to meet these challenges? Part of the answer lies in how aid efforts are coordinated. This was stressed by UN Secretary-General Guterres at the launch of his efforts to reposition the UN Development System to deliver on the 2030 Agenda: *"We are held back by insufficient coordination and accountability on system-wide activities... far too much of what we do is rooted in the past rather than linked to the future we want."*

While 'coordination' may seem theoretical, in reality it has very concrete implications, as this report and the full body of work of the Global Partners' Project (GPP) demonstrates. Effective coordination is crucial for us aid stakeholders to: develop a shared understanding of needs; avoid duplicating efforts; identify and cover important gaps in education responses – especially to reach the most vulnerable and marginalised children; and, to provide coordinated, coherent, collaborative and sustainable responses.

A crucial finding from the project is evidence for the connection between 'good coordination' and better education outcomes – particularly in terms of education access, continuity and protection. Effective coordination is the backbone that makes holistic, human-centred education responses possible. To be more accountable to crisis-affected children, youth and communities, we must strengthen our response coordination mechanisms to achieve collective outcomes.

As crises evolve to become more complex and long-lasting, our coordination efforts must also evolve to anticipate and address education needs. As highlighted in the case studies that inform this report, education aid stakeholders in several complex humanitarian crises have successfully used coordination mechanisms to break sector silos and adapt to specific contexts. These include: learning from refugee responses to address internal displacement responses; linking education to other key sectors, such as child protection, gender and livelihoods; strengthening connections between local, national and regional education stakeholders through a whole-of-society approach; enhancing coherence and mutually reinforcing assistance between humanitarian and development aid, linked to both community level and national education systems.

© UNICEF/UNI275387/Al-Sabri

Despite these successes, much remains to be done to remove systemic barriers that disconnect the main global, national and local education coordination systems. This report recommends concrete steps to implement the necessary changes across the global education aid community to address these challenges. We have no other option than to collaborate more effectively if we are to achieve Sustainable Development Goal 4 (SDG 4) – inclusive and equitable quality education for all.

As the GPP comes to an end, it is inspiring that the Global Education Cluster (GEC), the United Nations Refugee Agency (UNHCR) and the Inter-agency Network for Education in Emergencies (INEE) will continue to work together to strengthen education in emergencies (EiE) coordination, formalising their continued collaboration through the Initiative to Strengthen Education in Emergencies Coordination (ISEEC). Real coordination starts with the acknowledgement that we are catalysts for collective efforts. The cause we serve is larger than ourselves or our institutions. The GPP has laid out the pathway and set the tone for this positive approach.

To successfully break down silos that hamper aid coordination, efficiency and accountability, change must first come from within our institutions' ways of working and our individual attitudes. As Gandhi said, *"Be the change that you wish to see in the world"*. His words are not just a noble ideal, they provide essential guidance for achieving genuine cooperation and coordination in our service for those left furthest behind.

Yasmine Sherif
Director
Education Cannot Wait

1 Introduction

This report presents learning and recommendations emerging from the Global Partners Project (GPP), an initiative to strengthen education in emergencies (EiE) coordination. The GPP brought the Global Education Cluster (GEC), the UN Refugee Agency (UNHCR), and the Inter-agency Network for Education in Emergencies (INEE) together, funded by Education Cannot Wait (ECW), to undertake a comprehensive review of coordination, planning, and response structures for EiE.

The project, running from 2018–2020, has served as a forum for systematic dialogue and collaboration at the global level between the Education Cluster (co-led by Save the Children and UNICEF) and UNHCR, with their respective mandates for coordination in humanitarian and refugee situations, and the INEE, a 16,000-member EiE network, which brings its functions of convening, facilitation and knowledge management to the table. To our knowledge, this is the first project of its kind, bringing sectoral coordination and technical network leads together to work across architectural, institutional and historical divides that can impede the delivery of a high-quality EiE response.

In line with ECW's strategic objective to improve joint EiE planning and responses for children in crises, funding for this project provided much-needed support to strengthen the respective capacities of the three project partners, as well as structured opportunities for dialogue, exchange and collaboration. The project served to break down barriers, helping the lead agencies to understand each other's perspectives and ways of working. The project also provided the partners with a big picture view of EiE bottlenecks and opportunities for coherent coordination to meet the complex needs of crisis-affected children and youth,[1] and strengthen education systems – an objective that has become even more urgent in light of the COVID-19 crisis.

The GPP concludes in 2020 with a strengthened relationship between the project partners, as well as three key outputs. The main project output has been a substantial new evidence base around a conceptual framework that investigates the 'who', 'how' and 'so what' of education coordination in crisis contexts. The Overseas Development Institute (ODI) was commissioned to conduct in-depth research on EiE coordination. Since 2018, it has produced an Analysis Framework on EiE coordination, six country case studies documenting EiE coordination in practice and a synthesis report summarising findings. In addition, an updated online repository of EiE tools and resources is now available on the INEE website, including an updated EiE Toolkit and an analytical report on a survey conducted by INEE on use of EiE guidance and tools. Formal and informal consultations with education cluster and refugee education working group (REWG) coordinators throughout the project have also contributed to our understanding of EiE coordination. This body of evidence documents for the first time key actors, systems and relationships involved in EiE coordination across crisis contexts, as well as links with the wider education sector at country level.

Building on this global collaboration and the evidence generated so far, a second project output included two technical support missions to Latin America and Ethiopia, undertaken by joint GEC, UNHCR and INEE global level teams. These visits were linked to ECW missions occurring at the same time. The missions were customised to support country teams dealing with local education coordination issues, with a focus on facilitating engagement between coordination structures and ECW funding processes.

1
This report uses the UN definitions of children (a person under 18 years of age) and youth (15–24 year olds), while recognising that youth may be defined differently at country level.

© UNHCR/Modesta Ndubi

The third output of this project is the joint pledge made by the three GPP partners at the Global Refugee Forum in 2019, committing to continue working together to strengthen coordination for education for refugees and all crisis-affected children and youth. So, while the project concludes in 2020, the partnership between GEC, UNHCR and INEE will continue, rebranded as the "Initiative to Strengthen Education in Emergencies Coordination (ISEEC)".

This report presents a unique, joint perspective on EiE coordination that has emerged from the project evidence base and experience. It focuses on what we see as an overarching coordination challenge for the decade ahead: the systemic disconnect between internally displaced person (IDP) and refugee coordination systems – and between humanitarian and development coordination systems, which can have a negative impact on the timeliness, efficiency and quality of humanitarian responses. The issue of compartmentalised coordination systems has been recognised for several years. Although progress has been made in some contexts, a siloed approach to coordination persists in the education sector. The COVID-19 pandemic, unfolding at the time of writing and affecting education for children and youth at national scale, only amplifies the urgency for better collaboration and coordination across the sector.

This report aims to provide a basis for a shift from coordination systems that function independently to coherent, joined-up education sector coordination that improves education outcomes for crisis-affected children and youth. It offers evidence emerging from the ODI studies on compartmentalised coordination systems as well as good practices, and concludes with five practical steps towards changing our siloed ways of working.

As an initial point of clarification, while we recommend a joined-up approach and increased collaboration between coordination systems, we also acknowledge and respect the role of humanitarian architecture, mandates and the need to maintain clear lines of accountability associated with different coordination arrangements. We are not proposing a new system, but rather advocating for a new way of working to promote and sustain access to education for all.

The report draws upon the evidence base collected in the ODI reports, consultations with a wide range of stakeholders and the project team's analysis and experience. While the ODI synthesis report summarises key findings from the research, this report presents a practice-oriented analysis and a way forward for the continued partnership between the GEC, UNHCR and INEE. We hope that its key messages and recommendations will also engage our partners in supporting these changes at global and local levels.

