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Evaluation of UNESCO's Role in Education in Emergencies and Protracted Crises

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ABSTRACT

The adoption of the global Education 2030 Agenda and Sustainable Development Goals have highlighted the importance of education in emergencies and protracted crises. As UNESCO embarks upon leading and coordinating this agenda, the timing is opportune for it to reconsider its engagement in this field. This evaluation aimed to assess the value added of UNESCO's work in education in emergencies and protracted crises and to analyse its strategic positioning; the efficiency and effectiveness of the Organization's participation in education coordination mechanisms, as well as the response frameworks and capacities that underpin its work.

The evaluation found that UNESCO's unique education mandate compels it to respond to emergencies and crises in subsectors that are left largely uncovered by other education actors. Among these are secondary education, higher education and literacy, as well as skills for life and work. UNESCO can also claim a number of key niche areas which include, among others, crisis-sensitive educational planning, information management, and capacity building for Ministries of Education. UNESCO's education work in crisis-affected countries is hampered by the absence of a clear organizational strategy, as well as adequate frameworks and procedures for its work. The report contains three recommendations with a view to reposition UNESCO in the education in emergencies field. A separate report by internal audit makes further recommendations on frameworks and capacities for crisis and transition response.

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Contents

Executive Summary.....	iv
Management Response	vii
Acronyms	viii
Chapter 1: Introduction	1
Background	1
Purpose and Scope.....	3
Methodology	4
Limitations.....	4
Structure of this Report.....	4
Chapter 2: Background: Evolution of EiE work in UNESCO.....	5
Chapter 3: UNESCO’s Response Capacity in Education in Emergencies.....	8
Lack of an organizational strategy in EiE weakens UNESCO’s position	8
UNESCO is present in 20 of 50 crisis-affected countries, but the resources dedicated to its EiE work remain limited	8
The effectiveness of UNESCO’s response depends on several factors: field presence, timeliness (from the onset) and resources.....	10
UNESCO dismantled coordination efforts for crisis-affected countries, thereby further reducing UNESCO’s EiE work	12
Chapter 4: Strategic Positioning of UNESCO’s Education Response in Crisis-Affected Countries... 16	
Part A: UNESCO’s Education Response in Crisis-Affected Countries	16
Part B: Niche areas for UNESCO’s education work in crisis contexts.....	20
Chapter 5: UNESCO’s Participation in Networks and Coordination Mechanisms in Education in Emergencies 25	
UNESCO played an important role in establishing the Inter-Agency Network for Education in Emergencies, but is no longer a crucial partner	25
UNESCO’s planning work is valued by the Global Partnership for Education, but its involvement in GPE mechanisms at country-level is limited.....	25
Largely absent from the Global Education Cluster, UNESCO is not regarded as a reliable partner at the global level.....	26
UNESCO is an active contributor to Education Clusters and Working Groups in countries and territories where it has a field presence	27
UNESCO’s participation in appeals has halved in the past five years, thereby weakening its ability to advocate for the inclusion of urgent priorities	28
UNESCO contributed to the Comprehensive School Safety Framework by the Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector, but its participation in the Alliance has since reduced.....	29
UNESCO was a founding member and has recently reinforced its engagement within the Global Coalition to Protect Education from Attack	29
UNESCO has an important role to play in the Education Cannot Wait fund	30
UNESCO should strengthen its engagement with other actors in EiE in the context of Education 2030	31
Chapter 6: Conclusion.....	32

Annexes	33
Annex 1: List of Crisis-Affected Countries and Territories and UNESCO’s Presence Therein	33
Annex 2: Glossary of Terms Related to Education in Emergencies	36
Annex 3: UNESCO’s Publications in Education in Emergencies	39
Annex 4: Terms of Reference: Evaluation of UNESCO’s role in education in emergencies and protracted crises	45
Annex 5: Methodology.....	52
Annex 6: People Interviewed	56
Annex 7: References	60

List of Figures

Figure 1	Timeline of UNESCO’s work in education in crises	7
Figure 2	UNESCO presence in crisis-affected countries and territories.....	9
Figure 3	Allotment of Education Sector’s budget to 50 crisis-affected countries over 2012-2015 (in USD)	9
Figure 4	UNESCO financial allotment by country and source of funding for Level-3 emergencies (2012-2015) in USD.....	11
Figure 5	UNESCO Human Resources for Coordination of Crisis Response.....	13
Figure 6	UNESCO’s participation in Education Clusters, Flash Appeals and PDNAs in the field of Education (2012-2016).....	27
Figure 7	UNESCO’s participation in appeals 2008-2016.....	28

