

Lessons in Leadership:

Save the Children's
Experience of Co-leading
the Education Cluster



Save the Children



Left Aghna, 7, at a Save the Children satellite school in Buner, Pakistan. The 2010 floods in Pakistan affected around 18 million people.

Save the Children

Preface

Recent humanitarian crises, such as in the Horn of Africa, continue to devastate the lives of millions of people. More than half of the people affected by armed conflict and natural disasters are children, whose survival is threatened and whose lives are routinely turned upside down by events outside of their control.

The humanitarian community continues to work on enhancing its effectiveness in reaching people affected by crises and responding to their needs. We have recently agreed ways in which we can strengthen the international response focusing on leadership, accountability and coordination across the system. Improving the way clusters work is an essential element of this change process.

Through their work, the Education Cluster draws attention to the impact of crises on children and young people - they are often the worst hit by crises and the least heard. The very nature of the work of the Education Cluster, and its efforts to strengthen education systems before, during and after emergencies, illustrates the complexity of humanitarian response and the need for sustained and patient partnership. And crucially, as the only cluster co-led at the global level by a United Nations (UN) agency and a non-governmental organisation (NGO), the Education Cluster demonstrates what can be achieved by working in partnership.

This report contributes to the growing body of evidence that strong partnerships between UN agencies and NGOs improve the coordination of humanitarian response. I hope we will see more active NGO participation in clusters in the years ahead, and the reforms currently underway in the humanitarian system are geared towards achieving this. The experiences of the Education Cluster, and of Save the Children in co-leading a cluster at a global level, offer important lessons as we work together to better serve people affected by emergencies.

**Valerie Amos,
Under-Secretary-General
for Humanitarian Affairs and
Emergency Relief Coordinator
April 2012**

Foreword

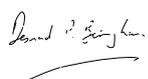
As a steering group we work together to support, guide and shape the Education Cluster's activities, while helping to raise the visibility of the cluster within Save the Children, the United Nations Children's Fund (UNICEF) and in the wider humanitarian and education communities. We have seen the partnership between UNICEF and Save the Children to co-lead the Education Cluster evolve and flourish over the last four years. What began as an optimistic experiment in UN-NGO collaboration in 2006 has matured into a solid alliance that generates positive learning outcomes for children and young people affected by humanitarian crises.

We fully believe that UNICEF and Save the Children have been able to achieve more together than either agency could have done alone. Our partnership has drawn on the resources of our two organisations and maximised our complementary strengths. Together, we have advocated more effectively on behalf of children who are denied access to a quality education because of crises, by reaching more and different audiences. Our different networks are a bonus, as they help us to mobilise a wider range of stakeholders, such as governments and other NGOs, to work with us towards achieving the Education Cluster's goals.

While the unique co-lead arrangement of the Education Cluster is undoubtedly an asset, it is the collective membership of the cluster that has allowed it to achieve so much in so short a time. We must, therefore, acknowledge and thank the members of the Education Cluster, both at global and field levels, for their contributions and support – turning the aspirations of the cluster into a reality. This report confirms what we already instinctively knew to be the case: that UN-NGO co-leadership of the Education Cluster makes for a better, more diverse and more effective network working on behalf of children in emergencies. We also know, however, that there are many challenges ahead. Every year, unacceptable numbers of children and

young people are affected by natural disasters and conflict, and are forced to miss out on months or even years of quality schooling.

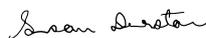
There are practical ways that we can – and will – work in partnership to better address the needs of these children and young people. We will improve our systems and procedures for the cluster, strengthen monitoring and reporting mechanisms, and increase advocacy efforts to raise much needed additional resources for education in emergencies. In short, we will do everything that we can to use our partnership and cluster leadership to achieve more and better results for children.



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**Save the Children and UNICEF
members of the Education Cluster
Steering Group
February 2012**

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“I like to write. I would like to continue going to school so that I can get a good education. There is so much I need to learn! School is important if I am going to become something in life.”

Henang,* 15,
Nepal

* not his real name

Abbreviations and acronyms

COOPI	Cooperazione Internazionale
DRC	Democratic Republic of the Congo
ECU	Education Cluster Unit
ECWG	Education Cluster Working Group
ERP	Emergency response personnel
HC	Humanitarian Coordinator
HCT	Humanitarian Country Team
IASC	Inter-Agency Standing Committee
INEE	Inter-Agency Network for Education in Emergencies
MoE	Ministry of Education in a national government
MOU	Memorandum of understanding
NATF	Needs Assessment Task Force
NDMO	National Disaster Management Office
NGO	Non-governmental organisation
NORCAP	Norwegian Capacity
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODA	Official development assistance
oPt	Occupied Palestinian Territories
RRT	Rapid Response Team
SOPs	Standard operating procedures
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESCO IIEP	UNESCO International Institute for Educational Planning
UNICEF	United Nations Children's Fund
WASH	Water, sanitation and hygiene

“Save the Children repaired our school.
So we were able to get back to school
after about nine months. If the school did
not open, it would have been so sad.”

Mohammed Tariqul Islam, 13,
Bangladesh

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Methodology

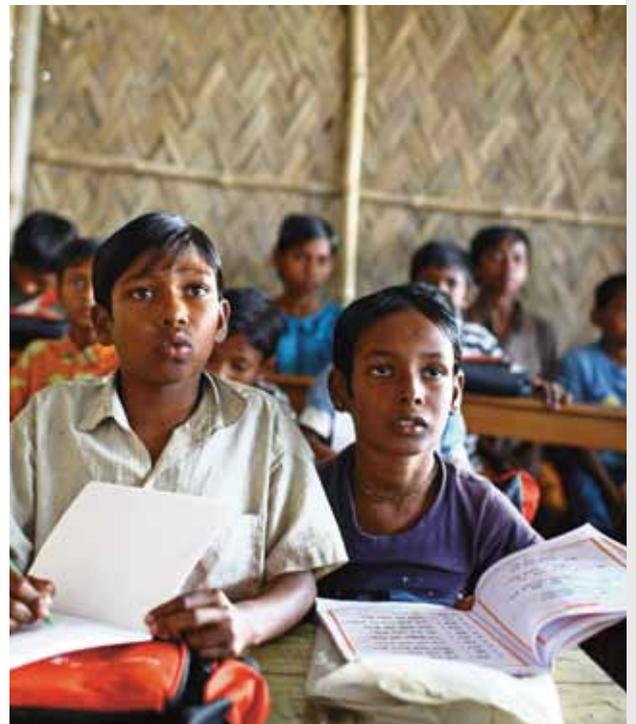
Save the Children commissioned this report in 2011. It is intended to provide a record of our experiences so far in co-leading the Education Cluster and – more importantly – a vision for improved co-leadership of the cluster in the years ahead.

The report is not an evaluation, and therefore does not attempt to demonstrate the impact of the Education Cluster's work. Instead, it takes an inside look at our co-leadership role and highlights positive experiences and key areas to be improved.

The research process began with an extensive documentation review. This included looking at previous lessons-learned exercises conducted by the Education Cluster; recommendations from the *Cluster Evaluation Phase II*;¹ other inter-cluster reviews/evaluations by OCHA and the IASC; official IASC documents; and other NGO reports on co-leadership within clusters.²

We then conducted face-to-face and phone interviews with more than 40 individuals working directly with and alongside the Education Cluster at country, regional and global levels. Interviewees included Save the Children staff, UNICEF colleagues, and members of the ECWG, OCHA, the IASC Secretariat and others.

Draft versions of the report were reviewed and improved by a small Reference Group and a wider Review Group made up of Save the Children and UNICEF staff and other members of the ECWG.



Children in class at Vita Vanga Hari Nagar Primary school, Bangladesh. The school was built following the destruction caused by Cyclone Alia.

GMB Akash/Panos Pictures

“When I grow up I want to teach children who do not have access to education.”

Isina Ali,
Ethiopia

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Executive summary

This report captures highlights from four years of Save the Children's co-leadership of the Education Cluster, both at global and country levels. We are the only non-governmental organisation (NGO) co-leading a global cluster and we believe that this unique arrangement strengthens the work of the Education Cluster. Research and interviews with a wide range of Save the Children staff and partners have emphasised the positive benefits of Save the Children's engagement, both for us as an organisation and for education in emergency actors more broadly.

That said, a number of challenges remain. Building on a recently renewed commitment from Save the Children's leadership, this report sets out recommendations to improve the work of the cluster and ultimately strengthen our accountability to children and young people affected by natural disasters and conflict.

While recognising the contributions of all active members of the Education Cluster – not least UNICEF as partner co-lead agency – this publication focuses on Save the Children's experiences of co-leadership.



Castero Joao, 4, enjoys a class in the primary school in Machalucane, Mozambique.
Per-Anders Pettersson/Reportage by Getty Images for Save the Children

Progress and priorities

The Education Cluster, like clusters covering other sectors, is mandated by the Inter-Agency Standing Committee (IASC) to ensure a more coherent and effective response. Education clusters in the field bring actors together to understand and respond to the education needs of all those affected by emergencies, particularly, though not exclusively, children and young people.

The establishment of clusters has been a huge endeavour for the entire humanitarian community. All agencies have had to adapt their ways of working and cluster lead agencies have been under intense pressure to build up their leadership capacity.

Save the Children agreed to partner with the United Nations Children's Fund (UNICEF) in co-leading the Education Cluster in 2007. Thanks to the contributions of a wide range of partners, the Education Cluster has achieved a great deal in four years.



A girl practices her handwriting skills in a temporary school that doubles as a Child Friendly space after class time, Yangon, Myanmar.

Jim Holmes / Save the Children

Achievements of the Education Cluster

- Education clusters have been mobilised in response to most major humanitarian emergencies in recent years. By December 2011, education clusters had been set up in 43 countries, with Save the Children co-leading clusters in 27 of these contexts.
 - Critical tools and resources are now in place to guide the work of education clusters, including the *Joint Education Needs Assessment Toolkit*³ and the *Education Cluster Coordinator Handbook*.⁴
 - Joint education needs assessments have been conducted in more than 10 countries using the assessment toolkit as a guide, and a training package has been launched to build capacity for future joint assessment processes.
 - More than 3,500 frontline responders have been trained in education in emergencies across the world and more than 500 individuals have been trained in education cluster coordination.
 - Lesson-learning exercises in Haiti, Pakistan, Somalia and Asia have informed the cluster's work, and more reviews are planned for the near future.
 - The global level Education Cluster Working Group (ECWG) is in place. Twenty-five organisations have formally signed up to support the work of the Education Cluster and contribute to building the cluster's technical, operational and leadership capacity.
 - The global Education Cluster has an agreed strategic plan for 2011–2013. This builds on an initial work plan from 2009 to 2010, and is currently being implemented by a range of partners.
 - The Education Cluster Unit (ECU), based in Geneva and jointly staffed by UNICEF and Save the Children, has been operational since 2008, supporting the work of the ECWG and education clusters in the field.
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The Education Cluster has come a long way in a short time. A major factor in its success has been the unique co-leadership arrangement between the United Nations (UN) and an NGO.

Despite this, the task ahead for the Education Cluster is daunting. More than 28 million children out of school are in countries affected by conflict,⁵ and millions more face interruptions to their education every year due to natural disasters.⁶ There are still significant challenges in making space for an education response in the humanitarian sphere. Education remains one of the most under-funded sectors in humanitarian appeals, receiving only 2.1% of all humanitarian funding in 2010.⁷

But Save the Children is optimistic about the future. Senior backing for co-leadership of the Education Cluster within Save the Children and UNICEF has grown over the years. Following an independent review of the co-leadership arrangement, a statement by Jasmine Whitbread and Anthony Lake, the heads of these co-lead agencies, went out to all staff of both organisations in late 2011, reiterating a shared commitment to continue co-leading the Education Cluster.⁸

Save the Children can, and will, do more to meet the challenges ahead. Our experience of co-leadership in the field, as well as our global co-leadership role, makes us well equipped for the task. We call on all actors to continue working with us to achieve quality education for the people who need it most.

Save the Children and the Education Cluster

Save the Children has made a significant investment in the effective implementation of the Education Cluster:

We believe that the **benefits** for all actors of our co-leadership include:

- Effective division of co-leadership responsibilities between two capable organisations, each with comparative advantages. Save the Children's strengths include our focus at community level, flexibility and speed, and our commitment to children's participation.
- Greater capacity and accountability to speak out on behalf of children and young people who are denied access to education, or receive a poor quality education in humanitarian contexts.
- Strengthening an already close partnership with UNICEF to generate positive results for children.
- Sending a clear message that humanitarianism works best when based on partnership between UN and non-UN actors. UNICEF and Save the Children each engage broader partnerships, helping to make the Education Cluster a more inclusive forum for collaboration.

The **gains** for Save the Children and other education actors in being part of a co-led cluster include:

- The opportunity to influence humanitarian policy decisions and strategic direction, both in the countries implementing education clusters and at a global level.
- Increased knowledge and expertise on education in emergency issues and cluster coordination, both within and beyond the organisation.
- Greater organisational visibility and opportunities to champion education in emergencies and children's rights in general.

Challenges for Save the Children in implementing our co-lead responsibilities include:

- An uneven response in terms of our own education in emergency programming.
- Varying levels of success in mainstreaming cluster lead responsibilities across countries and Save the Children organisations.
- The need for more pre-emptive planning with UNICEF and other partners to agree on the working methods of the Education Cluster before crises.
- A shortfall of resources, both in terms of the right people to coordinate the cluster and the money to deliver on our commitments.



Recommendations

As **Save the Children**, we need to strengthen our credibility by rolling out more high-quality education in emergency programmes – contributing both as a strong cluster member as well as a cluster lead. Our role as Education Cluster co-lead has to be better understood and institutionalised internally. And we need to invest more in the cluster, both in terms of building up a pool of skilled, deployable experts and finding and allocating funding to support cluster implementation. Finally, we should recognise and maximise the influence that being a cluster co-lead brings, making the most of every opportunity to advocate for people's right to an education during emergencies.

UNICEF and Save the Children together need to focus on consolidating methods of partnership together and with **ministries of education** (MoEs) ahead of crises. As co-leads, we need to better demonstrate the progress and impact of the cluster's work in order to attract more attention and support, while at the same time taking all necessary steps to address recurring challenges in the field.

Country-level education clusters should prioritise better information management to build a strong collective testimony of why education in emergencies should be included in humanitarian response. They need to work more closely with donors to address gaps in education responses to crises. Within education clusters, other NGO members should consider assuming cluster co-leadership responsibilities at national and sub-national levels, as appropriate and where capacity and resources exist.

Education Cluster Working Group (ECWG) members should continue to share the workload of the Education Cluster and use their diverse experience and skills to implement outstanding areas of work. Additional capacity building within ECWG members is needed to ensure that all staff at global and field levels understand the role of the Education Cluster and make a positive contribution to it.

Support from **the Inter-Agency Standing Committee (IASC)** and the **UN Office for the Coordination of Humanitarian Affairs (OCHA)** is needed to ensure that education is included in first-line humanitarian responses and receives adequate funding within emergency response allocations. The IASC and OCHA should put the issue of NGO leadership within all clusters back on the table for high-level discussion within the IASC and work with partners to ensure that obstacles to NGO leadership are reviewed and addressed.

Other NGOs and clusters should learn from the experiences of the Education Cluster. They should review their own policies and practices to ensure that all NGOs are able and willing to make a contribution to improved humanitarian action.