Joined-up approaches between coordination systems will require the commitment of all stakeholders, including the active participation and leadership of government partners, coordination lead agencies, EiE coordinators on the ground, non-governmental organisations (NGOs), civil society and donors. One clear message that emerges from this project and the evidence base is that achieving the Education 2030 goal – a safe, quality education for every child and youth – requires us to work together in structured, coherent ways across the sector. In short, we need to get over our differences and get on with the job.

Terms used in the report

Education in emergencies (EiE)

We recognise that as we increase engagement between humanitarian and development actors – for example, working with governments on including refugees in national systems from the earliest phase of a crisis – the term 'EiE' can be problematic. This report uses the term in the spirit of the INEE 2018–2023 Strategic Framework definition:

"The quality, inclusive learning opportunities for all ages in situations of crisis, including early childhood development, primary, secondary, non-formal, technical, vocational, higher and adult education. Education in emergencies provides physical, psychosocial, and cognitive protection that saves and sustains lives. Common situations of crisis in which education in emergencies is essential include conflicts, protracted crises, situations of violence, forced displacement, disasters, and public health emergencies. Education in emergencies is a wider concept than 'emergency education response', which is an essential part of it."

EiE coordination

In this report, 'EiE coordination' refers to joined-up coordination that supports safe, quality education options for children and youth in crisis contexts, irrespective of their population group and the type of emergency. This term shifts our focus from siloed approaches to cluster or refugee coordination. It also implies the necessity of coordinating with the national education sector, ensuring that EiE is part of a whole sector response rather than an isolated activity.

Joint versus joined-up coordination

'Joint coordination' implies a situation where a response for IDPs and refugees, in situations where the populations are geographically mixed in the same location, is led jointly or coordinated using cluster and/or UNHCR arrangements, with accountability lines to the humanitarian coordinator and UNHCR representative, as outlined in the Joint UNHCR-OCHA Note on Mixed Settings.

This report uses the term 'joined-up coordination' to refer to systematic information-sharing between coordination systems, as well as continuous assessment and use of opportunities to work cooperatively on elements of EiE planning and delivery where appropriate, allowing for better complementarity, synergy and efficiency. This includes **convergence** of coordination systems on response content, such as alignment with national sector plans, teacher development or protection, alongside continued **divergence** to meet the specific needs of population groups, accountability relating to mandates and other bureaucratic elements of coordination.

2
How education in emergencies coordination works

Humanitarian architecture is a global framework for cooperation, strategic planning, leadership and accountability in emergencies. Coordination is a critical element of any humanitarian response, designed to ensure predictability, accountability and effective partnership. It allows multiple actors to organise around common priorities and approaches, and helps to minimise duplication and address gaps. Humanitarian coordination arrangements at the global, inter-sectoral level are illustrated in Figure 1. These coordination systems define leadership, roles and responsibilities, but are ultimately intended to assure accountability to the affected population and to the international community for the timeliness and quality of an emergency response, in line with the humanitarian principles of humanity, neutrality, impartiality and independence.

There are some situations where coordination arrangements might be adapted to meet contextual needs. A 'mixed setting' describes a complex emergency where both cluster and refugee responses are underway in either separate or shared geographic areas. In mixed settings, joint coordination arrangements may be agreed according to the guidelines provided in the Joint UNHCR-OCHA Note on Mixed Situations.

In line with global responsibilities and accountabilities, coordination arrangements are sometimes also adapted for specific contexts. For example, the Syria response in six host countries is coordinated through the Regional Refugee & Resilience Plan (3RP) platform, which is co-led by UNHCR and the United Nations Development Programme (UNDP) and brings together humanitarian and development actors to promote joint action to support refugees and affected host communities.

Figure 1
Inter-sectoral crisis coordination systems
Adapted from UNHCR's Refugee Coordination Model

	DEVELOPMENT SYSTEM	REFUGEE SYSTEM	CLUSTER SYSTEM
Accountability lines	Reports through the Chair of the UN Sustainable Development Group,* (Deputy Secretary General) to the Seceretary General	Reports to the High Commissioner for Refugees, who reports to the UN General Assembly	Reports to the Emergency Relief Coordinator, who reports to the Secretary General
Leadership	Resident coordinator	UNHCR representatives	Humanitarian coordinator
Inter-agency strategic planning Joint UN Workplan	UN country team UN Development Action Framework (UNDAF)	Refugee response plan/ Inter-agency country operations plan	Humanitarian response plan
Inter-agency coordination	Programme management team Thematic working groups	Multi-sector coordination Sectors and refugee protection working group	Inter-cluster coordination clusters
Resource mobilisation	Bilateral development funds, UNDAF funds and other joint programme funds	Bilateral funds, UNHCR Fund, CERF, UNDAF funds and other joint programme funds	CERF, country-based pooled funds and other joint programme funds

*The UN Development System is under reform

Another example is the hybrid coordination model responding to the Venezuelan mixed migration situation, where UNHCR and the International Organisation for Migration (IOM) have been tasked by the UN Secretary General to establish a regional coordination platform.

This report addresses education sector coordination systems and arrangements, which are outlined in Figure 2. A detailed description of education coordination actors and processes is available in ODI's *Strengthening coordinated education planning and response in crises: Global analysis framework* (Nicolai et al. 2020a).

Figure 2
Education sector coordination

DEVELOPMENT SYSTEM

LOCAL EDUCATION GROUP

TARGET GROUP AND FOCUS
All children and youth; implementation of education sector plan and achievement of SDG 4 targets

LEADERSHIP
Global: UNESCO coordinates monitoring of SDG4
Country: MoE as lead, often pair with a rotating donor co-lead

KEY FEATURES
- Mandate and scope defined by MoE, education authorities
- GPE supports the LEG through a coordinating agency such as UNICEF, World Bank, etc.
- In some contexts an education donor group is also active
- Education aector plan or transitional education plan

REFUGEE SYSTEM

REFUGEE EDUCATION WORKING GROUP

TARGET GROUP AND FOCUS
Refugee children and youth in all phases of emergency, from first phase to durable solutions

LEADERSHIP
Global: UNHCR
Country: National refugee agency or MoE as lead, with UNHCR co-lead

KEY FEATURES
- Mandate and scope defined by UNHCR Refugee Coordination Model
- Specialised expertise in refugee law, rights, services and protection; limited capacity in terms of dedicated coordinator positions
- Typically sub-national working groups at point of delivery; may have national level group
- Refugee education strategy

CLUSTER SYSTEM

EDUCATION CLUSTER

TARGET GROUP AND FOCUS
IDPs and local crisis-affected children and youth in emergency contexts

LEADERSHIP
Global: UNICEF and Save the Children
Country: Often MoE as chair, with UNICEF and/or Save the Children as co-lead; other NGOs sometimes co-lead

KEY FEATURES
- Mandate and scope defined by IASC cluster approach
- Dedicated cluster coordinators and IM positions in large-scale responses; capacity for first response from global rapid response team
- National level education cluster; sub-national clusters in some contexts
- Education cluster strategy

HYBRID SYSTEM

JOINT REGIONAL COORDINATION ARRANGEMENTS

TARGET GROUP AND FOCUS
Designed to respond to complex contexts, for example: mixed settings with both IDP and refugee responses; insecure contexts where remote coordination is necessary

LEADERSHIP
Country: Leadership varies according to local and regional arrangements

KEY FEATURES
- Advance agreements support decision on coordination arrangement (for example, UNHCR/OCHA joint letter) or the government determines approach to coordination and response management
- Approach is adapted to meet needs of context

© UNHCR/Bathoul Ahmed

Humanitarian coordination and approaches to EiE are shaped by the dynamics of conflict and displacement, responding to the risk that educational access (for all or particular groups) or content may be politicised by duty bearers, including national authorities. Humanitarian coordination systems are accountable for delivering life-saving assistance to people in need in line with humanitarian principles. The refugee coordination system has a further specialised mandate to ensure international protection of, and respect for, the rights of refugees. Ensuring that the specific educational needs of refugees are met may, in some contexts, require politically sensitive negotiation and advocacy with national authorities and other parties.