List of Boxes

Box 1	Evolution of ‘Education in Emergencies’ as a field.....	1
Box 2	Key terms and definitions on Education in Emergencies	2
Box 3	Early Notable Publications on EiE by UNESCO	6
Box 4	Disaster Risk Reduction Toolkits in Nepal.....	16
Box 5	Education for Peace and Development in Northern Rakhine State in Myanmar	18
Box 6	UNESCO supports Non-Formal Education in the Arab region	20
Box 7	UNESCO-IIEP support for crisis-sensitive education sector planning in South Sudan	21
Box 8	Literacy for Empowering Afghan Police (LEAP) programme	21
Box 9	UNESCO advocates for the inclusion of vulnerable groups in Nepal.....	22

Executive Summary

Background and Purpose

1. In today's world, disasters and armed conflicts are becoming more frequent and complex. As a result, in many countries facing disaster, war, epidemics and other emergencies, education is often interrupted, delayed or denied. Consequences of this are grave: children and young people are exposed to developmental delay; young girls are at risk of early marriage and pregnancy; while boys and young men are subject to recruitment in armed groups or forced labour. When youth and adult education is disrupted, it is families' entire future that is at stake.

2. The global sustainable development agenda, adopted by the UN General Assembly in 2015 stresses the importance of education in mitigating disaster and conflict, as well as in protecting people in vulnerable situations.¹ The Incheon Declaration for Education 2030 and its corresponding Framework for Action also specifically address the issue of education in emergencies. Finally, the 2016 World Humanitarian Summit recognized education as an important priority on par with other humanitarian sectors.

3. As UNESCO embarks upon leading and coordinating the Education 2030 Agenda, this evaluation aims at assessing its work in education in emergencies (EiE) and protracted crises and clarifying its role in this important field. The objectives of this exercise are three-fold: to determine the strategic positioning (relevance and added value) of UNESCO's work in EiE, to examine the effectiveness and efficiency of the Organization's participation in response mechanisms in the field of education, and to assess its response capacity in crisis and transition situations.

4. The evaluation was conducted in two phases, the first focused on the undertaking of four case studies² on the Organization's education response to different crises; while the second constituted a comprehensive assessment towards the three objectives of the evaluation. The methodology included: a mapping and portfolio analysis of UNESCO's work in EiE and protracted crises; country visits to Afghanistan, Jordan, Lebanon, Nepal and South Sudan; a review of the Organization's participation in international education coordination mechanisms, which included visits for interviews with representatives of organizations in New York and Geneva; and an analysis of UNESCO's strategic documents related to EiE. An internal audit of the capacities and frameworks that underpin UNESCO's response in crisis-affected countries was conducted in parallel to the evaluation and is published separately.

Findings

UNESCO can claim a number of niche areas in EiE

5. UNESCO's activities in crisis-affected countries focus on preparedness and reconstruction, rather than on immediate relief. Partners do not count on UNESCO to be involved in the direct delivery of educational services, which the Organization is not able to bring to scale. They do, however, expect UNESCO to contribute its technical know-how to the development of policies, guidelines and tools for policy-makers, teachers, and students alike.

6. The Organization is recognized for its expertise in strengthening education systems that bridge short- and long-term needs: capacity-development of government officials such as through training in the INEE Minimum Standards³ (e.g. in Iraq); crisis-sensitive planning (e.g. in South Sudan); and information management such as the development of Education Management Information Systems (e.g. for Syrian refugees in Jordan). In some countries UNESCO is the only UN Organization working on adult literacy

¹ The importance of education in crises is also reflected in a number of specific targets, particularly under SDG4: target 4.5 speaks of providing equal access to education "for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations"; target 4.7 emphasizes the role of education for the "promotion of a culture of peace and non-violence"; and, target 4.a underlines the necessity for "safe, non-violent, inclusive and effective learning environments for all".

² The four case studies are: (1) [UNESCO's Education Response to the Syria Crisis: Towards Bridging the Humanitarian-Development Divide](#); (2) [Crisis-Sensitive Education Sector Planning: UNESCO-IIEP Support in South Sudan](#); (3) [UNESCO Kathmandu Office's Education Response to Natural Disaster in Nepal](#); and (4) [The Effects of Police Literacy Training in Afghanistan](#). These case studies are published separately.