Finally, **donors** should increase overall support for education in emergencies. They should also match in-principle backing for NGO leadership in clusters with real funding.

“During the conflict the condition was unstable when we taught. We heard gunfire and students could not study. Teachers could not focus on teaching any more... Now teaching and learning will, hopefully, continue to increase little by little.”

Teacher, Aceh province,
Indonesia

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Foundations of the Education Cluster

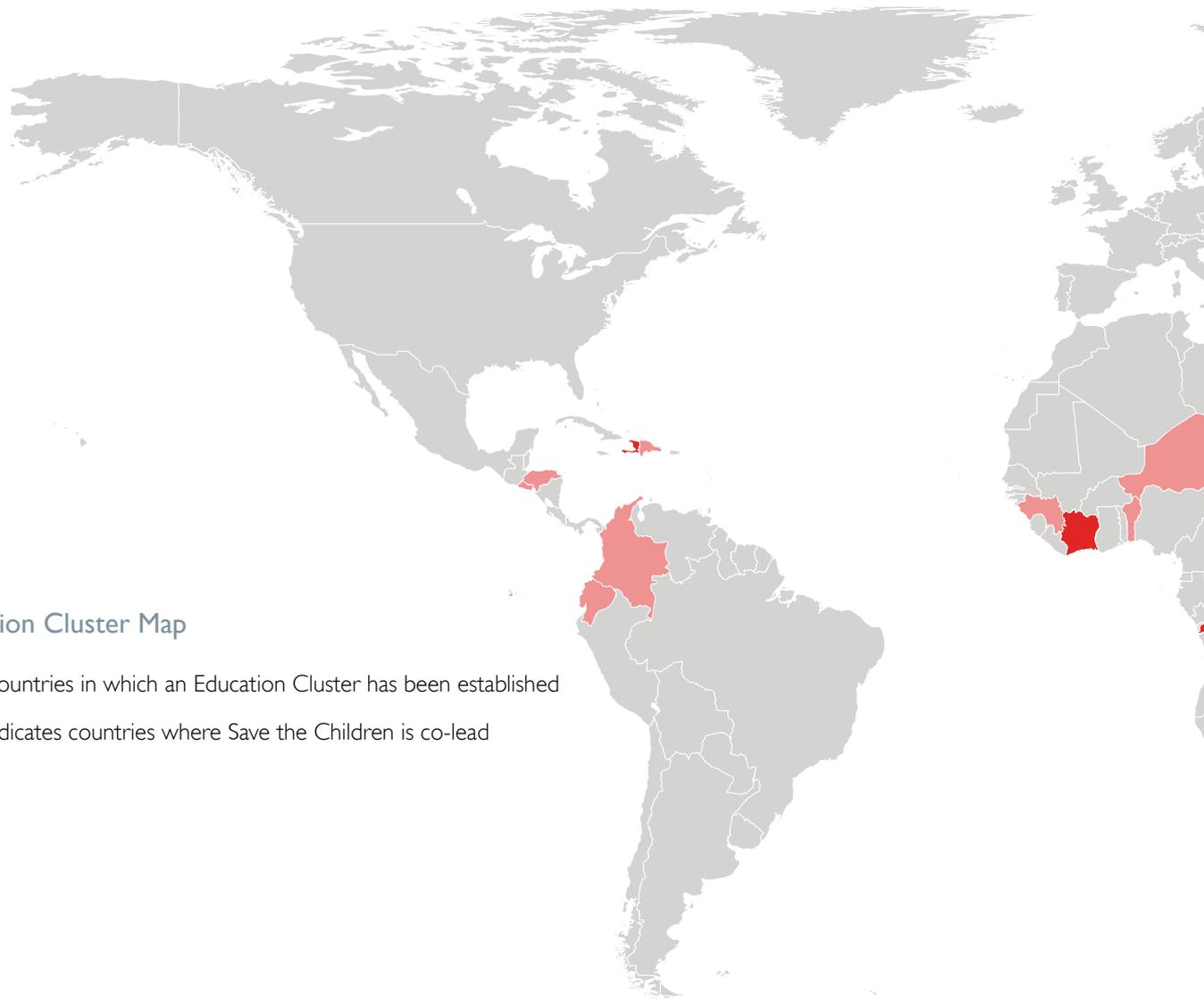
[Overleaf: full page map of the world showing presence of education clusters, highlighting Save the Children co-led education clusters]

Education is a right for all. Access to a quality education is important before, during and after an emergency. In the midst of the chaos and trauma of an emergency, education can provide structure, protection and hope for the future. When asked, children, young people and their communities consistently call for education to be given priority in emergency situations. In order to ensure accountability to affected populations, we and other Education Cluster members, donors and all actors working within the humanitarian system have a responsibility to respond by adequately prioritising education.

The Education Cluster works to support children and their families who have been caught up in emergencies to ensure a predictable and well-coordinated response to their education needs. Thanks to the Education Cluster working in close cooperation with INEE, education as an integral part of any humanitarian response has visibly gained ground in recent years. Education Cluster members have demonstrated time and again that children and their families in crisis-affected countries across the world want uninterrupted access to quality education. As humanitarian actors, we have a duty to work together with national authorities to respond.

The Education Cluster was created in 2007 as a mechanism to coordinate activities to secure access to education in emergencies. The cluster is co-led by Save the Children and UNICEF and has a global membership of 25 different agencies, represented by 50 individuals. **The Education Cluster is the only cluster co-led by an NGO at global level.**

By December 2011, 43 countries had activated education clusters, which remain at various stages of activity. Save the Children has co-led education clusters in 27 of these countries (see map overleaf). UNICEF leads or co-leads education clusters in all but one of these countries. National ministries of education (MoEs) have taken on formal co-leadership of clusters in seven countries; other NGOs have assumed co-leadership roles for education clusters at national level in two countries.⁹ And many more at sub-national levels.



Education Cluster Map

- Countries in which an Education Cluster has been established
- Indicates countries where Save the Children is co-lead

Setting up the Education Cluster

In 2005, the IASC agreed to set up clusters as part of an overall humanitarian reform process. Nine clusters were established to coordinate responses in key sectors such as health, water and sanitation, shelter and protection. Lead agencies were announced to lead or co-lead each cluster. Education was *not* included in this first list of clusters.

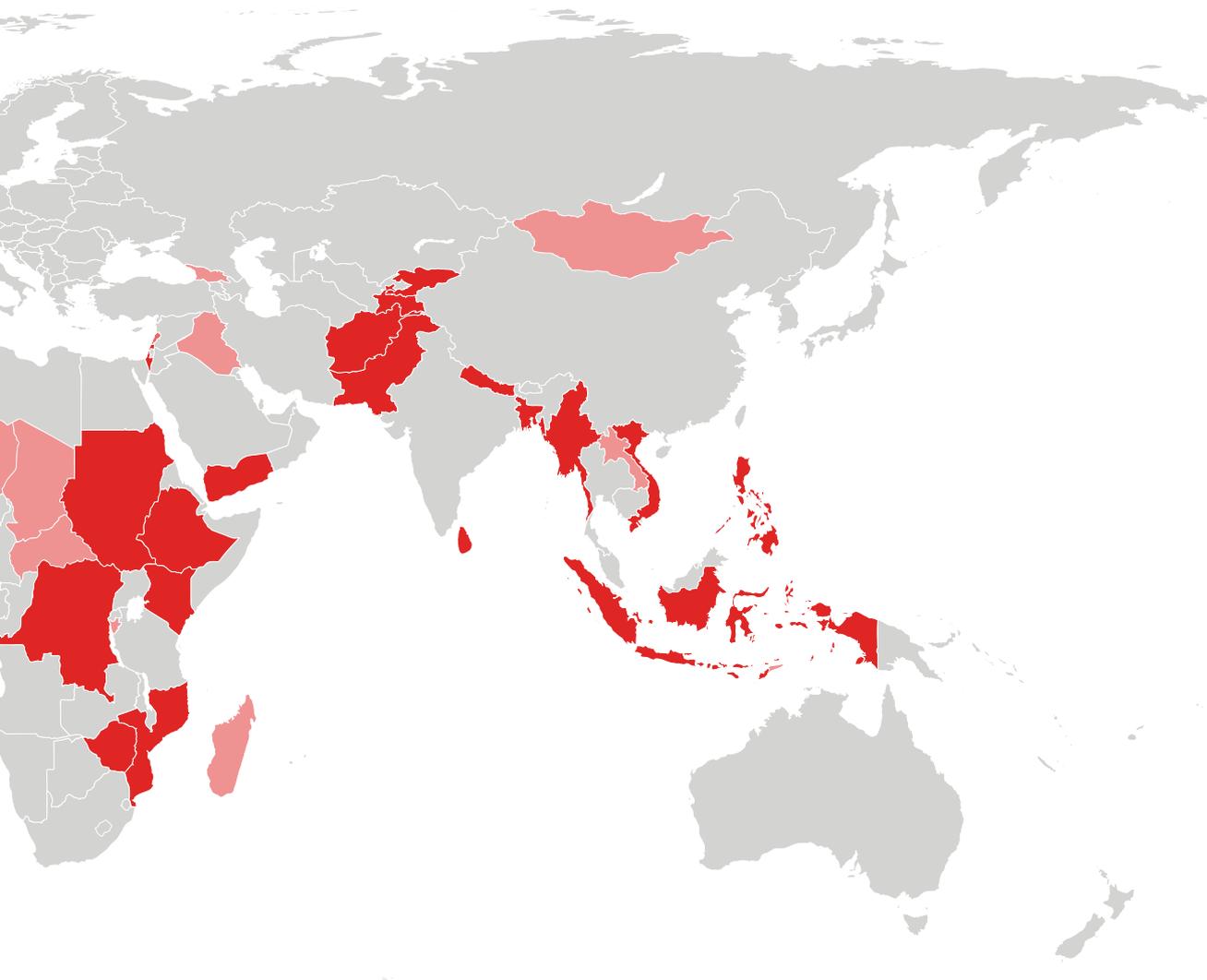
A lobby movement got underway, spearheaded by members of the Inter-Agency Network for Education in Emergencies (INEE), advocating for the establishment of an Education Cluster to work alongside the other clusters. While discussions were ongoing at global level, governments and agencies working in crisis-affected countries began spontaneously setting up education clusters. For example, in Pakistan following the earthquake in October 2005, the Government of Pakistan identified education as a key part of the emergency response and included an education cluster in their humanitarian coordination structure.

The question then turned to leadership. Save the Children's pioneering work through *Rewrite the Future*¹⁰ helped identify us, alongside UNICEF, as a possible leader for the Education Cluster. Both organisations share a dual

mandate for protecting children's rights in development and emergency situations, guided by the *UN Convention on the Rights of the Child*.¹¹ Both have a strong track record in supporting education services in countries across the globe. While our two organisations function quite differently, we are both widely recognised as front-runners when it comes to supporting children's right to education, including in emergency settings.

Following many months of behind-the-scenes advocacy, in 2006, the then UN Under-Secretary General and Emergency Relief Coordinator, Jan Egeland, invited UNICEF and Save the Children to consider co-leading a global Education Cluster. Not only did this advance education as a recognised sector in emergency response, it was also the first time that leadership of a global cluster was to be shared between a UN agency and an NGO.

In November 2007, building on months of discussion, a Memorandum of Understanding (MOU) was signed between UNICEF and Save the Children setting out the mechanics of the partnership. Later that year, the ECWG, with representatives from a wide range of agencies working in the field of education in emergencies, held its first meeting to discuss the work ahead and ways of cooperating.



Save the Children's investment in the Education Cluster

Staffing

By early 2008 the Education Cluster Unit (ECU), jointly staffed by Save the Children and UNICEF in Geneva, was up and running. Two full-time personnel and one part-time staff member currently work within the ECU on behalf of Save the Children, matched by similar staffing levels from UNICEF.

A network of individuals based across Save the Children organisations support the Education Cluster at both global and country levels, while at the same time promoting understanding and practical backing for education in emergencies within their respective organisations. In UNICEF, both headquarters education section staff and regionally based education in emergency advisors play a key role in promoting the work of the cluster and providing country-level support. Together, this team of technical advisors acts as an invaluable resource for field-based colleagues setting up and running Education Clusters.

In addition, over a four-year period, Save the Children has deployed more than 50 surge staff in different emergency contexts at the request of education clusters in the field. We have also supplemented staffing to coordinate our work in protracted emergencies. UNICEF similarly staffs coordination functions in cluster countries.

Funding

Funding from UNICEF – as part of a larger grant from the Government of the Netherlands – allowed the Education Cluster to begin functioning in practice. The full grant was US\$201 million for the Education in Emergencies and Post-Crisis Transition programme, implemented over a five-year period (2007–2011). Within this, Save the Children has received a grant of US\$3.365 million from UNICEF over three years to help build our capacity to effectively co-lead the Education Cluster.



Some 40% of that funding has been used to recruit and sustain essential staffing for the Education Cluster within both the ECU and Save the Children organisations. Ten per cent has funded Save the Children surge capacity to support education clusters in the field. Eighteen per cent has funded capacity building, in particular training for cluster coordinators and developing the *Education Cluster Coordinator Handbook*.¹² And seventeen per cent has been spent on projects, most notably developing joint needs assessment resources, advocacy tools, and work on cross-cutting issues such as education and protection.

This support has been essential in building a foundation for the work of the Education Cluster and has been used within Save the Children to secure additional funding from internal sources. For instance, while a proportion of this grant was used to deploy coordinators and others in the field, the majority of funding for surge capacity has been directly sourced by Save the Children organisations. From April 2012 Save the Children organisations will fund core ECU costs from public appeals or donor contributions.

Country-level clusters

While an Education Cluster is not always the first to be set up in new emergencies – and unfortunately in some cases is activated later than other clusters.¹³ – the vast majority of countries using the cluster approach to coordinate humanitarian action do now include an Education Cluster.¹⁴

The response coordinated by an education cluster can take many different forms. Cluster members focus on a range of interventions, depending on context and need. Activities might include providing teaching and learning materials, teacher training, setting up temporary learning spaces, promoting hygiene and school-based feeding (see **Annex I** for more detail on typical Education Cluster interventions).

Leadership arrangements for Education Clusters also vary from context to context. While there is firm agreement between Save the Children and UNICEF to co-lead the Education Cluster at the global level, the same arrangement is not necessarily followed at the country level. The majority of education clusters are co-led by UNICEF and Save the Children. There are instances, however, where other partners with greater presence and capacity in particular locations have assumed (co)leadership responsibilities.

Education clusters vary from place to place in response to **sudden-onset emergencies, chronic crises** and countries **at risk of disaster**.

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In **Haiti**, the Education Cluster was activated one week after the massive earthquake in January 2010. Approximately 100 organisations in the education sector participated in the cluster during the most intense period of the response phase, with co-leadership from Save the Children and UNICEF. A national and sub-national Education Cluster operated from Port-au-Prince and additional sub-national clusters were set up in Jacmel and Leogane.

In 2010, members of the Haiti Education Cluster collectively: established more than 1,000 temporary learning spaces; trained more than 10,000 teachers in psychosocial support for children; supported the return to school of over 1 million students; and undertook cholera prevention activities in 20,000 schools.

Discussions on exit strategies for all humanitarian clusters in Haiti, including the Education Cluster, were ongoing in late 2011.