At the global level, UNICEF and Save the Children are designated Cluster Lead Agencies (CLA) for the education sector by the Inter-Agency Standing Committee (IASC). At the country level, other NGOs sometimes co-lead with UNICEF and in support of the ministry of education (MoE) but the CLAs' global and country accountabilities remain the same. CLAs' three accountabilities cover: fully staffing and leading education clusters to deliver key functions; accountability to the humanitarian coordinator and the humanitarian country team; and to be the EiE provider of last resort if no other agency can fulfil this role. UNHCR is responsible for coordinating inter-agency efforts in a refugee response, including overseeing sectoral working groups. UNHCR's mandate includes working with host governments to ensure international protection, and ensuring access to services extends from the arrival of refugees until durable solutions are in place.

In development contexts, the MoE leads sector coordination through an education sector group, in this report referred to as the local education group (LEG), which is the mechanism commonly set up in countries where the Global Partnership for Education (GPE) is financing education sector plans (ESPs). The LEG coordinates development aid and policy dialogue for the sector and is at the centre of all stages of the education planning cycle, from sector analysis to evaluation. LEGs are led by national governments and supported by education partners, such as bilateral and multilateral organisations, teachers' organisations, civil society and private sector organisations (GPE 2017). GPE supports the LEG through a coordinating agency. This function is often served by UNICEF, but may also be filled by key development agencies such as the World Bank, The United States Agency for International Development (USAID) or The United Nations Educational, Scientific and Cultural Organisation (UNESCO).

In terms of impact, the ODI synthesis report finds *"a strong indication that education coordination can have a multiplier effect, driving coherent planning, connectedness, and timeliness of response that, amongst other things, in turn leads to:*

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

(Nicolai et al. 2020b, p.34)

Based on the available evidence and taking into consideration the challenges of identifying the direct impact of coordination on education delivery, the synthesis report also concludes that a strong connection exists between good EiE coordination and the outcomes of education access, continuity and protection. The evidence shows a weaker connection between EiE coordination and improvements in education quality, equity and gender equality (Nicolai et al. 2020b, p.36).

3
Education in emergencies coordination demands for the decade ahead

Joined-up EiE coordination, promoting a coherent approach between humanitarian and development systems, will be urgently needed in the next decade as we respond to global trends and policy shifts.

There is still a lot of work to do to get children and youth in crisis contexts into school, and this job just got harder with the onset of the COVID-19 crisis, which is likely to set back education for the most vulnerable in the coming months and years. Despite efforts to get more children into school and learning, progress towards SDG 4 targets is mixed. Globally, there are 258 million out-of-school children, with conflict a key barrier to educational access (Global Education Monitoring Report 2020). In crisis-affected contexts, just 63% of refugees are enrolled in primary school and only 24% are in secondary education (UNHCR 2019a). Education Cluster data shows that the number of children in need of education support stood at 26 million before the onset of the COVID-19 crisis. Since then, up to June 2020, an estimated 240 million students have been affected by the pandemic (GEC 2020).

Pre-pandemic global trends in the humanitarian sector already showed that we can expect increasing pressure to meet needs in more complex environments in the next few years. OCHA estimates that some 168 million people will need humanitarian assistance in 2020, the highest number in decades (OCHA 2019). Large proportions of those in need are young; 40% of all refugees are children (UNHCR 2020). The number of highly violent conflicts increased in 2019, and climate events such as tropical storms, flooding and drought are expected to increase in both frequency and intensity in the coming years, increasing risks of humanitarian crises and disproportionately affecting the most vulnerable people (OCHA 2019). In turn, conflict and climate events are driving unprecedented rates of displacement. The number of forcibly displaced persons has continued to escalate in the last decade and remains at record highs. In 2019, an estimated 79.5 million people were forcibly displaced, including 26 million refugees and 45.7 million IDPs (UNHCR 2020).

© UNHCR/Elizabeth Marie Stuart

Given these trends, and the compounding economic and social impacts of COVID-19, we can expect increasing numbers of mixed situations in the coming years, where refugee and IDP responses are simultaneously underway, as well as more complex, non-standard emergency response situations, such as mixed refugee and migrant flows. These situations will require increased cooperation and coordination across the humanitarian architecture, linking cluster and refugee coordination mechanisms and responses.

In addition, high volumes of children and youth in need of education in crisis contexts, and the trend towards protracted displacement, have already propelled a global policy shift towards investment in sustainable, long-term education options. Global commitments such as the New Way of Working oblige us to work across the humanitarian-development nexus to achieve collective outcomes. Under the Global Compact on Refugees, governments have committed to work with global and local partners to *"expand and enhance the quality and inclusiveness of national education systems to facilitate access by refugee and host community children (both boys and girls), adolescents and youth"* (United Nations 2018).

Delivering on these ambitious policy commitments will require a concerted effort to support ministries of education to lead the coordination of EiE responses and deliver on their responsibility to ensure access to education for forcibly displaced nationals, as well as refugees. The COVID-19 crisis affects entire education systems and is having a disproportionate impact on the most vulnerable children and youth, setting their learning back further (INEE 2020). Yet the COVID-19 pandemic might open a critical window of opportunity to not only coordinate across the humanitarian landscape, but also to connect EiE to the wider education sector and development planning processes, promoting sustainable, crisis-sensitive education options for all children and youth.

© UNICEF/UNI260020/Pirozzi

Finally, a note on capacity. The EiE sector has grown dramatically in recent years, with more practitioners from diverse backgrounds engaged in advocacy, planning and delivery. A wide range of donors, from traditional bilateral donors to new private sector foundations and philanthropists, are engaging in EiE. ECW, the first global funding platform dedicated to EiE, is mobilising new combinations of private and public partners. More education ministries are increasing their involvement in providing education in crisis situations, and integrating EiE into national sector policy and planning (UNESCO 2018).

With this increase in the volume and diversity of EiE actors, coordination is more important than ever to ensure coherent, complementary responses. Responding to humanitarian trends and delivering on policy commitments requires better knowledge and understanding of the humanitarian architecture and how it interacts with the wider education sector, as well as more practitioners with the competencies to navigate both EiE and development structures and processes effectively.

4
Compartmentalised coordination systems – two main findings

So what did we learn about the current state of EiE coordination from the GPP? The evidence amassed in the ODI country case studies and consultations with a wide range of stakeholders highlight several common challenges related to education coordination in crisis contexts. These are well summarised, with recommendations, in the ODI synthesis report (Nicolai et al. 2020b).

Some of the most common coordination challenges across many EiE contexts include: a lack of coordination leadership capacity; duplication of assessments, planning and appeals processes; weakness in data collection and management; and unpredictable funding (Nicolai et al. 2020, p.34). These gaps have been recognised and various efforts are in play to address them. Examples of initiatives to address key coordination challenges include scaling up and strengthening of the GEC core skills training to improve coordination capacity, guidance on joint needs assessments and UNESCO's current study on links between EiE data and national EMIS. The establishment of ECW has been a significant development in addressing the chronic funding shortfall for education in crisis contexts.