³ The International Network for Education in Emergencies (INEE) developed *Minimum Standards for Education: Preparedness, Response, Recovery* in 2010 to help achieve a minimum level of educational access and quality in emergencies.

(Afghanistan), certification of non-formal education (Lebanon), policies for higher education (Myanmar), and in the development of manuals in psychosocial support for secondary school teachers (Philippines).

UNESCO has some level of education activity in a majority of crisis-affected countries, but the resources dedicated to its EiE work remain limited

7. Among 52 crisis-affected countries and territories⁴ identified, UNESCO has had some level of education activity in 50 of them during 2012-2015. The Organization has a physical presence in 20 of them, covers 30 with its multisectoral regional or cluster offices, and has no presence in two of them.

8. Despite UNESCO's establishment in crisis-affected countries, its education portfolio therein represented less than a quarter (22 per cent) of its Education Sector's budget during 2012-2015 (6 per cent for Africa). In all, 25 percent of extrabudgetary resources, but less than 1 percent of regular programme funds in education were allotted to the 50 crisis-affected countries during 2012-2015.

Lack of an organizational strategy indicates that EiE is not a priority

9. UNESCO does not have a global strategy for its work in education in crises. Consequently, this sends a signal that education in emergencies does not constitute a priority for the Organization and leads to a lack of clarity for partners as to what UNESCO can offer in such situations. UNESCO staff also cannot count on any guidance for their programmes. As a result, UNESCO's response is often ad hoc, fragmented and without a longer-term approach. This also leads to missed opportunities to more strategically engage in key humanitarian efforts.

The effectiveness of UNESCO's response depends on its field presence, timeliness (from the onset) and adequate resources

10. The evaluation found that UNESCO can effectively respond in education to crises if the following criteria are met: it is resident in the country (physical office), as this provides it with the country-level contacts required to upstart activities; it is part of the response from the onset, engaging with other actors in system-wide response; and it has human and financial resources in order to begin programme implementation before additional funds are mobilized.

11. Among the six Level-3 Emergencies declared by UN-OCHA since 2012, UNESCO has responded effectively and with scale to two of them: in Iraq and South Sudan where it has National Offices. It implemented one project in each of the following: Syrian Arab Republic, the Philippines and Central African Republic out of its regional offices, while it did not implement any education projects in Yemen.

Participation in needs assessments positions UNESCO to be part of the response later on

12. UNESCO has participated in education needs assessments in a number of countries, contributing specific expertise and covering themes such as non-formal education (post-earthquake in Nepal) and higher education (post-conflict in Gaza). Participation in needs assessments allows UNESCO to advocate for data collection in specific fields in order to inform the longer-term planning of the response to crises. If UNESCO is absent at the onset of a crisis, it is very difficult for it to be part of the response later on.

There are many opportunities for intersectoral work, but efforts are too fragmented

13. UNESCO's work in EiE is not limited to the Education Sector and its Category I Institutes. Many initiatives in Disaster Risk Reduction (DRR) are coordinated out of the Natural Sciences Sector such as teacher training in DRR (e.g. in Haiti) and the provision of tools for safe schools (e.g. in Indonesia). Other educational programmes are run by the Communication & Information Sector, such as strengthening media capacities to report on DRR and natural disasters in the Caribbean and the use of radio for transmitting curriculum-based education and strengthening peacebuilding in Afghanistan and South Sudan. The Culture and Social and Human Sciences Sectors also focus on peacebuilding through education. UNESCO's sectors are working in silos and missing out on unique opportunities to develop intersectoral approaches to EiE.

Gender equality is an area of focus, but more could be done to mainstream it

14. A portfolio analysis of UNESCO's education work in ten crisis-affected countries shows that one-third of the Organization's interventions have a gender-specific focus. Only half of the crisis-related

⁴ Identified from three sources: World Bank Harmonized List of Fragile Situations; the International Network for Education in Emergencies (INEE) Education Spotlight Series; and, international appeals and humanitarian response plans through UN-OCHA.

interventions show some evidence of gender mainstreaming, which needs to be stepped up. Two-thirds target disadvantaged groups, including refugees, internally displaced persons and others.