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The Education Cluster in the **Democratic Republic of Congo (DRC)** was activated in 2006. As well as the national Education Cluster in Kinshasa, there are 10 provincial clusters, five sub-clusters and two thematic groups. On average there are around 20–30 cluster members per province, representing local and international NGOs, UN agencies and governments. Save the Children and UNICEF co-lead the national cluster and a number of other NGOs co-lead with UNICEF at sub-national level.

In 2011, members of the Education Cluster in DRC provided support for more than 200,000 children. Achievements include: the rehabilitation of more than 500 classrooms; the initiation of catch-up classes after school hours; teacher training via mobile teams on how to deal with the psychosocial needs of children; the dissemination of key education and health messages over the radio; and child-to-child interventions.

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Children pose inside of what was left of their school building in the Philippines. Veejay Villafranca/Getty Images for Save the Children;



An Education Cluster Working Group was set up in **Fiji** in 2010. Members include the MoE, the National Disaster Management Office (NDMO), UNICEF and Save the Children. They meet on a monthly basis to discuss preparedness issues, particularly in the run up to the Pacific cyclone season.

A Save the Children focal point supports the group, working closely with a specific unit for education in emergencies that has been recently established in the MoE. The working group has conducted training for more than 200 staff from the MoE and NDMO, resulting in a draft National Education in Emergencies Policy and Preparedness Plan. School-level tsunami drills have been conducted with more than 3,400 students and 700 teachers, including in schools for disabled children. A Joint Education Needs Assessment Tool has been drafted, based on generic global guidance, and is being finalised by the Working Group in Fiji.





Save the Children with other organisations supported Kodikamam Government Tamil Vidyalaya school in Jaffna to ensure displaced children continued their education in Sri Lanka
 Save the Children

Right Dorée (left), 9, and Carole, 11, smile while examining the contents of the backpacks with school materials they just received in Man, Côte d'Ivoire.
 Rodrigo Ordonez / Save the Children

The Global Education Cluster

Globally, the ECWG is made up of 25 UN and NGO agencies that have signed up to contribute to the work of the Education Cluster (see **Annex 2** for a full list of ECWG members and **Annex 3** for a diagram showing the structure of the ECWG and its links with other elements of the Education Cluster). While the work of both Save the Children and UNICEF is focused on children and realising children's rights, other members of the ECWG bring different mandates and perspectives. The UN Educational, Scientific and Cultural Organisation (UNESCO), for example, focuses on quality education for all, covering adult learning needs as well as those of children and youth; while the Refugee Education Trust is committed to meeting the broader educational needs of young people made vulnerable by displacement and crisis.

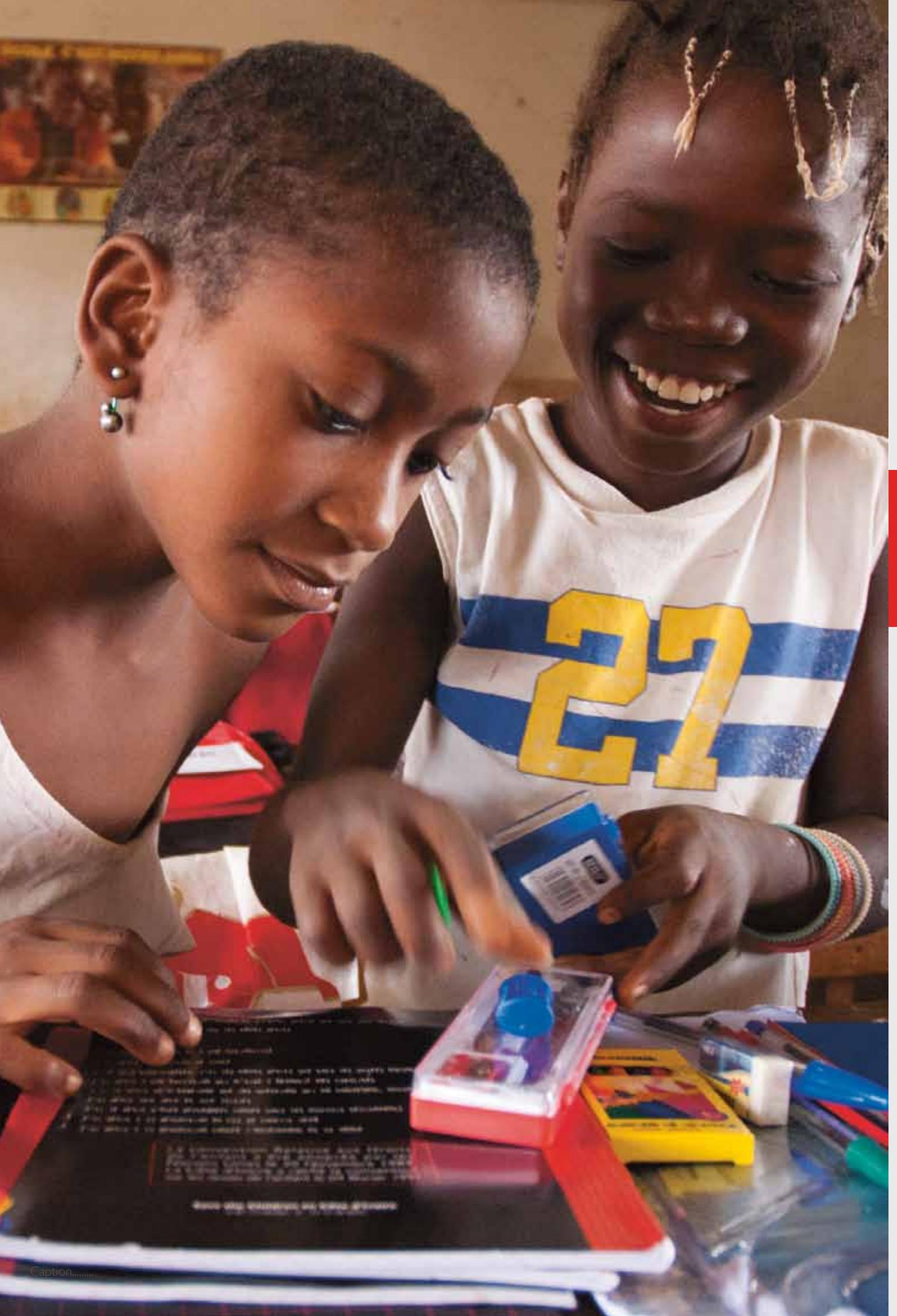
The ECWG completed its first two-year work plan from 2009–2010; and at the time of writing was coming to the end of the first year of implementing its Strategic Plan for 2011–2013. Organised in groups covering the four outcome areas of the Strategic Plan, ECWG member agencies continue to collaborate to support the work of their colleagues in the field.

Global Education Cluster strategic plan

The global Education Cluster conducted a strategic planning exercise during late 2010 and early 2011. The process involved all ECWG members, particularly INEE who contributed in parallel with their own strategic planning process for 2011–2013.

The overarching objective for the cluster's three-year strategy is to strengthen education capacities at country level to prepare for, respond to and recover from humanitarian crises. This will be achieved through collaborative work in four key outcome areas:

- Outcome 1:
Education clusters and national actors have appropriate **technical capacities**.
- Outcome 2:
Education clusters have access to **operational support** as needed.
- Outcome 3:
Shared knowledge and information facilitates effective Education Cluster action.
- Outcome 4:
Key stakeholders recognise and provide for education as an essential part of humanitarian response.



“Save the Children came to us after the earthquake and gave us moral support. Because we had lost everything and it wasn't at all easy for us to pick ourselves up. The moral support they gave us enabled us to start again.”

Rose Abellard, Principal Abellard Institut,
Haiti

5

What Save the Children brings to the Education Cluster

As Save the Children is the only NGO working at the global level within the IASC cluster system, this chapter considers the added value of our co-leadership of the Education Cluster. It asks what difference having an international NGO co-leading the Education Cluster makes, and gives examples of how our co-leadership has worked in practice.

Co-leadership

The cluster approach was designed around the concept of partnerships – encouraging UN agencies, the International Red Cross and Red Crescent Movement and NGOs to work together towards common goals at both global and field levels.

While Save the Children is the only NGO co-leading a global cluster, there are a number of instances of NGOs taking on co-leadership roles at a country-level (see **Annex 4** for examples of other UN-NGO partnership arrangements).

In addition to our co-leadership of the Education Cluster, we have co-chaired or otherwise supported a number of other clusters at national and global levels. This includes co-leadership of the child protection, protection, water, sanitation and hygiene (WASH), health and nutrition clusters in at least 10 countries (see **Annex 5** for details).

Evaluations of the overall cluster approach have shown that co-lead arrangements with NGOs have had positive effects on partnership.¹⁵ An inter-agency, real-time evaluation in Mozambique found that, “*Having NGOs in designated leadership roles makes the cluster more approachable for other NGOs*”.¹⁶ A report by The NGOs and Humanitarian Reform Project stated that NGO engagement in, and management of, clusters can lead

to “*longer term capacity for the country (in the case of a national NGO or government counterpart); or in more effective engagement of NGOs, particularly national civil society*”.¹⁷ Similarly, Oxfam’s review of its co-leadership experience with the Protection Cluster in Orientale Province in the Democratic Republic of the Congo (DRC) states, “*NGOs bring several distinct advantages to their role as co-facilitators, including encouraging greater inclusivity and ensuring linkages to communities.*”¹⁸

An independent review of the co-leadership arrangement within the Education Cluster illustrated the value of co-leadership between a UN agency and international NGO. It concluded “*Co-leadership gives the Global Education Cluster a distinct character and sends a strong signal on partnership to both the UN and NGO communities.*”¹⁹

John Ging, OCHA’s Coordination and Response Division, in a 2011 meeting with Save the Children, championed the Education Cluster as a model for other clusters. From his own interaction with education clusters in the field, as well as feedback from others, he said that “*its strength comes from the people setting up and running the Education Cluster who bring different expertise and experiences from both UN and non-UN perspectives.*”

In the words of one Save the Children interviewee during the research for this report, “*If other NGOs see an NGO involved and leading the Education Cluster, then it becomes less of a ‘UN club’ and more of an open forum for genuine collaboration.*” Or, as a longstanding ECWG participant from Plan International put it, “*When Save the Children is there, working together with UNICEF, then you know that you’re in a friendly space.*” Similarly, an interviewee from World Vision claimed, “*For World Vision, the co-leadership made a*

significant difference. Having Save the Children there working with UNICEF makes for a better opportunity to directly impact the field. The decision on co-leadership was the moment that World Vision became interested in taking part in the Education Cluster."

UNICEF and Save the Children working in partnership

At the heart of the Education Cluster is the strong partnership between UNICEF and Save the Children. We have a long history of working together for children's rights. Over the years, various agreements have been drawn up between our two organisations, regulating the transfer of funds, the joint implementation of activities, staff secondments and other day-to-day working arrangements.

The MOU between our two organisations, formalising the partnership arrangement, is a key foundational document. In the words of a senior humanitarian director within Save the Children, *"Co-leadership of the Education Cluster is the first agreement of its kind between Save the Children and UNICEF. Through an equal partnership it sets out a series of common goals and formalises our shared accountability for ensuring children's right to education at the highest level."*

Just as important is the catalytic effect that this agreement has had on operations at global and field levels. Many feel that implementation of the formal partnership has deepened the sense of joint ownership and commitment to work together effectively. Anecdotal evidence suggests that the partnership established through the Education Cluster has had a positive effect on the relationship between UNICEF and Save the Children more broadly – with more instances of collaboration and joint working, not only on education but also on other child rights issues and wider advocacy initiatives.

Busamba primary school, high up in the Rwenzori mountain range in Uganda, uses four trees to mark out four open air classrooms. Lessons are over when the rain arrives.

Teri Pengilley



UNICEF's perspective on co-leadership

During the research for this report, interviews were conducted with a wide range of staff from different organisations working at headquarters level, in regional offices and in the field. The overall message from UNICEF interviewees about working together with Save the Children on co-leadership was positive.

The UNICEF Coordinator for the global Education Cluster said, *"The structure of the Education Cluster sends a strong message about partnership and equality. It recognises the scale and breadth of the contribution that NGOs make within humanitarian response. Together, we've been able to put more capacity in place and have more flexibility to respond than we would as a cluster led by a single agency. This is crucial in the area of education in emergencies, where we are still fighting to be taken seriously as a priority sector within humanitarian response."*

Other UNICEF interviewees highlighted the following positive benefits of co-leading the Education Cluster with Save the Children:

- **The strong message that co-leading sends**, both to staff within the organisation and to external partners. The co-lead arrangement puts into practice UNICEF's commitment to work in partnership with the NGO community.
 - **The ability to speak with a louder voice on education in emergency issues to a broader range of partners.** UNICEF staff cited examples where they have successfully collaborated with Save the Children to advocate for children's right to a decent education in humanitarian situations. They also recognise that Save the Children, as an NGO, has the ability to reach out to different audiences.
 - **The compatibility of Save the Children and UNICEF given their child-focused mandates.** While UNICEF acknowledges that working together brings certain challenges, the overall objectives of the two organisations are similar enough to facilitate cooperation and a shared sense of responsibility.
 - **The 'check and balance' relationship between Save the Children and UNICEF** as co-leads was seen positively by many. There are instances where Save the Children staff have pushed UNICEF to perform more effectively as education cluster co-lead and cases where UNICEF have held Save the Children colleagues to account when necessary.
 - **The sense of team working** that often arises when individuals from Save the Children and UNICEF collaborate. Shared responsibilities are thought to have broken down organisational barriers, facilitated joint learning and enhanced collaboration between the two organisations.
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Structure of the Global Education Cluster

See **Annex 3** for an illustrative model of the overall structure of the global Education Cluster.

The Education Cluster Steering Group

The Education Cluster Steering Group has been key to cementing the partnership at a senior level. The Steering Group, a governance structure, provides oversight for the co-leadership arrangement between UNICEF and Save the Children. Members of the group have played a critical role in promoting the Education Cluster within the two organisations. Steering group representatives have used their seniority and influence to address bottlenecks and challenges to the co-leadership arrangement, both at the global level and in response to large-scale emergencies, and have worked together to ensure that co-leadership of the Education Cluster is consistently recognised as a core function in both UNICEF and Save the Children.

The Education Cluster Unit

Collaboration at the global level, and the ability to transcend organisational identities, is also illustrated in the day-to-day work of the ECU. The ECU is the main mechanism through which the two lead agencies deliver on their global cluster lead agency responsibilities. The ECU coordinates the work of the Education Cluster, including providing secretariat functions for the ECWG.

One of the key functions of the ECU is providing country support. A 'watch list' of countries has been set up to receive additional technical support from the ECU and the co-lead agencies. In the second half of 2011, this included South Sudan, Côte d'Ivoire, Kenya, Somalia and Ethiopia.

Education Cluster Unit support to the field

An example of ECU support was seen in response to the Haiti earthquake in early 2010. The ECU organised a series of dial-in meetings for members of the ECWG. The first call, which took place just days after the earthquake, brought together 36 individuals from 16 different organisations. Discussions focused on determining levels of damage to the education system and mobilising external support for the relief and recovery effort. A joint education needs assessment was conducted with the support of a consultant deployed by Save the Children. ECU staff helped write the education chapter of the humanitarian appeal for the earthquake response and prepared advocacy messages to promote education as a priority within the relief effort. Additional support was provided by the ECU to Haiti in the following weeks and months.