The ODI synthesis report also highlights the need for cross-sectoral connectedness and coherence, such as between education and protection or shelter (Nicolai et al. 2020b, p.36). Multisectoral approaches will also be critical for COVID-19 responses. The ODI case studies point to gaps in this area, but also several good practice examples of strong collaboration between education and child protection coordination. In Iraq, for example, including a gender-based violence focal point in each cluster, including the Education Cluster, has helped to mainstream the issue in the cluster system and create a common platform for actors to coordinate on gender-based violence issues (Khan et al. 2020b, p.38). At the global level, GEC and INEE have also been working more closely with the Child Protection Area of Responsibility (AoR) and the Alliance for Child Protection in Humanitarian Action, respectively.

INEE and the Alliance have recently secured funding for a joint staff position to support collaboration across technical networks. While efforts are underway to address these coordination challenges, more work is needed across the board to continue closing gaps in these areas.

The real added value of the GPP has been an opportunity for a panoramic view of the EiE coordination landscape, the distinct coordination systems in place in crisis-affected countries, the patterns of interaction between them, and opportunities to strengthen education provision throughout responses. Over and above the common challenges outlined above, and considering the humanitarian trends and challenges we can expect to face in the next decade, an overarching EiE coordination problem emerges from the project evidence and experience, as outlined below.

There is systemic disconnection between the three main education coordination systems (Education Cluster, REWG and LEG), with few structural elements, guidance or tools to support synergies between them.

The compartmentalisation of coordination systems has naturally evolved due to the divisions of roles, accountabilities to different population groups, and activity in different emergency response phases. However, as noted in the previous section, the uptick in complex and protracted crises makes overcoming these divisions increasingly important. The disconnect between coordination systems can severely affect the timeliness and quality of an emergency response, and risks duplication and inefficiencies. This disconnect also represents lost opportunities to strengthen the continuity of education for crisis-affected populations, as well as coherent approaches to advocacy, capacity development and problem-solving.

While efforts to strengthen a more coherent approach to EiE coordination have been successful in some contexts, a more systematic understanding of the gaps and how to close them is needed. The project's evidence base shows that disconnection between systems generally happens at two levels: between the cluster and refugee coordination systems, and between these two EiE coordination systems and the development or national education sector coordination system.

Finding 1:
In mixed and complex settings, disconnection between the Education Cluster and REWG can cause inefficiencies and compromise both the timeliness and quality of an education response for crisis-affected children and youth.

The ODI country case studies show that the most challenging EiE coordination contexts are in countries or settings where IDP/cluster and refugee responses are both underway, or in complex settings where the 'who' and 'how' of coordination are not easily answered and where hybrid coordination arrangements may be necessary.

Clarity of mandates, roles and responsibilities for humanitarian actors are critical issues in mixed and complex settings. The ODI case studies demonstrate that situations where coordination mandates are not clear-cut can cause confusion over who leads a response (Nicolai et al. 2020b, p.22). In the Rohingya response in Bangladesh, the legal status of the affected population, the prior operational presence of the cluster and a lack of clear agreement on roles and responsibilities led to tensions between partners, and delays and inefficiencies in the response. While a context-specific coordination model has now evolved and substantial progress has been made in clarifying systems and roles, the ODI case study on Bangladesh recommends establishing memoranda of understanding (MoUs) and agreements on roles and responsibilities before, or very early in, a response, in addition to efforts to build shared understanding of any non-standard arrangements among partners and stakeholders (Magee et al. 2020, p.29). Clarifying mandates and leadership is important but the evidence shows that preoccupation with this process can also distract from, and negatively impact, a response.

Ultimately, the timeliness and content of a response, ensuring access to quality education for crisis-affected children and youth, is our shared priority. Arrangements around mandates and roles should leverage complementarities and build on shared aims and objectives.

The EiE responses in Iraq and Syria are examples of how joint or context-specific coordination arrangements can work. In Iraq, the education response for both refugees and IDPs is led by the Education Cluster, by agreement, though accountability for the refugee response coordination sits within the 3RP coordination structure. In Syria, a complex coordination model that considers political realities and risks is coordinated through three hubs reporting to the central body Whole of Syria (WOS). In both cases, a great deal of time and energy have gone into clarifying roles and responsibilities, and institutionalising communication and collaboration across different responses and lines of control. In the Syrian case, *"While in theory its practice of coordination seems simple, and leadership on data collection and strategic guidance clear, in reality a large amount of time is spent navigating the contexts and adapting leadership styles to shifting predispositions"* (Anderson et al. 2020, p.35).

The Joint UNHCR-OCHA Note on Mixed Situations provides some general guidelines but more concrete, sector-specific guidance for the efficient negotiation of roles, complementarity and efficiency in coordination arrangements is needed. The INEE EiE Guidance and Tools Survey conducted under the GPP identified a significant gap in guidance and tools on coordination in mixed settings, likely due to the structural barriers around mandates and responsibilities between the GEC and UNHCR at global level. Survey respondents from the INEE network also said that they need more guidance and tools on how to design an EiE response for a range of vulnerable groups. This result indicates that there is an interest within the sector in balancing equity and differentiated approaches to meet the specific needs of different population groups, including refugees.

The ODI synthesis report observes that in settings where *"multiple coordination mechanisms are in place – and particularly when there is limited communication between them – there appears at times to be inefficiencies in terms of policy duplication, use of participants' time, and likely cost effectiveness"* (Nicolai et al. 2020b, p.34). In many countries, the Education Cluster and REWG function independently, particularly where there is little geographic overlap in operations.

The authors of the Chad case study observe that while the Education Cluster and REWGs have distinct roles and function independently, many of the same NGO partners are delivering education programming in both IDP and refugee settings. In addition, *"both UNHCR and UNICEF Cluster leads are working with the same Directorate within the [Ministry of Education], and with the same decentralised structures"* (Dewulf et al. 2020, p.61). The Chad report recommends that a joined-up approach on data collection and capacity building, for example, could be more efficient and leverage the respective strengths and capacities of each system. In addition, cooperation between the two systems could support more coherent messaging and approaches with MoE partners, while also enhancing government leadership. NGOs have potential to play a critical role in better aligning EiE coordination systems – many work across humanitarian responses and bring operational knowledge and experience of needs and activities on the ground as well as insight on potential efficiencies.

The disconnect between the cluster and refugee systems can also result in disproportionate attention and resources being directed to one response, rather than having a joined-up advocacy approach to address the needs of all children and youth in crisis contexts. For example, the roll-out of the Comprehensive Refugee Response Framework has resulted in well-organised and well-resourced coordination and programming for refugee education in Chad and Ethiopia, in comparison with a less structured IDP response. In Ethiopia, the IDP population is three times larger than the refugee population (Dewulf et al. 2020; Wales et al. 2020).

A reverse scenario exists in Democratic Republic of the Congo (DRC), where the cluster response is more effective and better organised than the refugee response (Khan et al. 2020a). Joined-up coordination can help us to advocate for crisis-affected children and youth with one voice and ensure coherence around response priorities.

Ultimately, our first, shared priority is accountability to affected populations and a quality response. To achieve an efficient and appropriate response centred on children and youth, we need to strike a balance between the response content and humanitarian system processes. Collaboration across EiE coordination systems should help to ensure the right to education for every child and youth, irrespective of population group and response types, and should also assure a differentiated response that is sensitive to diverse educational needs. What is needed now is specific education sector guidance, tools and efforts to institutionalise cooperation and complementarity between coordination systems.

Finding 2:
Humanitarian and development education coordination systems are not systematically connected. As a result, crisis-affected children and youth may be invisible in national sector planning and processes.

The scope of ODI's study of EiE coordination focused mainly on coordination at the humanitarian end of the humanitarian-development nexus. Though the ODI synthesis report notes that it would be *"valuable to further review the intersections across humanitarian and development education coordination"* (Nicolai et al. 2020b, p.8), some useful evidence on this topic has emerged. The ODI country case studies find that EiE coordination and development systems are either not connected at all or that links between them are ad hoc. Although global commitments such as the New Way of Working and the Global Compact on Refugees encourage us to work constructively across humanitarian and development systems, there is still limited progress in this area due to a lack of crossover capacities, guidance and structured opportunities for dialogue and planning.

Yet plugging EiE into the broader (development) education sector is increasingly imperative. UNHCR's Refugee Education 2030 Strategy points out that *"short term approaches to refugee education are insufficient and inappropriate to displacement realities, which require medium to longer-term development perspectives"* (UNHCR 2019b, p.10). Alignment with national ESPs and collaboration with development coordination bodies is a critical opportunity to both strengthen the quality of EiE responses and benefit national education systems. Humanitarian-development coherence in education includes aligning EiE planning processes with ESPs, as well as harmonising key elements of education delivery such as data collection and teacher management.

The value of Ministry of Education leadership in EiE coordination is widely recognised and was cited as an ideal coordination scenario in a GPP consultation with EiE coordinators in December 2019. The unprecedented level of government commitment to education for refugees under the Global Compact for Refugees places MoEs and other education authorities squarely at the forefront of coordinating EiE responses. However, both evidence and experience show that MoEs have mixed capacities to lead EiE responses.

Aside from a lack of coordination capacity to ensure that all forms of international assistance contribute to national sector plans, the ODI Chad report shows that MoE leadership is hampered by practical resource constraints: *"Informants reported having no budget at all from the government to support their role in leading the coordination, which leads to dependency on the support of UNICEF or UNHCR for transportation to attend meetings, to monitor activities on the ground"* (Dewulf et al. 2020, p.38). In Ethiopia, low MoE engagement in leading the cluster response was explained by the absence of dedicated coordination bodies and personnel within the MoE, as well as other key functions (Wales et al. 2020, p.37). Nevertheless, the case studies also cite organic, strong cooperation between MoEs and EiE coordination systems, particularly at sub-national levels, such as in DRC and Iraq. Cases like Uganda demonstrate the power of government leadership, where the Education Response Plan for Refugees is closely aligned with the national education plan and serves as a good example of government-led cooperation between humanitarian and development actors (UNHCR 2019b, p.11).

MoE leadership can be challenging in politicised contexts where the government is a party to conflict or supports policies that are discriminatory. In these cases, the cluster and REWG have a responsibility to advocate for a conflict-sensitive response in line with humanitarian principles. In particular, the policy framework for refugee response, including the legal status of refugee children, can present barriers to including them in national education plans, and can complicate efforts to join up coordination and planning (UNHCR 2019b, p.48). Guidance and sharing of good practices on how to navigate these complex scenarios is needed.

Beyond engagement with MoEs, there are several bottlenecks that inhibit collaboration between EiE coordination systems and LEGs. The authors of the Chad report observe structural gaps: *"the nexus has not really been operationalised in terms of systems and processes... Consequently, there is a disconnection between EiE and development coordination structures... Informants generally stated that there is a strong need to better incorporate EiE for IDPs, returnees and refugees in the LEG as a systematic point in the agenda" (Dewulf et al. 2020, p.48). The Ethiopia report echoes this observation: "A major challenge for coordination is that there is currently no official mechanism whose role it is to coordinate across the refugee and national education systems, as well as an absence of individuals or positions to fulfil this function"* (Wales et al. 2020, p.46).

The divide between humanitarian and development coordination systems is often reinforced by compartmentalised humanitarian and development departments and specialists within agencies. For example, the DRC case study notes that several agencies are represented in both the LEG and the cluster, and opportunities exist to better leverage this crossover (Khan et al. 2020a). In particular, UNICEF leads the Education Cluster and is also the GPE Coordinating Agency chairing the LEG in many countries, so could play a critical role in supporting education coordination and coherence.

The case studies document some good practices in connecting EiE and development coordination fora. In countries where the needs of crisis-affected populations have been included in national ESPs, more operational space seems to exist for linking EiE with wider sector developments.

In cases such as Chad, funding platforms GPE and ECW have incentivised dialogue and joined-up planning across cluster, REWG and the LEG (Dewulf et al. 2020, p.48). The Syria Education Dialogue Forum (EDF) was established under ECW funding to bring development and humanitarian partners together to ensure effective coordination and knowledge exchange. The Syria EDF is co-led by Whole of Syria education coordinators and the Syria Education Development Partners Group, supported by a programme manager who manages ECW programme implementation; GPE and ECW participate as observers. The authors of the Syria case study note that the EDF has provided a platform for overcoming predispositions once perceived to be too deeply entrenched to change. However, achieving this required strong leadership, perseverance and patience (Anderson et al. 2020, p.39). The recent Joint pledge to increase financing and coordination and improve education for refugees made by ECW, GPE and the World Bank at the Global Refugee Forum is also a promising step. The three multilateral funding platforms already individually contribute significant funding for education in crisis, and this pledge represents an opportunity to support joined-up coordination across the education sector.

Overall, the GPP partners observe a critical capacity gap among EiE coordinators and practitioners to confidently engage with the LEG to advocate for education needs of crisis affected populations to be taken into consideration and explicitly addressed in sector planning processes. This is an area of accountability for coordination lead agencies. UNICEF's significant coverage and investment in both Education Clusters and LEGs confers a particular responsibility to ensure better capacities and coherence at the country level. The emphasis on linking education cluster strategies to national sector plans included in GEC strategy guidance and accompanying training is a step in the right direction. But better knowledge and understanding of development actors and processes is needed, as is a focus on potential areas for joint planning – such as data management, and teacher deployment and professional development. The INEE EiE Tools Survey and results of the GPP consultation with EiE coordinators both highlight the demand for guidance and tools for working more constructively with MoEs and national authorities.

Joined-up contingency planning in Burkina Faso

EiE preparedness planning and coordination in Burkina Faso showcases the role that humanitarian and development actors can play in supporting an MoE. Violence in Burkina Faso has left almost half a million children without formal education. Armed groups have been accused of attacking villages and threatening teachers and students. More than 2,512 schools have been closed, affecting over 349,000 learners.

Education actors from both humanitarian and development sectors supported the Education Ministry's contingency planning process, while also strengthening the capacity of ministry staff in EiE coordination. The UNESCO International Institute for Educational Planning (IIEP-UNESCO) supported the ministry with crisis-sensitive education planning, in particular developing a 2019–2024 education strategy for the MoE to institutionalise a prevention, preparedness and response approach to the multiple crisis risks affecting education in Burkina Faso. The ministry also created a Technical Secretariat for Education in Emergency Situations, which sits within the ministry, reports to the ministerial cabinet and is responsible for coordinating EiE activities.

To support these efforts, an MoE and inter-agency team from Burkina Faso participated in a regional workshop on crisis-sensitive planning and including displaced populations in national education systems, which was organised by IIEP-UNESCO, UNHCR, UNICEF and the GEC in early 2019. The workshop sought to improve joint, crisis-sensitive planning for education delivery across both development and humanitarian interventions. One objective was to prepare action plans to improve coordination between MoE, humanitarian and development partners. The Burkina Faso multi-stakeholder team also participated in an IIEP-UNESCO 10-week distance course on educational planning for crisis risk reduction and forced displacement. Members of the EiE coordination team (two from the MoE and three from agencies) also participated in the GEC Regional Core Coordination Skills Training in Dakar, to strengthen EiE coordination skills throughout the humanitarian programme cycle.