Globally, the ECU plays an important role in representing the Education Cluster at key fora to support inter-cluster coordination and advocacy. For example, ECU staff represent the Education Cluster in meetings of the IASC Information Management Task Force (IMTF) and Needs Assessment Task Force (NATF). Thanks to ECU participation, the NATF's draft tool for Multi-Cluster Initial Rapid Needs Assessment includes indicators and questions to determine the scale and scope of education needs. The IMTF's distance learning package on information management, which was developed with the support of the ECU, is now open to all education cluster members.

The ECU has facilitated several 'lessons learned' exercises in large-scale emergencies, such as the **Haiti** earthquake and the **Pakistan** floods in 2010, and thus identified systemic challenges within the Education Cluster. These studies have contributed to improving joint practice – not only for the co-lead agencies, but also for the cluster as a whole.

The ECU organises twice-yearly meetings of the ECWG. These allow ECWG members to meet face-to-face to discuss progress and identify priorities for the work ahead. The hosting of these meetings alternates between UNICEF and Save the Children.

Mainstreaming Education Cluster responsibilities

Both co-leads have made good progress in mainstreaming education cluster responsibilities and tasks within their organisations. As well as providing dedicated staffing for the cluster at both global and field levels, Save the Children's education and humanitarian strategies include specific measures to strengthen our contribution to the work of the Education Cluster:

- Our Education Global Initiative sets out ambitious targets for increasing the number of children reached through our education work in protracted crises and sudden-onset emergencies. It includes goals for decision-makers in education and emergencies beyond Save the Children, including targets for donors to increase the amount of funding for education in emergencies. The strategy includes activities to strengthen partnerships, including via the Education Cluster; and to use our collaboration with others to ensure a better-coordinated response to education needs in emergency situations.
- Co-leadership of the Education Cluster is a critical part of Save the Children's Humanitarian Strategy. It allows us to maintain our position as a key child-focused response agency and gives us the opportunity to influence humanitarian decision-making processes relating to the needs and priorities of children.

Broader partnerships

While the co-leadership arrangement between UNICEF and Save the Children is critical, broader membership of the Education Cluster has helped the partnership to work effectively in the most challenging of environments.

Rather than having a fixed membership, the number and composition of education cluster members at the country level varies widely depending on the nature and scale of the crisis. For example in **Haiti**, during the height of the earthquake response, more than 100 organisations participated in the Education Cluster. In **South Sudan**, there are around 240 cluster members representing national and state level government, UN agencies, local and international NGOs and donors. In contrast, in **Mindanao** in the Philippines, around 15 actors regularly participate in the work of the Education Cluster. The Education Cluster in **Nepal** is similar in scale, but with additional participation from teachers' unions and an education journalists' body.

In **Ethiopia**, the Education Cluster has many more NGOs attending and actively participating since a Save the Children Education Cluster Coordinator was recruited in mid-2011. Bilateral discussions with NGOs and a conscious effort to encourage different voices and perspectives have created a more open and inclusive coordination forum for all education in emergency actors.



Children return home after attending classes at a Save the Children temporary school in Middle Island, Myanmar, 2008. The temporary school was set up following the devastation caused by Cyclone Nargis.

Save the Children

In **Pakistan**, the Education Cluster brings together an impressively diverse network of organisations. Its membership includes UN agencies, international and local NGOs, as well as donor representatives. Following severe flooding in the country in 2010, five coordination hubs were set up in flood-affected provinces, in addition to the national level Education Cluster already operating from Islamabad.

A lesson-learning exercise in **Pakistan** in early 2011 brought positive feedback from Education Cluster members. NGO members in particular said that at the provincial level the cluster was a 'platform of partnership' where participants worked together to share ideas and improve practice. Coordination was reported to be particularly strong with local agencies, many of which were extremely appreciative of the cluster as a forum where they could build their capacity and gain access to the Government of Pakistan.²⁰

In **South Sudan**, UNICEF and Save the Children were congratulated for developing an education strategy for the Consolidated Appeals Process (CAP) 2012 in detailed consultation with Education Cluster members at both national and sub-national levels. Feedback from the South Sudan Humanitarian Country Team (HCT), as well as an NGO secretariat that meets regularly with the Humanitarian Coordinator (HC), was extremely positive. The Education Cluster was highly praised for its collaborative approach to developing the CAP strategy and for presenting its case so effectively, using

an innovative vulnerability index to map priority areas for response. The process not only led to a robust and well-defined strategy for emergency education responses in South Sudan, but also contributed to capacity building, particularly for national and local actors.²¹

In **Haiti**, discussions have turned to the transition from clusters towards a nationally led coordination structure. Based on positive experiences from the Education Cluster, the establishment of an NGO coordination group for development-orientated education issues has been established. This group sustains the opportunity created by the Education Cluster for NGOs to meet regularly and at the same time provides an obvious entry point for the MoE to communicate with the NGO community. Save the Children chairs the NGO Forum, continuing on from our co-leadership role within the Education Cluster:

Our enthusiastic approach to cluster co-leadership may have had a catalytic effect on UN-NGO co-leadership more broadly. In **Pakistan**, the Education Cluster's model of UN-NGO co-leadership has attracted attention from others within the humanitarian community. A number of other clusters²² in Pakistan are now in the process of identifying NGO co-leads, using the Education Cluster as a positive example.

The positive model of UN-NGO collaboration demonstrated by the Education Cluster can influence others to also step up and take on leadership functions.



Plan International now co-leads the regional **West Africa Education Cluster** platform with UNICEF, as well as the national Education Cluster in **Timor Leste**. An interviewee from Plan International claimed that agreement within the organisation to take on this responsibility partly came from seeing Save the Children successfully implement the co-leadership role at global level.

Working with national and local authorities

National authorities have the primary responsibility to take care of those affected by emergencies within their territory.²³ This includes ensuring that the right to education is upheld, even during times of crisis. It is critical, therefore, that education clusters in the field support or complement existing national and local response mechanisms rather than create parallel structures. Not only does integration with government coordination structures generally strengthen the immediate response effort, it also paves the way for a smoother transition to recovery once the emergency phase is over.

For education clusters this generally means working closely with MoEs and/or other relevant ministries at national and sub-national levels. Official numbers show that MoEs co-lead education clusters in seven countries. However, in reality the numbers are much higher, with strong informal cooperation between co-lead agencies and national and local authorities in most countries where education clusters are active.

UNICEF is widely recognised for the crucial support that it provides to governments, at both national and sub-national levels, while Save the Children's work typically relies on close cooperation with other NGOs and civil society groups, as well as local level authorities and other direct service providers. However, given the nature of cluster leadership and the critical importance of working together with governments within a common framework, we have also built up our own experience of providing direct support to national and local authorities.

Along with UNICEF and other cluster members, Save the Children has directly supported MoEs to take on a leadership role in a number of different contexts. For example, in **Kenya**, a national Save the Children staff member recruited to work with the Education Cluster has been embedded within the Kenyan MoE to boost national capacity and ensure continuity of national leadership during the recovery process. Similarly, in the **Solomon Islands**, an individual employed by Save the Children sits within the MoE to provide technical expertise and support for the Education in Emergencies Working Group. In **Haiti**, from the outset of the Education Cluster's work after the earthquake in 2010, the focus has been on building the capacity of the education authorities at national, local and school level. Targeted initiatives have supported the ability of education authorities to effectively coordinate and manage the response effort, while simultaneously building a strong foundation for their leadership during longer-term recovery of the education sector.

Save the Children's dual role within the Education Cluster

As Save the Children, we need to perform a dual function of being an effective cluster co-lead agency as well as a strong cluster member. At a country level, our education programme should be represented in the cluster separately from Save the Children cluster coordination staff.

Globally, we have taken on distinct elements of the ECWG's strategic plan to drive particular work-streams. The tools and resources that Save the Children has developed have helped to build up staff capacity within the organisation and for all other education in emergency actors. The training package on education cluster coordination, which was developed with oversight from Save the Children in collaboration with other cluster members, has been used to train hundreds of staff from different organisations in regions and countries across the world. In addition, the *Education Cluster Coordinator Handbook* and *Joint Education Needs Assessment Toolkit*²⁴ were both developed and published by Save the Children, albeit on behalf of the cluster with significant inputs from other members. These form a vital resource for staff working in countries affected by crises. The handbook provides background information and tips for those in country-level coordination roles. The toolkit, and the *Short Guide to Rapid Joint Education Needs Assessments* that accompanies it,²⁵ can help an education cluster coordinator to quickly plan, implement and analyse data on education needs.

In March 2011, on behalf of the global Education Cluster, Save the Children worked together with INEE to compile a kit of key tools and documents on coordination of education in emergencies.²⁶ Folders went out to Save the Children and UNICEF staff in more than 45 countries to serve as a reference library for education cluster members when delivering a coordinated and quality response to education needs in emergency settings. Other members of the ECWG are playing an equally crucial role by dedicating resources and staff time to drive the work of the cluster at the global level (see **Annex 6** for examples of contributions from ECWG members).

Division of labour

In the midst of an emergency – whether protracted or sudden onset – the work of a country-level education cluster coordinator can seem overwhelming. The list of duties is long and diverse, requiring time, dedication and a varied skill set. Key tasks include everything from organising meetings and writing up minutes, to promoting national ownership and leadership of emergency response activities, facilitating capacity development and coordinating sector-wide preparedness and response plans.

There is no one correct way to staff an education cluster. Staffing decisions will depend on the nature of the crisis, the capacity of the organisation/s leading the cluster, accessibility of funding and the availability of appropriately skilled and trained individuals. As far as possible, it makes sense to divide cluster coordination duties between more than one person. Education clusters often determine their own staffing structures through discussion between agencies in-country and advice from headquarters, but a few recurring models emerge.

Education Cluster staffing models

- 1. UNICEF and Save the Children Cluster coordinators working side by side**, such as in **Myanmar** after Cyclone Nargis in May 2008. Cluster coordinators played to the strengths of their respective organisations in Myanmar, but worked together when needed to present a common front. Coordination meetings were jointly chaired by both coordinators, for example, and important meetings with government counterparts were attended by both organisations – presenting a united UN-NGO front and tackling difficult issues together.
 - 2. A UNICEF education cluster coordinator working with a Save the Children deputy education cluster coordinator**, as in **South Sudan**. UNICEF has provided a Cluster Coordinator and Save the Children a Deputy Cluster Coordinator. The Cluster Coordinator for UNICEF took an active role in the recruitment process of the Deputy position – screening applications, taking part in the interview process, etc – and both staff members now work together as a close-knit team.
 - 3. A UNICEF education cluster coordinator working with a Save the Children information management officer**. In **Côte d’Ivoire**, for example, the Cluster Coordinator focuses on overall facilitation of the Education Cluster and managing relations between cluster members, and the Information Management Officer plays a key role in supporting coordination through information sharing and providing an evidence base for informed decision-making.
 - 4. A UNICEF education cluster coordinator working with a mix of sub-national Education Cluster co-facilitators** split geographically at the sub-national level. This provides an opportunity for other organisations, beyond Save the Children and UNICEF, to also take on leadership roles in parts of the country where they are implementing programmes and already have close links with community-level networks. In **DRC**, for example, 10 organisations in addition to UNICEF and Save the Children co-facilitate education clusters at the sub-national level.
 - 5. Either UNICEF or Save the Children recruiting an education cluster coordinator supported by both agencies working behind the scenes**. In both **Ethiopia** and **Somalia**, Save the Children has recruited cluster coordinators, both of whom receive solid practical support from UNICEF and Save the Children colleagues.
 - 6. UNICEF and Save the Children collaborate to fund a national staff member to act as cluster coordinator and co-chair the cluster at national level with a MoE official**. This approach has been adopted in **Kenya**. Similarly in **Ethiopia**, the long-term vision for staffing of the Education Cluster is to recruit a national staff member who will be funded by Save the Children but housed in the MoE. That person will report jointly to government, Save the Children and UNICEF, thereby overcoming any perceptions of single agency affiliation.
 - 7. UNICEF and/or Save the Children support a national NGO or umbrella organisation to co-lead the Education Cluster** together with the MoE as adopted in **Uganda** in 2010. Since the transition from humanitarian clusters in Uganda to nationally-led coordination structures, both UNICEF and Save the Children have supported the MoE and the Forum for Education NGOs in Uganda (FENU) to lead on emergency preparedness, response and risk reduction in the education sector.
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Playing to strengths

However the workload is divided, the point is that the responsibility is shared — and shared in a way that plays to the strengths of the organisations and individuals involved. One of the main benefits of sharing co-leadership between Save the Children and UNICEF is the opportunity for complementarities to emerge.

During a 2009 cluster activation workshop in **Vietnam** between Save the Children and UNICEF, participants mapped out the different strengths of their agencies in relation to the responsibilities of the Education Cluster. While UNICEF was seen as having a solid track record in working at a strategic level with government, advocacy and fundraising, Save the Children was rated highly for our grassroots work, including disaster risk reduction in schools and relationship building with community-level stakeholders.

Following conflict and displacement in **Sri Lanka** in 2009, the Education Cluster was activated with Save the Children and UNICEF in co-lead roles. Both organisations provided staff to support coordination. The task was difficult and working with government meant negotiating around some sensitive issues. UNICEF was obliged to dedicate time and resources to discussing three or four delicate areas concerning staffing and the distribution of supplies with the government. In a less visible role, we were able to concentrate on operational issues and could take forward the work of the Cluster relatively unhindered.

In the **occupied Palestinian territories (oPt)**, in Gaza in 2009, UN agencies were constrained by strict security regulations. Save the Children was relatively active and mobile on the ground and therefore able to focus on developing partnerships with local organisations. This helped diversify membership of the Education Cluster and grounded its work in the realities of the affected Palestinian population.

Our flexibility as an operational partner also brings benefits for the Education Cluster. With relatively minimal bureaucracy, our priorities can be re-orientated and funding re-channelled according to changing needs on the ground. Rapid Save the Children staff deployments have benefited many country-level education clusters, demonstrating our speed and flexibility as an emergency response orientated organisation. Save the Children staff were rapidly deployed to **Haiti, Myanmar** and **Zimbabwe**, for example, just days after requests were received from countries for coordination support.

In the **Horn of Africa**, within one week of the emergency being declared, Save the Children Denmark's Education in Emergencies Advisor arrived to support the joint education needs assessment in Somalia. Cluster coordination staff quickly followed to Kenya, Ethiopia and again to Somalia to focus on the Education Cluster, allowing existing staff to concentrate on Save the



Children displaced by the violence in Côte d'Ivoire in 2010 write out lessons in a temporary classroom in a UNHCR refugee camp in Liberia.
Jane Hahne

Children's own support to affected communities. Regular calls with each of the individual countries were organised by the ECU to discuss the changing situation and additional support needs.

Improving the quality of interventions

Save the Children is recognised not only for our coverage in countries across the world, but also for the quality of our programming. In terms of education in emergencies programming, our reputation continues to grow. Building on the success of Save the Children's *Rewrite the Future campaign*,²⁷ our new education strategy²⁸ includes a significant emphasis on education in emergencies. As well as seeking to increase access to education for children affected by conflict and disaster, it aims to improve the quality and relevance of their learning. This focus on quality and child participation influences the way that Save the Children implements its responsibilities as both an Education Cluster member and co-lead agency.