In the lead up to activation of the cluster response in December 2019, an EiE strategy was already in place and key EiE staff within the MoE and CLA were trained in crisis-sensitive education planning, the humanitarian programme cycle and core coordination skills. This advance planning will also inform an ECW facilitated multi-year resilience programme for Burkina Faso.

Source: IIEP-UNESCO

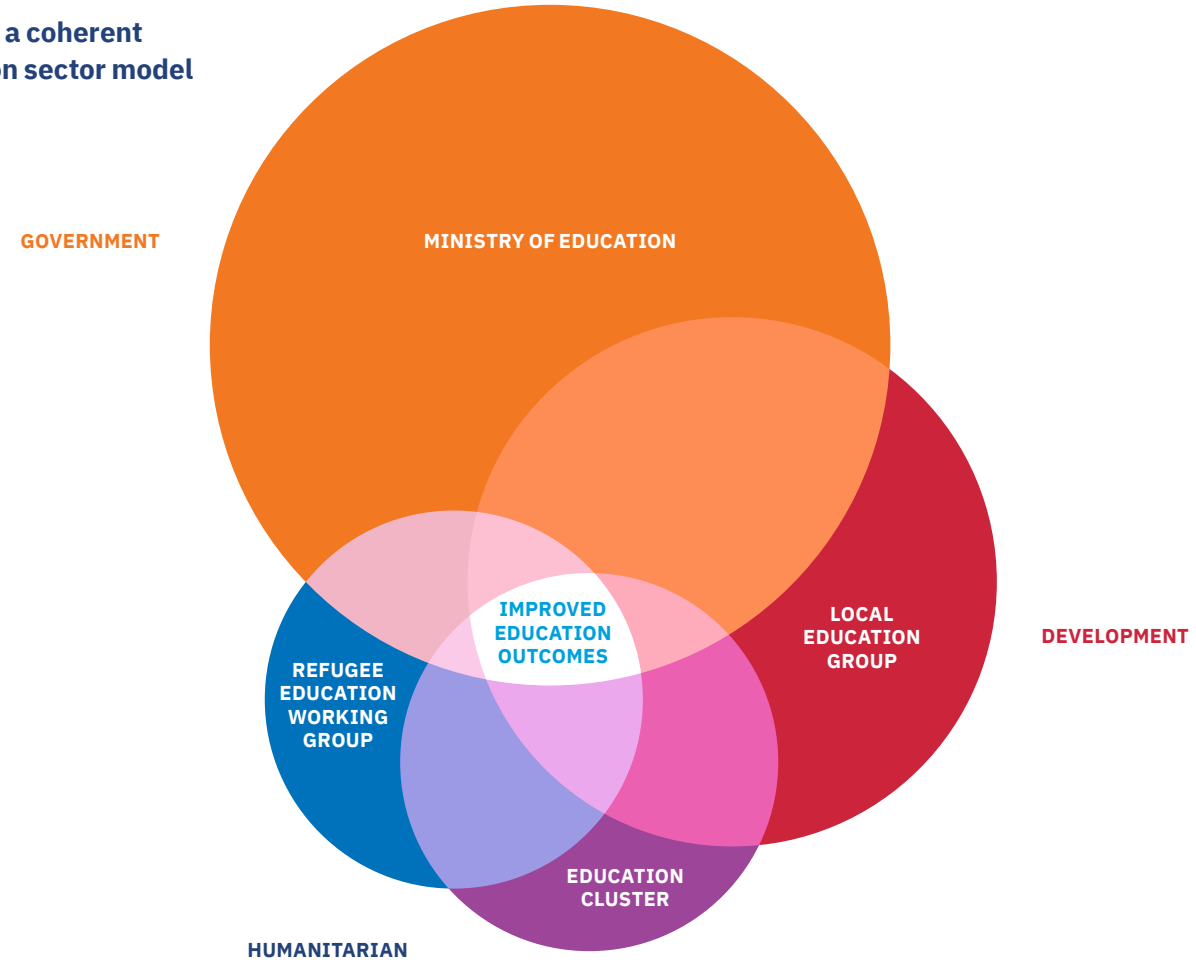
5
Five ways to connect coordination for better education outcomes

The distinct coordination systems described in this report have evolved for good reason – mainly to ensure accountability for impartial assistance to population groups with specific needs, such as international protection in the case of refugees. Nevertheless, emerging evidence shows how disconnections between, and the compartmentalisation of, education coordination systems can impair, and lead to lost opportunities for, efficient and effective education responses. No matter where we sit in the education sector, we are united by a shared commitment to deliver on SDG 4: *"ensure inclusive and equitable quality education and promote lifelong learning opportunities for all"*. Two general recommendations to help us achieve this collective outcome emerge from the GPP:

- **Join up education cluster and refugee education coordination in mixed and complex settings and commit to finding solutions so that all crisis-affected children and youth can access safe, quality education.**
- **Connect EiE to the national education sector through systematic engagement between humanitarian and development coordination mechanisms, promoting humanitarian principles, enhancing the quality of EiE responses and contributing to crisis-ready education systems.**

These can be pursued concurrently to help realise a coherent education sector model, as shown in Figure 3.

Figure 3
Towards a coherent education sector model



Here we share five steps to operationalise these recommendations and start breaking down our compartmentalised view of the education sector, to achieve greater impacts for children, youth and their learning. The three partners, GEC (with the support of lead agencies Save the Children and UNICEF), UNHCR and INEE, will work towards implementing these changes within and between our institutions, and in consultation and coordination with relevant stakeholders.

We invite all EiE stakeholders and partners to reflect on the proposed actions summarised in Annex 1, and also consider the contributions they can make to changing the culture of coordination in our sector at global, national and sub-national levels.

1
Build shared understanding and acceptance of different EiE coordination systems and ways of working

The GPP experience has shown that understanding and cooperation are precursors to meaningful coordination in EiE. As a starting point, a good understanding of the mandates and accountabilities of coordination systems, and partners' roles, responsibilities, strengths and weaknesses, is fundamental to successful collaboration. The project experience and evidence base shows that many EiE actors particularly lack a good understanding of:

- The humanitarian architecture, how the different coordination systems function, and the value and potential of coordination
- The structure of the education sector and the place of EiE responses within this structure
- How LEGs and development planning and processes function.

Systematic capacity building to increase basic knowledge and awareness of the humanitarian architecture, and humanitarian and development coordination systems, is needed. This should be led by the coordination lead agencies and promoted by INEE. Opportunities for country teams (MoE, LEG members, cluster and REWG members) to get together in workshops, within or outside their countries of origin, can boost team building and joint work-planning, resulting in concrete steps towards joined-up coordination.

Proposed actions:

- Develop guidance and training modules on coordination systems, coordination in mixed settings, development actors and processes, influencing and negotiation skills, and mainstream these into capacity development for education practitioners
- Ensure diverse, multi-stakeholder participation in workshops and training related to coordination, with representation from government (MoE and other relevant bodies contributing to EiE coordination) and different coordination systems to foster mutual understanding and dialogue
- Strengthen awareness and knowledge of EiE coordination systems via INEE and partner websites, training, presentations and events.

2
Introduce structural and systemic opportunities for dialogue, exchange and collaboration

As described in this report, there are very few existing systemic opportunities for engagement across the coordination systems, so we need to introduce them. Besides joint training, we know that building relationships across the coordination systems and between agencies through regular meetings and exchanges is an important way to improve understanding and acceptance of different institutional cultures and ways of working. Mobilising financial and human resources to institutionalise EiE in MoEs is another important way to bring EiE coordination under one roof.

Systemic links between coordination bodies could be supported by UNICEF, which has an important role as a lead agency for both the Education Cluster and the LEG in many countries. NGOs that provide education programming across cluster, refugee and/or development contexts could also play a critical role in connecting responses. Agencies with operational knowledge and experience are well-placed to proactively suggest areas where collaboration or joined-up responses would make sense, including creating and/or sharing joint tools. In addition, we encourage partners to support joined-up coordination by volunteering to take on liaison roles, facilitating information sharing and identifying areas of cooperation between systems.

Proposed actions:

- Invest in MoE EiE capacity, including dedicated coordination staff, adequate resourcing for EiE coordination and capacity building
- Institute regular calls, meetings and updates between EiE coordination system leads at global level, and encourage the same at national level, to share information and identify areas for joint advocacy, planning and delivery
- Ensure representation of EiE coordination on the LEG/national education sector coordination group and include updates and information sharing on IDP or refugee responses as standing agenda items at meetings.

3 Allocate time and resources for joined-up coordination and streamlined planning processes

The Syria report recognises the considerable time, effort, dialogue and trust building required for complex, non-traditional coordination arrangements to function. Its authors recommend *"continuing to invest leadership, time and resources into forums where education actors have the opportunity to engage in dialogue"* (Anderson et al. 2020, p.41). The time required for meetings and continuous negotiations across coordination systems and responses, in addition to high-pressure demands on coordinators, means that additional human resources may be needed to fully engage in connecting coordination systems.

Additional resources for dedicated staff to coordinate across mixed settings and liaise between EiE and LEG/development actors and processes may be appropriate in some contexts. This type of role could be embedded within the MoE and could also be included in funding proposals or secondment arrangements. ECW Multi-Year Resilience Programme funding, for example, could help to strengthen coordination resources.

© UNICEF/UNI281099/Herwig

Multiple planning processes required for the humanitarian response plan, refugee response plan, transitional education plan, ESP and the ECW-facilitated Multi-Year Resilience Programme are time-consuming, and result in coordination staff and teams spending more time on feeding into plans than focusing on implementation and monitoring. Education coordinators need to advocate for multi-year humanitarian planning that spans responses and aligns with national ESPs. Harmonised planning processes, indicators, and reporting platforms and tools would allow more time for technical work. Donors have a critical role in supporting streamlined planning processes and cooperation between coordination systems.

Proposed actions:

- Advocate with humanitarian coordination leads and donors for more streamlined, harmonised, longer-term planning processes, aligned with national ESPs, as well as with cluster and REWG strategies where relevant
- Include communication and collaboration across EiE coordination systems in standard terms of reference (ToRs) for education coordinators
- Include a dedicated function and staff capacity in relevant funding proposals to support collaboration and exchange between the coordination systems.

4
Join up coordination at preparedness stage and from the very start of a response

From the outset of an emergency and even in the preceding contingency planning and preparedness stages, we need to change our mindset of siloed response planning. Instead, we need to engage across the education sector – ensuring appropriate links between education cluster and refugee responses and that EiE plans are aligned with, and support, ESPs. The timeliness and quality of a response can be strengthened by involving MoEs at an early stage, having MoUs and arrangements in place in advance, and joined-up, well-funded, contingency planning.

Proposed actions:

- Ensure the national education sector coordination group/LEG and other sector coordination groups are aware of, and support, contingency plans – and that they align with national ESPs and support multisectoral approaches
- Identify upcoming emergencies or hotspots and mobilise EiE coordination lead discussions and joined-up arrangements at global, regional and national levels
- Put MoUs and advance arrangements regarding leadership, roles and responsibilities in place before, or at the earliest stages of, an EiE response.

© UNHCR/Alissa Everett

5
Invest in communication, exchange and capacity building between global, national and sub-national EiE coordination systems

The ODI case studies note many instances where capacity, communication and arrangements at sub-national level, typically the point of delivery of an EiE response, diverges from the national-level scenario. In some cases, communication and EiE coordination solutions are better at sub-national level – as in DRC and Iraq, where the engagement of local MoEs is stronger than at national levels. However, the evidence shows that sub-national coordinators are often overburdened and struggle with coordination due to issues such as distance and having to fulfil multiple roles. This is noted in the Chad case study, which calls for more frequent technical support missions and capacity building to support sub-national coordination (Dewulf et al. 2020, p.41).

At the same time, there is often a disconnect between global coordination leads and their regional and national counterparts, as well as a lack of meaningful consultation with the sub-national levels where responses are implemented. In particular, policy shifts and processes are slow to trickle down. In Chad, for example, there is confusion over Comprehensive Refugee Response Framework processes at sub-national levels. Overall, coordination within the systems and joined-up coordination across the systems would benefit from strengthened capacity and communication flows between global, national and sub-national levels.

Proposed Actions:

- Institute regular joint cluster and REWG calls, consultations, capacity building opportunities and technical support missions to sub-national levels to support joined-up coordination at the point of delivery (for example by including these activities in ToRs)
- Mobilise human and financial resources to support MoE EiE coordination at sub-national levels
- Document and disseminate best practices and learning from sub-national coordination solutions.

6
The way forward: an initiative to strengthen education in emergencies coordination

As a result of the GPP, the GEC, UNHCR and INEE made a joint pledge at the Global Refugee Forum to continue working together to strengthen EiE coordination. As the GPP closes in mid 2020, the three project partners will formalise their continued collaboration through the "Initiative to Strengthen Education in Emergencies Coordination" (ISEEC).

Under ISEEC, we three partners will focus on practical, actionable steps to continue collaboration, leveraging our respective strengths. Acting on the recommended actions outlined in this report, we will prioritise institutionalising joined-up ways of working through regular information-sharing and identifying new crises that may require joint support.

In addition to mainstreaming collaborative approaches at global level, we will work towards promoting and advocating for joined-up EiE coordination at national and sub-national levels in line with this report's recommendations. This will be done through joint technical support missions to support country coordinators and teams in mixed and complex settings, and by disseminating and mainstreaming EiE coordination content and key messages in training, workshops and advocacy opportunities. We will also develop joint workplans as needed and will conduct an annual review of progress towards our joint Global Refugee Forum pledge on joined-up coordination.

© UNICEF/UNI217999/Abdul

While we three partners, with the backing of the Education CLAs and INEE's Steering Committee, are committed to championing partnership and collaboration across the coordination systems, we cannot alone achieve this fundamental shift in our ways of working. Overcoming a siloed approach to EiE responses will require the full support and commitment of all education stakeholders, including governments and MoEs, NGOs, development actors and donors. The need for joint action is urgent and will be imperative as we face the COVID-19 crisis and the challenges of the coming decade. We call upon all of our partners to examine their institutional practices, arrangements and engagement with coordination systems, and to seek opportunities to connect, join up and collaborate. In doing this, together we will be able to achieve our goal of ensuring the right to a safe, quality education for every child and youth in crisis settings.

Annex 1
Action plan (2020–2023)

Under ISEEC the GEC, UNHCR and INEE will be responsible for leading the implementation of the actions outlined below to contribute to coherent, joined-up education sector coordination that improves education outcomes for crisis-affected children and youth. These actions will take place via consultation and coordination with relevant stakeholders, including government counterparts, donors and country EiE coordinators.