In a pilot joint education needs assessment in **Yemen** in 2010, UN, NGO and MoE representatives set out to determine the main needs and priorities of displaced children and youth. It was important to Save the Children that the needs assessment was genuinely participatory



and allowed the voices of children affected by the crisis in Yemen to be heard. One of the biggest challenges for data collectors was finding and talking to out-of-school girls, many of whom were at home and were either not aware of or not allowed to participate in focus group discussions. Our staff, who had already invested heavily in relationship building with communities, were able to locate and persuade a number of girls to come out of their homes and talk to enumerators.

Those discussions generated useful results. They revealed the reasons that girls were not coming to school – mainly because of parents' attitudes to girls' education and safety issues for girls travelling to and from school, but also due to fear of corporal punishment, a lack of separate female latrines and a shortage of female teachers. When combined with macro-level data on school enrolment from government and UN sources, the needs assessment helped to build an understanding of the scale of the problem and the complexities of providing quality education for both girls and boys in Yemen. The results were used to determine the Education Cluster's strategy and influenced approaches by a wide range of actors, including the MoE. The education response that has followed has not only focused on 'hardware' – such as rehabilitation of damaged schools – but also addressed

the 'softer' side of education, with projects covering areas such as professional support to teachers and innovative approaches that target out of school youth, including girls, as well as community-level advocacy to ease tension between displaced populations and the host community.

In **Sri Lanka**, our work has traditionally focused on child-centred disaster risk reduction. Initiatives, in both disaster and conflict-affected parts of the country, have included: the rehabilitation and construction of schools and early childhood development centres to make them more resilient to future disasters; hazard risk mapping done by children in hundreds of communities; and teacher training on how to protect children during times of crisis.²⁹ By working with children and their communities to integrate risk reduction through all of our programme areas, we have succeeded in reducing the risks facing children in natural disasters and through displacement caused by armed conflict.

Through co-leadership of the Education Cluster in Sri Lanka, we have been able to influence other key actors to make child-centred disaster risk reduction a core pillar of the collective approach to emergencies. This scaling up of disaster risk reduction has led to concrete achievements, such as the inclusion of child awareness programmes in Sri Lanka's National Disaster Risk Reduction Strategy.

Speaking out on behalf of children

As Save the Children we are well known for our advocacy work, and our willingness to stand up and speak out on behalf of children and their families. By virtue of being a UN agency, UNICEF typically has a closer relationship with governments and at times must be cautious about vocalising its position on sensitive issues. As an NGO, we have more 'breathing space' and have been able to use the platform of the Education Cluster to bring about positive change.

In 2009, in a part of conflict-affected **Pakistan**, a girls' school was attacked and a number of students and US military personnel were killed. International media coverage of the incident focused almost exclusively on the tragic loss of US life, barely mentioning the schoolgirls who had also been casualties of the attack. As Education Cluster co-lead, we chose to highlight the incident as an example of the dangers of blurring civil and military lines, believing that the school was targeted because of military involvement in reconstruction work. We argued that this had attracted the wrong kind of attention and put innocent lives at risk. While 'winning over hearts and minds' projects of this kind have continued, our advocacy led to some frank discussions within the humanitarian community in Pakistan, as well as wider awareness of the risk of blurring the lines between military and humanitarian objectives.

In 2009 in **Zimbabwe**, we were also able to use the platform of the Education Cluster to advocate for positive change. Rural schools make up approximately two-thirds of primary schools in Zimbabwe and school fees can make education inaccessible for many children living in rural areas. Following a series of consultations with NGOs led by the Education Cluster, the Ministry of Education, Sport, Art and Culture announced the abolition of school fees for rural primary schools, thereby opening up the education system to large numbers of particularly vulnerable children.

Stories like this are echoed in many other countries, where Save the Children has been able to work together with others to push for a vision of change on behalf of vulnerable children.



“Our school is ruined and we had nowhere to play. Since the Child Friendly Space has been opened, we are allowed to go there. It is safe and all the children have a good time, reading, playing and learning new things.”

Sana, 6,
Pakistan

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What Save the Children and others gain from the Education Cluster

Effective co-leadership of the Education Cluster opens up opportunities, not only for Save the Children, but for all education in emergency actors. At both global and field levels, the opportunities and leverage that being a cluster co-lead brings cannot be underestimated.

Influencing humanitarian decision-making

The role of Education Cluster co-lead has a certain status and provides an opportunity to participate in strategic humanitarian discussions. At the field level, this means taking part in inter-agency meetings (such as the HCT and inter-cluster coordination discussions), direct communication with the HC when needed, and access to high-level decision-makers within MoEs and other government departments. This access and influence allows Save the Children to bring the voices of children and communities into high-level discussions and decision-making processes.

In **Côte d'Ivoire**, where our Country Director participates in meetings between cluster lead agencies and the HCT, Save the Children is able to influence important decisions, such as the prioritisation of sectors and allocation of resources. We also have early access to important information, such as deadlines for developing cluster strategies and providing inputs to humanitarian appeals. A seat at the table not only allows us to represent our own views and priorities, but when appropriate, the perspectives of other NGOs and civil society organisations.

In **Ethiopia**, the humanitarian clusters work with and alongside the government-led structures that exist for both development and emergency coordination. The Education Cluster Coordinator, representing the education sector, is regularly invited to key meetings. In line with the government's development and humanitarian strategy, the priority is on disaster risk management, including within education programming. The Cluster Coordinator has been able to take this key information back to the Education Cluster and work with members, including Save the Children, to strengthen the collective emphasis on reducing disaster risk through education in emergency responses.

Even outside of the cluster approach and in non-emergency periods, co-leadership can result in a stronger voice within education sector coordination groups, where NGO participants have traditionally been scarce. This provides an opportunity to work with MoEs, donors and multilateral agencies to influence sector reform, ensuring that preparedness and risk reduction are reflected in education sector plans and budgets.

Education cluster co-leadership also provides openings for us at the global level. We are offered a seat at high-level meetings – from invitations to participate in IASC Working Group meetings, to technical discussions in various IASC task forces and working groups.

High-level donor meetings with cluster lead agencies are organised annually in Geneva. At a donor/cluster lead meeting in February 2011, participants discussed expectations around cluster coordination costs and functions at the country level.³⁰ Our participation in the meeting allowed us to articulate and demonstrate the positive leadership role that NGOs can – and do – play within the humanitarian system. Meeting participants reconfirmed the need for greater recognition and support for NGO leadership at country level, and recommended that donors should explore mechanisms to fund NGOs directly for their engagement in coordination.

A number of working groups have been set up to take forward the recommendations from the Cluster Approach Evaluation Phase II.³¹ Together with OCHA, Save the Children co-chairs a thematic group looking at leadership roles of NGOs in clusters. The group is gathering examples of NGO co-leadership and will seek to engage the IASC, donors and other NGOs in discussions to overcome barriers preventing NGO leadership in practice.

In addition, thanks partly to our position as a cluster lead agency, we have been invited to speak at high-profile events such as the CAP launch, the International Strategy for Disaster Reduction Global Platform, and the presentation of the annual Education for All Global Monitoring Report, to name but a few. We have been able to use these platforms to successfully advocate on behalf of children affected by emergencies and to lobby for greater support for education.

Building capacity

Education in emergencies is still a relatively new sector in the humanitarian sphere. Moreover, despite the impressive rollout of the clusters in emergency settings, there is still a way to go in terms of consistent understanding and implementation of the cluster approach. That said, since the creation of the Education Cluster, there has been impressive growth of technical expertise and experience both within Save the Children and across the membership of the cluster. The more we have contributed to the Education Cluster, the more we have collectively gained in terms of institutional knowledge and experience.

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Building capacity within Save the Children and the Education Cluster

Globally, the Education Cluster has trained more than 3,500 frontline staff on education in emergencies in 47 different countries, with participants from more than 100 countries. Trainees have learned why education is a priority in emergency situations, how to respond to education in emergency needs, and the role of the Education Cluster and other coordination mechanisms in supporting a collaborative response.

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More than 500 people have been trained in education cluster coordination, of which approximately 90 are Save the Children staff. They have learned about the cluster approach, the responsibilities of the Education Cluster and practised the soft skills necessary to play the role of education cluster coordinator in the field.

We have deployed more than 50 staff to take on the role of education cluster coordinator, deputy coordinator or information management officer in 17 different countries. UNICEF and its standby partners have also deployed many of their own staff in similar roles.

Approximately 25 Save the Children short-term missions have been organised to support education clusters during set-up, periods of intense activity and transition from humanitarian to development coordination. UNICEF and other ECWG members have organised similar support missions.

Putting education in emergencies in the spotlight

Another clear gain for us and for education actors across the board is visibility, and the opportunity that provides to champion children's rights and make the case for education in emergencies.

There is growing acceptance of the importance of education within humanitarian responses. Education clusters regularly sit beside other clusters in the humanitarian coordination architecture. Actors working in other key sectors and clusters are beginning to see education as an entry point for their own work. Inter-sector rapid needs assessments increasingly include questions about the impact of disasters and conflict on education services. And education strategies and projects are now more often than not included in international appeals for emergency funding.

But there is still a long way to go, and significant challenges remain at both global and country levels in making space for an education response in the humanitarian sphere. In countries affected by crisis, Save the Children has worked with UNICEF and other partners to highlight education needs and make the case for a robust education response. In **Pakistan**, for example, the Education Cluster widely disseminates weekly bulletins, highlighting outstanding needs and gaps. In **Côte d'Ivoire**, advocacy messages for the HC and other senior in-country leaders were jointly prepared by UNICEF and Save the Children on the impact of prolonged school closures and the need for a concerted effort to get children back into school quickly.

The Education Cluster in **South Sudan** has led advocacy efforts on the issue of occupation of schools by armed groups. In 2011, 18 schools were occupied across the country, putting lives at risk and disrupting the education of more than 10,000 children. The estimated cost of damage to facilities and infrastructure is US\$1 million. The Education Cluster has established systems at national and sub-national level to monitor and report on the extent of this problem and regularly liaises with OCHA and child protection colleagues to discuss solutions. The Vice President's Office and the national Ministry for Humanitarian Affairs have been briefed on this serious issue, as has the UN Security Council in New York.

Advocacy is vital, and we and others must continue to voice our concerns about lack of access to quality education for children in crises. However, in so doing there is a level of reputational risk. Once we have worked with others to champion the issue of education in emergencies, we and the wider Education Cluster are then under intense pressure to deliver results.

Left Teacher Mme Devalon Jean Charles helps Erby, 6, with his lessons in Jacmel, Haiti
Susan Warner/Save the Children

“I would like to encourage more girls to get an education. It’s far better to learn life skills than the education of war. If we go to school maybe there will be no war.”

Sarah, 15,
South Sudan

7

Addressing challenges

When the cluster approach was first introduced in 2005, it meant significant changes for all humanitarian actors. Organisations have had to adapt, and cluster lead agencies have invested heavily in building up their leadership capacity. While much progress has been made since the Education Cluster was first established in 2007, there are still a number of areas that need further attention.

Previous chapters have demonstrated the benefits and the gains of our co-leadership of the Education Cluster. This chapter reviews the remaining obstacles and outlines some of the measures that are already being taken to address outstanding problems.

Strong education in emergency programming

For Save the Children to be seen as a viable Education Cluster co-lead and to inspire commitment and action from partners, we have had to lead by example. It is important that our programmes reflect the rhetoric of the Education Cluster – that all actors need to work together to provide access to quality education for people affected by crises.

Given our global leadership of the Education Cluster, we must prioritise – and be seen by others to prioritise – education in emergencies within our own response. In the words of one Save the Children interviewee, *“If Save the Children forgets to highlight education within emergency response, then how can we expect others to pay attention?”*

It is possible to co-lead a cluster without having our own active education in emergency programmes in place. We have done so in several instances, such as in **Kyrgyzstan** following civil unrest in 2010. However, we have learned over time that this can put us at a disadvantage and may compromise our effectiveness. It is through our own direct interventions that we come to understand the context in which we are working, develop partnerships with other agencies and build up trust with local communities and service providers.

In **Sumatra**, following the earthquake in September 2009, we made a concerted effort to put all the necessary components in place. A strong country programme with pre-existing education projects was quickly complemented by additional education in emergency activities. Programme staff were able to continue their important work thanks to the addition of a short-term staff member, already trained and experienced in cluster coordination, who focused 100% on the role of Education Cluster Coordinator together with UNICEF. In this case, we were seen as an effective Education Cluster co-lead agency, and were able to mobilise partners, thanks to the good work of the Cluster Coordinator and strong commitment from our in-country staff.



Children walking to school, Sathipaila village, West Nepal. Nepal has been struck by conflict and unrest since 1996. The last few years, school has often been closed.

Luca Kleve-Ruud / Save the Children

Our co-leadership credibility is strengthened when we are able to contribute both as a cluster lead as well as a strong cluster member. In concrete terms, this means having a robust country programme with a strong education component that incorporates preparedness for education needs in emergencies. It also requires having the flexibility to adapt and supplement existing programmes with specific education in emergency interventions, and both the willingness and capacity to support coordination through the Education Cluster mechanism.

Save the Children is already taking steps to scale up and improve our education in emergency programming. Save the Children UK's Education in Emergencies Breakthrough Project, for example, is helping to build capacity to ensure that education is part of every large-scale Save the Children emergency response. The project provides funding and technical support for our own interventions to get children back to school as quickly as possible and to integrate education with other areas where we are active, such as child protection, health and nutrition. Similarly, Save the Children's overall education

strategy includes ambitious plans to rapidly increase our own response to education needs in emergencies. Seed funding, technical support and increased numbers of deployable staff will help us to realise this goal.

Institutionalising education in emergencies

While co-leadership of the Education Cluster is firmly agreed at the global level, this does not imply that assuming co-leadership at the country level is mandatory. If we lack the necessary capacity and resources to take on this additional role, we should signal this and take proactive steps to look for an alternative solution in collaboration with other partners. However, where we have the presence on the ground and the capacity to co-lead, we should do so, thereby honouring the institutional commitment that we have made within the IASC. Explicitly including cluster responsibilities in the job descriptions of senior managers is one way of ensuring that we systematically fulfil our cluster lead accountabilities at the country level. More often than not, education cluster coordinators and other coordination staff deployed by Save the Children do an excellent job and work together effectively with UNICEF and other partners to deliver a coordinated approach. But implementation of cluster lead responsibilities is about more than just putting a good coordinator in place. It requires a serious commitment from senior management through to technical project staff to support the Education Cluster and the cluster approach in general. Accountability works best when there is good communication between an education cluster coordinator and a country director. Wherever possible, a direct reporting line should be established so that senior management is aware of the work of the Education Cluster and able to take up the issues the cluster faces in other platforms. Not having a reporting line between a cluster coordinator and our own education staff also bypasses concerns from cluster members regarding any conflict of interest between our co-leadership role and Save the Children's own programmatic responsibilities.

In countries such as **Myanmar, Côte d'Ivoire** and **oPt**, where there have been good links between education cluster coordinators and senior in-country management, the benefits of working in close cooperation have been two-way. Frequent interaction has provided opportunities for Save the Children to influence the strategic direction of the cluster for the benefit of children. It has also led to early access to joint needs assessment data, strengthened links with a wide range of potential partners working in the field of education, and provided an opening to work together with UNICEF to strengthen our strategic partnership.