Proposed actions	
1 Build shared understanding and acceptance of different EiE coordination systems and ways of working	■ Develop guidance and training modules on coordination systems, coordination in mixed settings, development actors and processes, influencing and negotiation skills, and mainstream these into capacity development for education practitioners ■ Ensure diverse, multi-stakeholder participation in workshops and training related to coordination, with representation from government (MoE and other relevant bodies contributing to EiE coordination) and different coordination systems to foster understanding and dialogue ■ Strengthen awareness and knowledge of EiE coordination systems via the INEE and partner websites, training, presentations and events
2 Introduce structural and systemic opportunities for dialogue, exchange and collaboration	■ Invest in MoE EiE capacity, including dedicated coordination staff, adequate resourcing for EiE coordination and capacity building ■ Institute regular calls, meetings and updates between EiE coordination system leads at global level and encourage the same at national level to share information and identify areas for joint advocacy, planning and delivery ■ Ensure representation of EiE coordination in the LEG/national education sector coordination group and include updates and information sharing on IDP or refugee responses as standing agenda items at meetings

3 Allocate time and resources for joined-up coordination and streamlined planning processes	■ Advocate with humanitarian coordination leads and donors for more streamlined, harmonised, longer-term planning processes, aligned with national ESPs, as well as with cluster and REWG strategies where relevant ■ Include communication and collaboration across EiE coordination systems in standard terms of reference (ToRs) for education coordinators ■ Include a dedicated function and staff capacity in relevant funding proposals to support collaboration and exchange between the coordination systems
4 Join up coordination at preparedness stage and from the very start of a response	■ Ensure the national education sector coordination group/ LEG and other sector coordination groups are aware of, and support, contingency plans – and that they align with national ESPs and support multisectoral approaches ■ Identify upcoming emergencies or hotspots and mobilise EiE coordination lead discussions and joined-up arrangements at global, regional and national levels ■ Put MoUs and advance arrangements regarding leadership, roles and responsibilities in place before, or at the earliest stages of, EiE responsesresponses as standing agenda items at meetings
5 Invest in communication, exchange and capacity building between global, national and sub-national EiE coordination systems	■ Institute regular joint cluster and REWG calls, consultations, capacity-building opportunities and technical support missions to sub-national levels to support joined-up coordination at the point of delivery (for example by including them in ToRs) ■ Mobilise human and financial resources to support MoE EiE coordination at sub-national levels ■ Document and disseminate best practices and learning from sub-national coordination solutions

References

Anderson, A., Magee, A. & Nicolai, S. 2020. *Strengthening Coordinated Education Planning and Response in Crises: Syria Case Study.* ODI. Available at: https://www.odi.org/publications/16636-strengthening-coordinated-education-planning-and-response-crises-syria-case-study

Dewulf, A.L., Khan, A., & Nicolai, S. 2020. *Strengthening Coordinated Education Planning and Response in Crises: Chad Case Study.* ODI. Available at: https://www.odi.org/publications/11476-strengthening-coordinated-education-planning-and-response-crises-chad-case-study

GEC. 2020. *COVID-19 Impact on the Education System.* Global Education Cluster Dashboard (8 July 2020). Available at: https://app.powerbi.com/view?r=eyJrIjoiZDViNjc4MTgtZTRjMS00MDMxLWIzZGQtYjc1MjRiZjJhYzhkIiwidCI6Ijc3NDEwMTk1LTE0ZTEtNGZiOC05MDRiLWFiMTg5MjAyMzY2NyIsImMiOjh9

Global Education Monitoring Report. 2020. *Scoping Progress in Education.* Available at: https://www.education-progress.org/en/

GPE. 2017. *How GPE works in partner countries.* GPE, Washington D.C. Available at: https://www.globalpartnership.org/sites/default/files/2017-07-gpe-how-gpe-works-in-partner-countries.pdf

INEE. 2019. *Education in Emergencies Guidance and Tools: Survey Results and Analysis.* INEE New York. Available at: https://inee.org/resources/education-emergencies-guidance-and-tools-survey-results-and-analysis

INEE. 2020. *Learning must go on: Recommendations for keeping children safe and learning, during and after the COVID-19 crisis.* Available at: https://resourcecentre.savethechildren.net/library/learning-must-go-recommendations-keeping-children-safe-and-learning-during-and-after-covid

Khan, A., Wales, J., Nicolai, S., & Caron, C. 2020a. *Strengthening Coordinated Education Planning and Response in Crises: Democratic Republic of the Congo Case Study.* ODI. Available at: https://www.odi.org/publications/16743-strengthening-coordinated-education-planning-and-response-crises-democratic-republic-congo-case

Khan, A., Mansour-Ille, D., & Nicolai, S. 2020b. *Strengthening Coordinated Education Planning and Response in Crises: Iraq Case Study.* ODI. Available at: https://www.odi.org/publications/16631-strengthening-coordinated-education-planning-and-response-crises-iraq-case-study

Magee, A., Diwakar, V., & Nicolai, S. 2020. *Strengthening Coordinated Education Planning and Response in Crises: Bangladesh Case Study.* ODI. Available at: https://www.odi.org/publications/16630-strengthening-coordinated-education-planning-and-response-crises-bangladesh-case-study

Nicolai, S., Anderson, A., Hodgkin, M., & Magee, A. 2020a. *Strengthening Coordinated Education Planning and Response in Crises: Global Analysis Framework.* ODI. Available at: https://www.odi.org/publications/16945-strengthening-coordinated-education-planning-and-response-crises-analysis-framework

Nicolai, S., Diwakar, V., Khan, A., Mansour-Ille, D., & Anderson, A. 2020b. *Strengthening Coordinated Education Planning and Response in Crises: Synthesis report.* ODI. Available at: https://www.odi.org/publications/16741-strengthening-coordinated-education-planning-and-response-crises-synthesis-report

OCHA. 2019. *Global Humanitarian Overview 2020.* OCHA Geneva. Available at: https://www.unocha.org/sites/unocha/files/GHO-2020_v9.1.pdf

UNESCO. 2018. *Global Education Monitoring Report 2019: Migration, Displacement and Education – Building Bridges, not Walls.* Paris, UNESCO. Available at: https://unesdoc.unesco.org/ark:/48223/pf0000265866

United Nations. 2018. *Report of the United Nations High Commissioner for Refugees Part II Global compact on refugees.* General Assembly Official Records, Seventy-third Session, Supplement No. 12 (A/73/12 (Part II)). New York, 2018. Available at: https://www.unhcr.org/gcr/GCR_English.pdf

UNHCR. 2019a. *Stepping Up: Refugee Education in Crisis.* UNHCR Geneva. Available at: https://www.unhcr.org/steppingup/

UNHCR. 2019b. *Refugee Education 2030: A Strategy for Refugee Inclusion.* UNHCR, Geneva. Available at: https://www.unhcr.org/uk/publications/education/5d651da88d7/education-2030-strategy-refugee-education.html?query=education%20strategy

UNHCR. 2020. Global Trends: Forced Displacement in 2019. UNHCR Geneva. Available at: https://www.unhcr.org/5ee200e37.pdf

Wales, J., Khan, A., & Nicolai, S. 2020. *Strengthening Coordinated Education Planning and Response in Crises: Chad Case Study.* Ethiopia Case Study. ODI. Available at: https://www.odi.org/publications/11477-strengthening-coordinated-education-planning-and-response-crises-ethiopia-case-study

© UNICEF/UN0269868/Knowles-Coursin

INITIATIVE FOR
STRENGTHENING
EDUCATION IN
EMERGENCIES
COORDINATION

UNHCR
The UN Refugee Agency

Global Education Cluster

Inter-agency Network for Education in Emergencies

Generously supported by:

EDUCATION CANNOT WAIT

Learn more about our work:

www.inee.org

www.educationcluster.net

www.unhcr.org