However, despite the benefits that co-leadership can bring, taking on the role of Education Cluster co-lead is an additional responsibility on top of already busy workloads. Extra technical support during particularly intense periods – for cluster coordination and emergency education programmes – has provided some relief. Initiatives, such as dissemination of Save the Children and UNICEF's *Joint Country-level Guidance on Education Cluster*³² Establishment and Leadership, have helped to clarify expectations for teams on the ground. Our own internal Save the Children procedures for senior in-country leadership are also clear on the need for substantive and consistent leadership of the Education Cluster and participation in other relevant clusters. More support to help actually implement these roles effectively – including suggestions for practical ways of handling additional responsibilities as well as reliable resourcing for country programmes – is still needed to help ease the overload.

Funding

There is a cost to coordination. On an annual basis, the estimated costs for Save the Children's Education Cluster co-leadership are US\$2.6 million. This includes coordination at the country level, global technical support and running costs for the ECU.³³

UNICEF's support for our co-leadership of the Education Cluster has given us the opportunity to build up our capacity to co-lead. It has also been crucial in terms of allowing us, UNICEF and other Education Cluster members to take forward significant pieces of the cluster's work. More support of this kind is needed if the cluster is to continue on a positive trajectory in the years to come.

Donors have a responsibility to provide resources for both programming and coordination. Like any agency providing a humanitarian service, we should be properly resourced. Direct support, rather than funding channelled through UNICEF, is preferable to avoid creating dependency and possible tensions within the partnership. Funding should be in place before emergencies, not only in their aftermath, so that we – like other cluster lead agencies – can deploy the right people quickly when emergencies arise. Without additional independent support, funding remains one of our key challenges when striving to meet the standards expected of cluster lead agencies at the necessary scale.

Up to now many donors have supported the idea of NGO leadership within clusters. A letter to all members and standing invitees of the IASC, signed by 12 donor governments at ministerial level, calls for improved cluster coordination. It specifically states that *"International NGOs should be encouraged to take up co-cluster lead roles wherever appropriate and cluster lead agencies should facilitate active NGO participation in clusters."*³⁴

However, direct funding to NGOs to allow them to fulfil these leadership roles within clusters is rare. A report by the NGOs and Humanitarian Reform Project found that, *"While UN agencies are funded by donors for their cluster lead functions, many NGOs lack the resources to enable them to allocate sufficient staff time."*³⁵ This needs to change and donors need to play their part by allowing NGOs, who lack access to core funds in the same way as UN organisations, to emerge as leaders within humanitarian coordination. Until the barriers to NGO leadership in clusters are addressed, the quality of the work of clusters will suffer, and ultimately populations affected by crisis may not benefit from a well-coordinated response.

Predictable funding for the Education Cluster also needs to be mainstreamed within our own internal budgeting processes. A concerted effort is underway within the organisation to raise and allocate additional resources for Education Cluster leadership. Progress is being made, and a number of Save the Children organisations are already contributing to the work of the Education Cluster.

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Support for the Education Cluster from Save the Children organisations

Save the Children UK has been a consistent supporter of the Education Cluster, providing annual funds of around US\$150,000 for cluster co-leadership and deployment of its Emergency Response Personnel to support education clusters in the field. Its new Breakthrough Project commits an additional US\$575,000 to ensure that education is part of every large-scale Save the Children emergency response. An Education in Emergencies Fund has been created to underwrite start-up costs for education response, and increased technical support will be provided through a pool of deployable education in emergency advisors. Up to late 2011, there has been an impressive uptake and interest in the fund, with seven countries already receiving financial support to strengthen their education in emergency responses.³⁶

Save the Children Denmark has funded three long-term education cluster coordinators in crisis countries: oPt, Haiti and Somalia. This amounts to three of the eight countries globally that Save the Children supports with full time, dedicated education cluster coordination capacity in 2011.

Save the Children Norway has secured US\$200,000 to support the ECU in 2012 as the precursor to a humanitarian framework agreement still under negotiation at the time of writing. In addition, for 2012, they plan to contribute US\$50,000 from their own funds.

Save the Children Australia secured US\$2.5 million for a three-year capacity-building and preparedness project for education in emergencies across Asia and Pacific. This includes building our own capacity to fulfil our co-leadership responsibilities, as well as provide support to key partners, in particular MoEs. In addition, it received a grant from the Australian Government of more than US\$4 million for education programmes in response to the Pakistan floods – the largest single grant given by the Australian Government to any international organisation implementing relief and recovery projects in Pakistan.

Save the Children Canada is raising its national profile by engaging with the Education Cluster. It has deployed a deputy education cluster coordinator to the Horn of Africa crisis, and has used this experience to tell the story of education in emergencies for future fundraising and public awareness within Canada. Further deployments to future emergencies are being considered.

Other members actively engaging in the Education Cluster include **Save the Children Spain**, **Save the Children Sweden** and **Save the Children US**.

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Funding more broadly – not just for coordination, but also for education projects and programmes – is a significant barrier to effective education in emergency responses at country level. Analysis by the Global Education Cluster on funding of education within humanitarian appeals reveals some startling statistics.³⁷ It confirms that education is one of the least funded sectors in humanitarian appeals.

Funding for education in humanitarian appeals

Funding coverage per sector 2001–2010

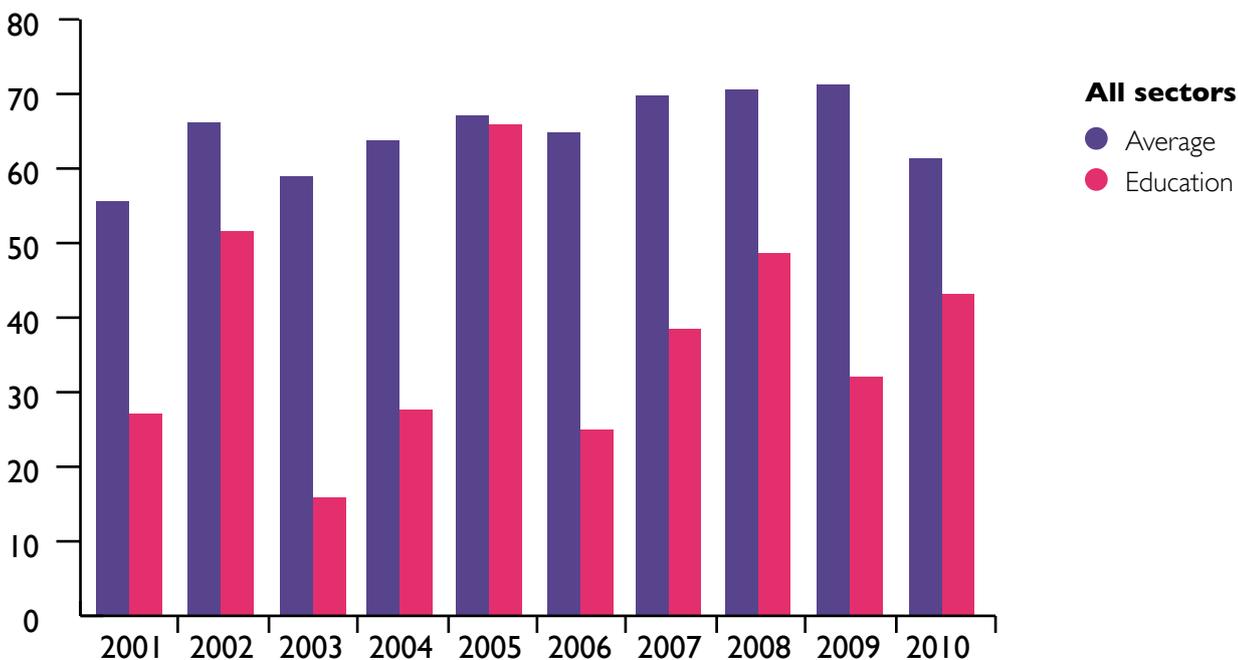
- Food 83.5%
- Coordination 69.9%
- Multi-sector 69.4%
- Shelter 45%
- WASH 44.1%
- Health 43.6%
- Mine Action 42.7%
- Agriculture 41.3%
- Safety & Security 40.6%
- Education 37.7%
- Economic Recovery 37.6%
- Protection 36.3%



The picture for education is even bleaker than it first appears. Within this analysis, the figures are skewed by uneven support for education in just a few individual humanitarian appeals. In the period 2000–2010, just 2.7% of humanitarian fundraising appeals accounted for 44% of all education funding.³⁸ If these unusually generous responses to education needs are removed from the overall total, then the figures look considerably worse. Excluding such anomalies from the analysis means that education falls to the position of least-funded sector, receiving only 27.5% of overall education funding requirements in the last decade.

A lack of consistent funding compared to other sectors, with many ups and downs within the last decade, also has a negative effect on the quality of responses to education in emergency needs. Education funding has fluctuated far more than overall humanitarian funding. Variations in funding at country level lead to a stop-start approach to programming and make it impossible to realise a longer-term vision of education for all.

Education funding versus average sector funding per year



Our strategy for education includes a specific target to double the share of humanitarian aid going to education.³⁹ We will work with donors and other partners to ensure that this vision becomes a reality.

Finding the right people

Putting adequate resources in place applies not only to money, but also to people. We are not alone in terms of facing a shortage of appropriately skilled, trained and experienced staff for cluster coordination. The few people who have the right profile are over-stretched in trying to respond to the many demands from the field.

When staff are deployed, a shortage of funds, a lack of appropriately qualified and available staff and other constraints often mean that individuals can only stay for short periods, sometimes only a few weeks or months at a time. In **Haiti**, in the first three months after the earthquake in 2010, UNICEF and Save the Children deployed 12 staff to support the Education Cluster; none of whom stayed for longer than 11 weeks. Haiti was undoubtedly a special case. Finding the right individuals with the availability, experience, language skills and stamina to remain in post was a challenge for many humanitarian agencies. It must be said, however, that rapid staff turnover – in Haiti as well as in other contexts – affects the quality of the Education Cluster’s work. It results in a loss of institutional knowledge and makes it difficult for education cluster members to develop strong working relationships with their cluster coordinators.

The dual responsibilities of cluster coordinators create another constraint. While on paper the vast majority of our own staff deployed to support education clusters are 100% dedicated to the task, there are instances where, once deployed, staff find themselves being pulled in different directions and asked to cover programmatic as well as coordination functions. In these cases, when in-country staff are faced with covering both programmes and coordination, the quality of the work inevitably suffers. No one person can cover two full-time jobs at the same time and do them both effectively. This dual function also causes confusion among Education Cluster members who expect their cluster coordinators to “*act as neutral representatives of the cluster as a whole, rather than representatives of their particular agency.*”⁴⁰

Thanks to its own efforts, as well as contributions from standby partners, UNICEF has performed relatively well in terms of providing education cluster coordinators at the country level. We have done our best to match UNICEF staffing – funding and capacity permitting – based on context and need. The number of Save the Children staff trained and deployed to support Education Cluster coordination to date is impressive, but demand continues to outstrip supply. More effort is needed to build up and sustain an adequate pool of appropriately skilled deployable experts.

A number of targets have been identified within Save the Children that we feel would help us to deliver on our co-leadership responsibilities. We aim to have capacity in place to:

1. **Deploy five education cluster coordinators to rapid onset emergencies per year.** By deploying emergency response personnel (ERP) and using our emergency rosters, we have consistently managed to exceed this target over the last three years.
2. **Recruit 10 full-time education cluster coordinators in countries suffering from major chronic emergencies.** We currently have long-term cluster coordinators in seven countries. We have also recruited for long-term information management positions to support education clusters, such as in **Côte d’Ivoire**.
3. **Ensure part-time coordination capacity on a sustained basis in 15 at-risk countries.** There are currently 13 countries with Save the Children staff dedicating a proportion of their time to coordination of education in emergency issues and engaging with the MoE.
4. **Support 25 country-level clusters with technical capacity and back-up.** Our network of focal points for the Education Cluster brings together eight individuals from six member organisations. Collectively, the group provides direct support for 30 countries implementing education in emergency coordination mechanisms.
5. **Contribute to a well-functioning ECU in partnership with UNICEF.** This objective has largely been achieved. Save the Children staffing within the ECU consists of: a Global Coordinator who works alongside the UNICEF Coordinator to guide the overall work of the Education Cluster; a Knowledge Management Advisor; and a part-time Administrator. Structures and systems are in place to facilitate collaboration between UNICEF and Save the Children colleagues within the ECU, including collaborative work planning, clear division of responsibilities, regular meetings and joint progress updates to senior management. Save the Children organisations are now taking on increasing responsibility for ensuring that the ECU is operating at full capacity and functioning effectively.

Right Shoukat, ten, enjoys activities at a child-friendly-space established by Save the Children after the devastating floods in Pakistan, 2010.

CJ Clarke / Save the Children



We are making good progress, but will need to secure additional funding in the near future if we are to consistently achieve these targets. And, while these staffing goals are important, we recognise that the provision of coordination personnel is only one element of our co-leadership responsibilities. Other factors – such as senior management time and attention and the availability of funding and proper tools and guidance – are just as important and make an equally valuable contribution to delivering on the co-leadership agenda.

Getting ready

The function of cluster leadership is complex; co-leadership is perhaps even more so. It is important, therefore, to spend time preparing the ground before an emergency happens. Pre-emergency discussions between co-lead agencies and other partners – about the split of responsibilities, the cluster structure at national and sub-national levels, staffing and financing, information and data management requirements, etc – can avoid unnecessary delays during the relief effort and allow organisations to focus on critical programmatic responses. Regular interaction between in-country Save the Children

and UNICEF senior management, together with cluster coordination staff, should be institutionalised from the onset of the arrangement and clearly outlined in the MOU.

Relationship building is perhaps the most crucial element of this preparatory work. Ensuring that the relationship between UNICEF and Save the Children is healthy and well-functioning ahead of the crisis is worth the investment. In the words of one senior Save the Children staff member, *“If the relationship between the co-lead agencies is bad before the disaster, then afterwards it can only get worse.”*

In both **Myanmar** and **Côte d’Ivoire**, before emergencies had occurred, and in **South Sudan** prior to the 2011 independence referendum, we had already discussed and agreed with UNICEF how coordination structures would work. Agreements were in place to co-lead the cluster; surge staffing needs were identified, and the global Education Cluster had already been alerted that additional support would be required.

Rio, ten (left), and his friends are excited after their first day at the first temporary school erected by Save the Children in the wake of the Sumatra earthquake, Indonesia.

Ingrid Lund / Save the Children



In **Somalia**, the UNICEF Representative and Save the Children Country Director, together with the Education Cluster Coordinator and other relevant technical staff, meet on a quarterly basis to discuss key issues. These meetings have proven critical in ensuring that both agencies are fully up-to-date with the work of the Education Cluster at the most senior level. They have provided an opportunity to discuss bottlenecks and challenges such as funding shortages, and have allowed us to jointly identify key issues to raise with OCHA, the HC and others on coordination challenges and education in emergency issues more generally.

Partnerships in a broader sense also need attention ahead of time. Discussions should take place as early as possible with MoE counterparts to determine their level of understanding of the cluster approach and the role of the Education Cluster. Their expectations of co-lead agencies should be clear, as well as the extent and scope of support that they might require in the event of an emergency. Discussions should clarify the link between an education sector working group, which functions outside of emergencies, and the Education Cluster. Not only will

this help to determine the split of responsibilities during a crisis, but will also inform later exit or transition strategies once emergency needs begin to subside.

Other partners, particularly national and local NGOs, should be included in preparatory discussions for ways of working together. Basic training and other capacity development initiatives, such as producing context-specific tools and resources, should take place before a disaster. Every effort should be made to prepare the ground ahead of time to avoid pulling people away from important programming responsibilities during an emergency response, and ultimately compromising on results for children and young people.



“I like going to school because I think it is very important to have knowledge. I want to learn so that in the future I can get a job where I can help my family.”

Aftin, 12,
Kenya

8

The way forward

Save the Children takes pride in our engagement in the cluster approach. We believe that strong NGO leadership is a vital piece of the puzzle for addressing future humanitarian challenges.⁴³ Our experience as Education Cluster co-lead, both globally and at country level, makes us well-equipped to continue contributing to the next phase of improved humanitarian action.

This report has outlined the many benefits of our co-leadership of the Education Cluster. It has highlighted what we bring to the cluster, as well as what we and others gain from it. However, a number of remaining obstacles to effective cluster co-leadership have been identified. In some cases these are specific to the Education Cluster, but many relate to cluster leadership in general. As such, the recommendations outlined below will resonate with a wide range of stakeholders: from other international NGOs, UN agencies, the IASC and other cluster lead agencies to MoEs and donors. Recommendations have been separated according to each target audience.

Save the Children

- The scale, scope and quality of our own education in emergencies programming and resourcing needs to be strengthened to make us a more credible co-lead within the sector. An agreed percentage of our emergency response budgets should be benchmarked and allocated to education. Within this, a sum should be dedicated to effective education cluster coordination. Likewise, ongoing education projects in development settings should routinely include components to strengthen preparedness for education responses in the event of an emergency.
- In order to avoid diverting money from other sectors and our programmes to fund cluster coordination, we need to work with donor partners to increase overall funding and aim to double the share of humanitarian aid going to education by 2015.
- In situations where we have agreed to co-lead the Education Cluster we should do so with full commitment and adequate resourcing. Through reporting procedures, country directors should be held accountable for ensuring that we deliver on our responsibilities in every declared emergency where we have committed to co-lead the cluster.
- Wherever possible, our education and deputy cluster coordinators should report directly to country directors, thereby linking organisational priorities at a country level and the work of the Education Cluster.
- We need to invest more in human resources for the Education Cluster. More staff with the right knowledge and experience are required to support education cluster implementation. Existing talent within Save the Children should be identified and nurtured, and targeted recruitment drives should be initiated to attract new people into the organisation.
- Our own commitment to education in emergencies has to come across more convincingly in order to bring other partners along. Advocacy messages should be strengthened and education in emergencies should feature more prominently in Save the Children's overall media and communication initiatives

UNICEF and Save the Children working together

- Both organisations need more of an emphasis on readiness to effectively co-lead the cluster in emergencies.
- At a country-level, this means:
 - Investing time and energy in partnership building between the co-leads.
 - Agreeing ahead of time on the division of labour, staffing and reporting lines.
 - Building the capacity of all in-country stakeholders.
 - Devising transition strategies for moving into the recovery period.
 - Ensuring that every co-led education cluster has a regularly monitored and updated MOU in place to guide implementation of the partnership arrangement.
- At a global-level we need to use standard operating procedures (SOPs) for the Education Cluster. Targets and benchmarks within the SOPs should be widely disseminated to ensure that individuals at country and global level understand, and are held accountable for, meeting the standards expected of cluster lead agencies.
- Field-based colleagues require further information on different models of education cluster structure and staffing, as well as support to help determine the best model for specific contexts.
- A special effort is needed to build up technical capacity for information management within education clusters. This should be explored with other clusters that face the same challenge in finding and deploying the right people.
- Co-leads need to focus on monitoring and reporting on the progress and impact of the Education Cluster's work. The more that we can demonstrate that education in emergency responses are working, the more support we can secure.
- Conversely, when things are not going according to plan and when education is not adequately resourced and supported, we should use our leverage as co-lead agencies to highlight the gaps and push for greater support.
- Lesson learning should continue to improve the effectiveness and efficiency of the Education Cluster. Not only should we reflect on what went wrong, but also adjust our approaches to avoid repeating the same mistakes.



Country-level education clusters

- In countries where education clusters exist, all education actors need to work together to influence and support the Education Cluster. A unified and cohesive cluster will make a more credible case for education as a priority sector within humanitarian response.
- Where education clusters do not exist, key stakeholders should consider whether existing humanitarian coordination mechanisms adequately cover education issues. If not, steps should be taken to strengthen existing structures.
- To support advocacy efforts, education clusters should collect, analyse and share credible data on education needs, responses and gaps. There should be more instances of education cluster actors conducting joint assessments and working together to draw attention to instances when humanitarian responses do not include education support.
- Where funding is a constraint, education clusters should take the responsibility to discuss the negative impact directly with donors. Donor roundtables should be routinely organised by education clusters, and donor colleagues should be encouraged to take part in regular cluster discussions.
- Other NGO members should consider assuming education cluster leadership or co-leadership responsibilities at national and sub-national levels, as appropriate and where capacity and resourcing exists.

Education Cluster Working Group members

- Backing from ECWG members needs to take the form of practical support. At both country and global levels, subject to availability of funding, this means ECWG members continuing to take on discrete areas of work on behalf of the cluster.
- ECWG members need to play their part in strengthening the overall understanding of the role of the Education Cluster. Each ECWG member should review processes within their own organisation to ensure that all staff fully understand the importance of playing an active and positive role as education cluster members.

Ministries of education

- MoEs should engage with the Education Cluster, in the role of a co-chair or key partner wherever possible prior to emergencies. They should make an effort to strengthen their own capacity to coordinate and work with education actors, including through joint preparedness planning.

The Inter-Agency Standing Committee and UN Office for the Coordination of Humanitarian Affairs

- Support from the IASC and OCHA is needed to ensure that education is included in first-line humanitarian responses and that education clusters are activated in a timely way, along with other clusters. The IASC and OCHA should work with the Education Cluster to advocate for education to receive much-needed additional funding from donors within emergency response allocations.
- Discussions on the value of NGO leadership within the cluster approach have stalled. The issue needs to be put back on the table for discussion at the most senior level within the IASC. Enough evidence already exists on the value of UN-NGO co-leadership of clusters. More clarity is still needed, however, on the specific respective roles of UN and NGO co-leads, the contributions that NGOs are able to make and the extent to which UN agencies are prepared to share leadership.

Other NGOs

- NGOs should learn from Save the Children's co-leading experiences, as well as from other NGOs who have taken on cluster co-leadership roles at national and sub-national levels. NGOs should look closely at their internal policies and practices to ensure that they are making a positive contribution to coordinated emergency response, in whatever shape or form that may be.

Other clusters

- Other clusters should look at the model of co-leadership provided by the Education Cluster. While there are other models also worth exploring, we have found that our approach to co-leadership, at both global and country levels, can and does lead to a more effective cluster response.

Donors

- More funding for education in emergencies is urgently needed.
- Donors need to put their weight behind positive rhetoric on NGO leadership within humanitarian coordination. They should contribute direct funding to allow NGOs to take on leadership roles and continue to engage in discussions with cluster lead agencies to overcome barriers to NGO cluster leadership.

All

The final recommendation applies to all stakeholders. The Education Cluster offers a massive opportunity. All relevant actors must find ways to support the Education Cluster's agenda.

- For Save the Children the Education Cluster offers the chance to make a real and valuable contribution to system-wide humanitarian action.
- For the Education Cluster as a whole there is an opportunity to join forces to collectively raise the profile of education and respond to the needs of all crisis-affected populations. Other clusters can do the same within their own sectors and can link with the Education Cluster to respond holistically to the needs of communities affected by emergencies.
- Donors can be part of the movement for change by offering technical and advocacy, as well as financial, support.

All humanitarian actors need to work together to improve the way that we do business. Through strength not only in numbers, but also in the diversity of perspectives and skills offered by a co-led cluster, we can make the most of this opportunity to ensure access to quality education for those who need it most.



“...I am glad to be able to go to school again and make new friends. I study hard and my teachers are helping me to have new dreams.”

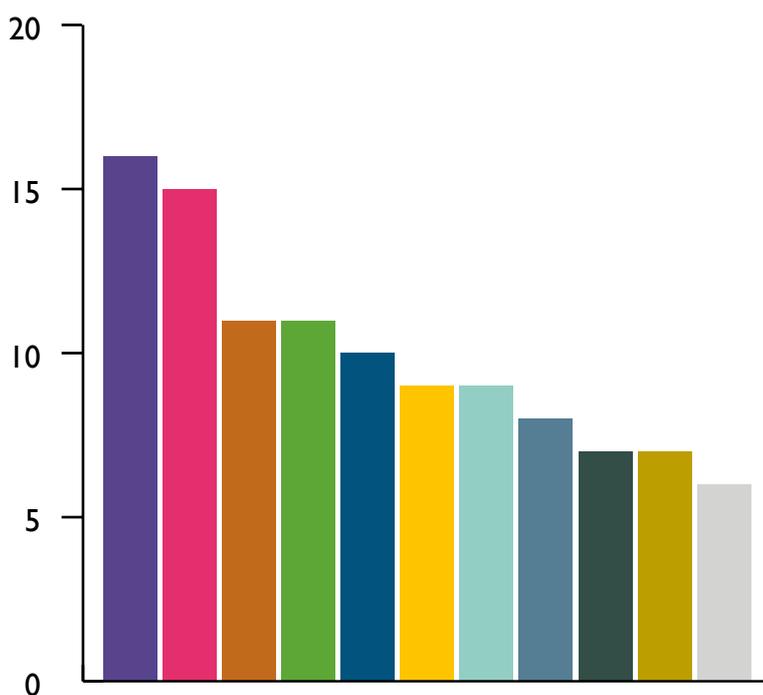
Margarita,* 10,
Colombia

Annex I

Common Education Cluster interventions

To give a sense of what Education Cluster members actually do in the field, an analysis of 2011 CAPs and Flash Appeals reveals the most common types of activities implemented by education actors participating in humanitarian appeal processes.⁴⁵ The graph below shows that, for example, out of 17 Appeals, 16 included interventions related to providing teaching and learning materials, 15 included teacher training initiatives and so on.

Typical activities of education cluster members in the field



Common Education Interventions within 2011 CAPs and Flash Appeals

- Teaching and learning materials 16
- Teacher training 15
- Temporary learning spaces 11
- Capacity development of education providers 11
- Health and hygiene promotion 10
- Water and sanitation facilities 9
- Non-formal education 9
- Advocacy/campaigning 8
- School feeding 7
- School rehabilitation 7
- Parent/community support 6

Annex 2

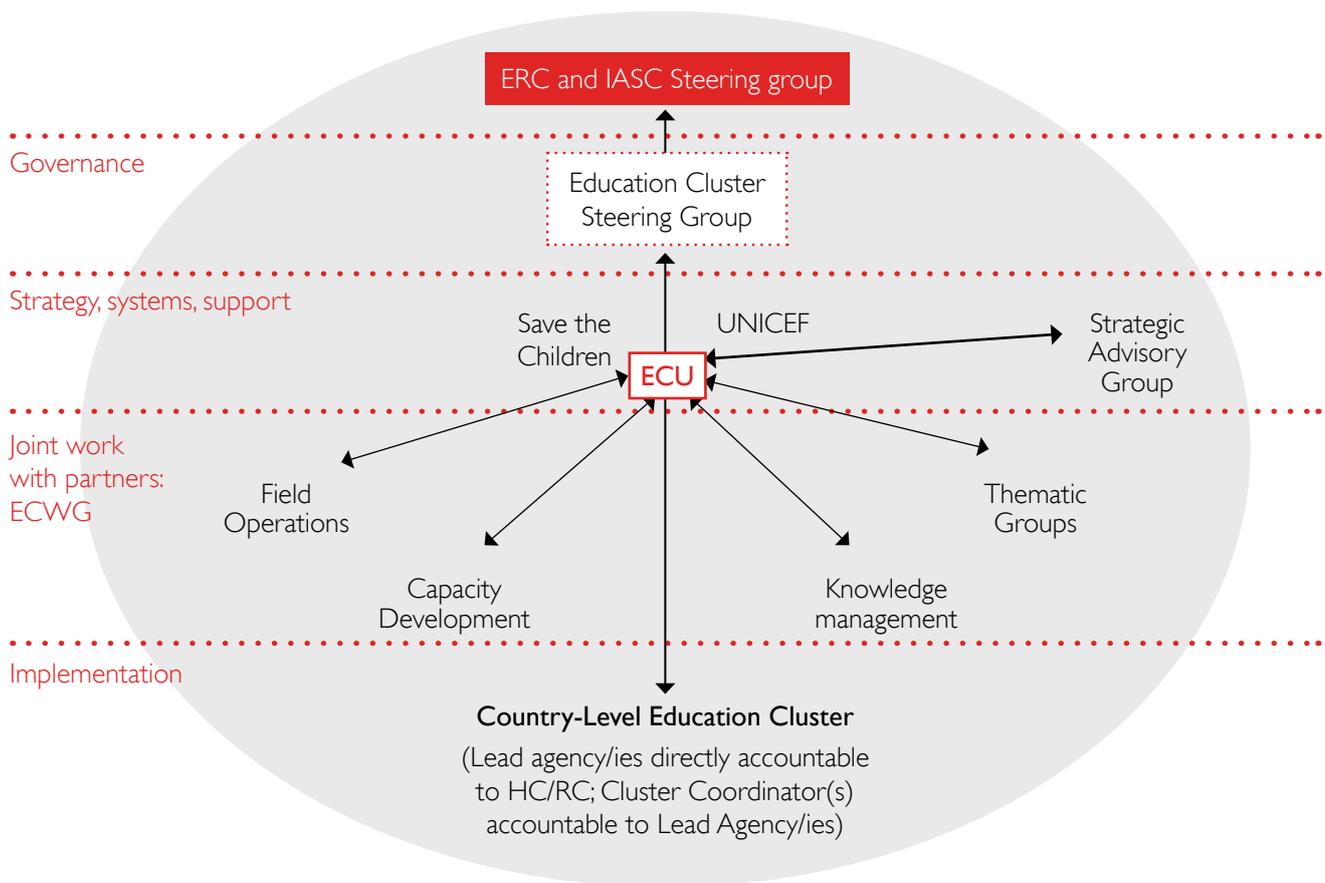
List of ECWG members, 2011-2013

The following organisations have formally agreed to contribute to the work of the Education Cluster Working Group (ECWG) in 2011–2013:

- ActionAid
- American Institute for Research (AIR)
- Association of Volunteers in International Service (AVSI)
- Catholic Relief Services (CRS)
- Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ)
- Education Above All (EAA)
- Education For All
- FHI 360
- Finn Church Aid
- Foundation for the Refugee Education Trust (RET)
- Global Partnership for Education (GPE)
- Inter-Agency Network for Education in Emergencies (INEE)
- Inter-Agency Standing Committee (IASC) Gender Capacity Standby project (GenCap)
- Norwegian Capacity (NORCAP)
- Norwegian Refugee Council (NRC)
- One Laptop per Child (OLPC)
- Open Society Foundation (OSF)
- Plan International
- Save the Children
- UNESCO-International Institute for Educational Planning (UNESCO-IIEP)
- United Nations Children's Fund (UNICEF)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- United Nations Population Fund (UNFPA)
- United Nations Refugee Agency (UNHCR)
- World Vision International (WVI)

Annex 3

Structure of the Education Cluster



*Information for this table is primarily derived from a mapping of cluster co-lead arrangements conducted by OCHA in 2010

Annex 4

Co-leadership examples at country level

Country	Cluster	UN-NGO co-leadership arrangement
Afghanistan	Education	UNICEF and Save the Children co-lead
	Emergency Shelter	UNHCR is cluster lead and CARE is deputy lead
	Food Security	FAO and WFP co-lead the cluster, AfghanAid co-chair
	Health	WHO is cluster lead and Ibn Sina is deputy lead
	Water, Sanitation and Hygiene (WASH)	UNICEF is cluster lead and DACAAR is deputy lead
Central African Republic	Early Recovery	UNDP and Premiere Urgence co-lead
	Education	UNICEF and COOPI co-lead
	Food Security	FAO and ACF co-lead
	Health	WHO and Merlin co-lead
	Nutrition	UNICEF and ACF co-lead
	WASH	UNICEF and Solidarites co-lead
Colombia	Education	UNICEF and NRC co-lead
	Protection	UNHCR and NRC co-lead
DRC	Education	UNICEF and Save the Children co-lead
	Emergency Shelter	UNICEF and CARE International co-lead
	Food Security	FAO, WFP and ACF co-lead
	Health	WHO and Merlin co-lead
	Protection	UNHCR and Save the Children co-lead
	WASH	UNICEF and ACF co-lead
Myanmar	Education	UNICEF and Save the Children co-lead
	Health	WHO and Merlin co-lead
occupied Palestinian territories (oPt)	Education	UNICEF and Save the Children co-lead
	Emergency Shelter	UNWRA and NRC co-lead
	WASH	UNICEF leads with OXFAM GB support
South Sudan	All clusters are co-led by NGOs	
Zimbabwe	Education	UNICEF and Save the Children co-lead
	WASH	UNICEF and OXFAM GB co-lead

Annex 5

Save the Children's co-leadership of other clusters

As well as the Education Cluster, Save the Children has co-led a number of other clusters at both country and global levels:

- Save the Children seconded **child protection** cluster coordinators to Pakistan in 2009 and Haiti in 2010. We have co-led child protection sub-clusters with UNICEF at national level in Laos and South Sudan, and at sub-national level in DRC. Within the Global Level Child Protection Working Group, Save the Children leads the Advocacy Task Force, co-leads the Minimum Standards Task Force and provides one of three members of the Rapid Response Team for surge deployment of coordination capacity.
- We have co-led the joint **Education and Protection Cluster** with UNICEF in Mozambique and Myanmar,⁴⁶ and with UNHCR in DRC.
- We have co-chaired district level **WASH clusters** in Pakistan. Globally, Save the Children is the lead agency of the Global WASH Cluster Advocacy Working Group and has released two staff to be trained as deployable WASH cluster coordinators in the future.
- We have jointly coordinated the **Health Cluster** at national level in Côte d'Ivoire and at district level in Pakistan and Haiti. We have also seconded a Health Cluster Coordinator to WHO in the Philippines. At global level, Save the Children co-chairs meetings of the Health Cluster.
- We have seconded a staff member to be the Deputy **Nutrition Cluster** Coordinator for Somalia. We also lead sub-national nutrition clusters in Somalia and Afghanistan. We have led nutrition cluster working groups in the area of infant and young child feeding in emergencies in Myanmar and Pakistan, and were requested to manage the supplies of ready-to-use infant formula on behalf of the Nutrition Cluster in Haiti. In places without a dedicated nutrition cluster, such as in Libya and Tunisia, we have supported cluster-like nutrition working groups.

Annex 6

Examples of contributions from ECWG members



- Outcome groups within the ECWG are co-chaired by different members in collaboration with UNICEF or Save the Children. For example, the Strategic Advisory Group has been co-chaired by representatives from **INEE, NORCAP** co-chairs the Field Operations Task Team, and the Knowledge Management Task Team is co-chaired by One **Laptop per Child**.
- In addition to serving as Education Cluster co-lead, **UNICEF** is also a member of the cluster at both global and country levels. UNICEF has played a particularly strong role in building the cluster's capacity – developing and rolling out a training programme on education in emergencies, which has now been adopted by thousands of frontline responders in regions and countries across the world.
- **INEE** has implemented many initiatives that have complemented the work of the Education Cluster. As well as the INEE Minimum Standards, INEE has developed a number of other useful resources such as the *Pocket Guide to Gender*⁴⁷ and *Guidance Notes on Teaching and Learning*.⁴⁸ INEE's direct contributions to the work of the Education Cluster have included: collaboratively developing a training package on education in emergencies; developing case studies on various aspects of the cluster's work; and joint email messages with the cluster to update practitioners on education issues in specific emergency situations.
- **NORCAP** and **Finn Church Aid** are in discussion with UNICEF to establish a Rapid Response Team (RRT) for the Education Cluster. Each organisation will fund one full-time staff member, potentially together with other organisations, to make up a small surge capacity team. Based on similar models within the Child Protection sub-Cluster and the WASH Cluster, the RRT will provide deployable technical expertise to education clusters in the field within 48 hours of a request for support.
- **UNESCO IIEP** has rolled out training programmes on education in emergencies for senior-level MoE officials. It is now working with UNICEF to develop a set of guidance notes for educational planners in crisis situations to help mainstream emergency education into national education strategies and plans.
- **Education Above All** is providing financial and technical support for the *Protecting Education in Conflict Project*, implemented by the Education Cluster, along with the Child Protection Working Group, Mental Health and Psychosocial Support Reference Group and INEE. Led by a consultant team from Common Ground, the project aims to develop resources for cluster coordinators (both education and child protection) and cluster members on legal protection, psychosocial support, and prevention and peace building in and around education settings.



Endnotes

- ¹ Groupe urgence, réhabilitation, développement (Groupe URD) and Global Public Policy Institute (GPPi), Cluster Approach Evaluation II Synthesis Report, April 2010, http://www.gppi.net/fileadmin/gppi/GPPI-URD_Cluster_II_Evaluation_SYNTHESIS_REPORT_e.pdf
- ² The term 'NGO co-leadership' is used within this report as a catch-all phrase to cover the diversity of approaches that NGOs have taken to leadership within clusters. There is currently no agreed definition of 'co-leadership' in terms of international NGO involvement in clusters. Terminology used by other NGOs has included 'co-chairing' of clusters, 'co-stewarding', 'co-facilitation', and more.
- ³ Global Education Cluster, The Joint Education Needs Assessment Toolkit and the Short Guide to Rapid Joint Education Needs Assessments, 2010, http://onerresponse.info/GlobalClusters/Education/publicdocuments/Ed_NA_Toolkit_Final.pdf [http://onerresponse.info/GlobalClusters/Education/publicdocuments/Ed%20Needs%20Assess%20Guide%20\(online\).pdf](http://onerresponse.info/GlobalClusters/Education/publicdocuments/Ed%20Needs%20Assess%20Guide%20(online).pdf)
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- ⁵ UNESCO, The hidden crisis: Armed conflict and education, Education for All Global Monitoring Report, 2011, <http://unesdoc.unesco.org/images/0019/001907/190743e.pdf>
- ⁶ Save the Children, Education in Emergencies Brief, 2011
- ⁷ Global Education Cluster, A Decade of Uncertainty: Funding to education through humanitarian appeals 2001 to 2010, 2011
- ⁸ Letter from Jasmine Whitbread, CEO of Save the Children and Anthony Lake, Executive Director of UNICEF, November 2011
- ⁹ Plan International and Cooperazione Internazionale (COOPI) have also co-led education clusters at national level, in Timor Leste and Central African Republic, respectively.
- ¹⁰ Rewrite the Future was Save the Children's campaign from 2006 to 2010 to increase access to education for children in conflict-affected and fragile states (CAFs). The campaign succeeded in getting almost 1.8 million children into school, delivering education in some of the most challenging conflict-affected places. In addition, more than 10 million children benefited from improved access to quality education as a result of the campaign. A total of US\$450 million was secured through the project, with sustained advocacy contributing to a 50% increase in official development assistance (ODA) for education in conflict-affected fragile states.
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- ¹² Global Education Cluster, Education Cluster Coordinator Handbook, 2010, http://onerresponse.info/GlobalClusters/Education/publicdocuments/EC%20Coordinators%20Handbook_low.pdf
- ¹³ In Haiti after the earthquake in 2010, for example, the first list of clusters to be established did not include an education cluster. After lobbying in-country and at headquarters level, an education cluster was quickly added. In this instance and others, a delay of several weeks can mean that precious time is spent on advocacy to activate the Education Cluster rather than concentrating on the education response itself.
- ¹⁴ Forty-six countries had implemented the cluster approach by December 2011. Education clusters have been set up in 43 of these countries.
- ¹⁵ Save the Children, Education in Emergencies Brief, 2011
- ¹⁶ John Cosgrave, Célia Gonçalves, Daryl Martyris, Riccardo Polastro, Muchimba Sikumba-Dils, Inter-agency real-time evaluation of the response to the February 2007 floods and cyclone in Mozambique, May 2007 (page 31), [http://ochanet.unocha.org/p/Documents/MZ_RTE_Report_Final\[1\].pdf](http://ochanet.unocha.org/p/Documents/MZ_RTE_Report_Final[1].pdf)
- ¹⁷ The NGOs and Humanitarian Reform Project, Synthesis Report: Review of the engagement of NGOs with the humanitarian reform process, 2010 (page 11), <http://www.actionaid.org/publications/synthesis-report-review-engagement-ngos-humanitarian-reform-process>
- ¹⁸ Vance Culbert, Protection Cluster Co-Facilitation in the Democratic Republic of the Congo, Lessons Learned for Oxfam's Protection Cluster Support Project, June 2011 (page 2), http://reliefweb.int/sites/reliefweb.int/files/resources/F_R_352.pdf
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- ²⁰ Jessica Alexander, commissioned by the Global Education Cluster, Education Cluster in Pakistan, Lessons Learned from the Flood Response, March 2010, <http://onerresponse.info/GlobalClusters/Education/publicdocuments/Final%20Lessons%20Learned%20Review%20Pakistan.pdf>
- ²¹ One national NGO in particular was singled out as submitting an excellent project proposal that was highly rated by peers during the Education Cluster proposal review process.
- ²² In late 2011 the health, shelter, food security and WASH clusters in Pakistan were in the process of identifying and agreeing NGOs to take on co-leadership roles.
- ²³ IASC, Operational Guidance for Cluster Lead Agencies on Working with National Authorities, June 2010
- ²⁴ Global Education Cluster, The Joint Education Needs Assessment Toolkit and the Short Guide to Rapid Joint Education Needs Assessments, 2010, http://onerresponse.info/GlobalClusters/Education/publicdocuments/Ed_NA_Toolkit_Final.pdf

Endnotes

- ²⁵ The Short Guide to Rapid Joint Education Needs Assessments and other key resources can be ordered from the Education Cluster Unit in Geneva (email educationclusterunit@gmail.com) and electronic versions are available at <http://onerresponse.info/globalclusters/education>
- ²⁶ An electronic version of the list of key Education Cluster/INEE tools and resources can be found at <http://onerresponse.info/globalclusters/education>
- ²⁷ See footnote 10.
- ²⁸ Save the Children's Education Global Initiative, 2011
- ²⁹ Save the Children, Discussion Paper: Promoting Child-Friendly and Child-Centred Disaster Risk Reduction in Sri Lanka, 2006, <http://sca.savethechildren.se/upload/scs/SCA/Publications/Promoting%20child-friendly%20and%20child%20centred%20disaster%20risk%20reduction%20in%20Sri%20Lanka.pdf>
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- ³⁴ Open letter signed by representatives of Finland, the Netherlands, the United Kingdom, the United States of America, the European Commission, Norway, Switzerland, Japan and Australia, to members and standing invitees of the IASC, 7 December 2011.
- ³⁵ The NGOs and Humanitarian Reform Project, Synthesis Report: Review of the engagement of NGOs with the humanitarian reform process, 2010 (page 26), <http://www.actionaid.org/publications/synthesis-report-review-engagement-ngos-humanitarian-reform-process>
- ³⁶ Countries already receiving support from Save the Children UK's Education in Emergencies Fund include: Libya, Liberia, Ethiopia, Nepal, Vietnam, Thailand and Cambodia.
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- ³⁸ The few appeals that received unusually high levels of funding for education were in response to: the crisis in Afghanistan in 2002; the Indian Ocean tsunami and South Asia earthquakes of 2005; Cyclone Nargis in Myanmar and the Darfur Crisis in 2008; and the Haiti earthquake and conflict in Sudan in 2010.
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- ⁴¹ Ethiopia, Haiti, Kenya, oPt, Pakistan, Somalia, South Sudan and Zimbabwe.
- ⁴² Fiji, Indonesia, Liberia, Mongolia, Nepal, the Philippines, the Solomon Islands, Sri Lanka, South Africa, Tajikistan, Vanuatu, Vietnam and Yemen.
- ⁴³ Save the Children, At a crossroads: Humanitarianism for the next decade, 2010, <http://www.savethechildren.org.uk/resources/online-library/at-a-crossroads-humanitarianism-for-the-next-decade>
- ⁴⁴ See footnote 2 for an explanation of the terminology used to describe NGO leadership in clusters.
- ⁴⁵ The 2011 CAPs or similar humanitarian appeals reviewed were: Afghanistan, Central African Republic, Chad, Côte d'Ivoire, DRC, Haiti, Iraq, oPt, Somalia, North Sudan, South Sudan and Zimbabwe. The 2011 flash appeals or similar humanitarian appeals reviewed were: Libya, Namibia, El Salvador, Sri Lanka and Mindanao.
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- ⁴⁸ Inter-Agency Network for Education in Emergencies, Guidance Notes on Teaching and Learning, 2010, http://www.ineesite.org/uploads/documents/store/INEE_Guidance_Notes_on_Teaching_and_Learning_EN.pdf

Acknowledgments

This report was researched and written by Charlotte Lattimer. Susan Nicolai and Wendy Wheaton in the Education Cluster Unit provided management and oversight of the report.

Special thanks to the following people for their feedback, guidance and valuable inputs during interviews: Charlotte Balfour-Poole, Lisa Bender, Desmond Bermingham, Andrea Berther, Lyndsay Bird, Erum Burki, Misty Buswell, Dermot Carty, Guy Cave, Renee Christensen, Benoit d'Ansembourg, Rekha Das, Lisa Doherty, Andres Felices-Sanchez, Nick Hall, Sabina Handschin, Patricia Hartasanchez, Randa Hassan, Lori Heninger, Marian Hodgkin, Natalie Hogg, Lilian Kastner, Caroline Keenan, Jumma Khan, Arlo Kitchingman, Simon Lawry-White, Shirley Long, Rachel McKinney, Annalies Ollieuz, Gary Ovington, Søren Pederson, Mike Penrose, Bente Sandal-Aasen, Jess Shaver, Ita Sheehy, James Sparkes, Manisha Thomas, Rachel Quick, Ellen Van Kalmthout and Katy Webley.

The production of this report was generously funded by the Government of the Netherlands through a grant from UNICEF.

Designed by Jessica Parsons.

Published by Save the Children International
St. Vincent House
30 Orange Street
London
WC2H 7HH
UK

First published 2012
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Registered charity number 1076822