Lack of knowledge management hampers institutional memory and impairs EiE work

15. UNESCO's EiE work is implemented by various pockets within the Organization. In the absence of knowledge sharing networks and portals, staff are without any mechanisms by which to share their experiences and ensure that institutional memory informs any future EiE work. Consequently, information-sharing among staff is very limited, making it much more difficult for colleagues in different sectors and offices to draw on each other's expertise. UNESCO has been missing a critical opportunity to develop intersectoral response to crises and to capitalize on its diverse knowledge base.

UNESCO's uneven engagement in education coordination mechanisms has contributed to creating an image of an unsteady partner

16. UNESCO's contribution to coordination mechanisms in the field of education, at the global level has been mixed, and at the national level often depends on whether the Organization has a field presence. Over the past five years, with the exception of the International Institute for Educational Planning, UNESCO has been absent from the Global Education Cluster, the main inter-agency forum for overall collaboration and coordination of activities supporting education response. At the country-level, however, UNESCO is an active member of Education Clusters and Working Groups where it has offices. Partners say that UNESCO has an important role to play in these groups by advocating for longer-term approaches to crisis responses and therefore bridging the humanitarian-development divide. They also indicate that UNESCO's participation in education in emergencies mechanisms is largely due to the personal initiative of its staff, rather than to an institutional commitment.

The efficiency of UNESCO's response is compromised by the inadequacy of internal frameworks and capacities

17. UNESCO's EiE work is further hampered by the lack of operational frameworks and inadequate or outdated guidelines. The internal audit conducted in parallel to this evaluation identified a number of challenges that impair the Organization's emergency response.

Way Forward

18. On the basis of its findings and conclusions, the evaluation presents three recommendations:

Strategic positioning: UNESCO's Education Sector, in collaboration with the Bureau of Strategic Planning and other programme sectors as well as its Education Category I Institutes, should develop a global strategy for its work in education in emergencies and protracted crises in the context of the SDG 4 and the Education 2030 Agenda. This strategy should reaffirm the Organization's role in the field by clearly indicating the technical and niche areas in which UNESCO has specialized expertise. It should also specify the criteria for engagement in crisis response. In parallel, UNESCO should clearly embed 'education in emergencies and protracted crises' in its planning documents and allocate regular programme resources to demonstrate that this field constitutes a priority.

Coordinating an intersectoral response: Under the leadership of the Education Sector, UNESCO should establish a virtual community of practice of all staff working in education in emergencies across sectors and in the Education Category I Institutes. The coordination of this network by the Education in Emergencies desk would not only facilitate the sharing of best practices and knowledge management among staff, but would help the organization mobilize critical intersectoral expertise to areas where they are needed most. Effective coordination of such a community requires adequate resources for the EiE desk and the support of a knowledge management platform.

Engaging in global coordination mechanisms: UNESCO's Education Sector should ensure its regular representation in the Global Education Cluster and any other global coordination mechanisms in the field of education in order to clearly reaffirm the role of the Organization in coordinating the SDG 4 and the 2030 Education Agenda. Regular programme resources should be allocated for this work in order to allow for continuity.

19. Recommendations related to frameworks for crisis response are presented by internal audit.

Management Response

RECOMMENDATION	RESPONSE
<p>1. UNESCO’s Education Sector, in collaboration with the Bureau of Strategic Planning and other programme sectors as well as its Education Category I Institutes, should develop a global strategy for its work in education in emergencies and protracted crises in the context of the SDG 4 and the Education 2030 Agenda. This strategy should reaffirm the Organization’s role in the field by clearly indicating the technical and niche areas in which UNESCO has specialized expertise. It should also specify the criteria for engagement in crisis response. In parallel, UNESCO should clearly embed ‘education in emergencies and protracted crises’ in its planning documents and allocate regular programme resources to demonstrate that this field constitutes a priority.</p>	<p>UNESCO’s Education Sector will ensure the necessary to elaborate a global intersectoral strategy for its work in education in emergencies and protracted crises that will build on the technical expertise UNESCO can offer and contribute to bridging the gap between the humanitarian and development divide in the delivery of assistance in education.</p>
<p>2. Under the leadership of the Education Sector, UNESCO should establish a virtual community of practice of all staff working in education in emergencies across sectors and in the Education Category I Institutes. The coordination of this network by the Education in Emergencies desk would not only facilitate the sharing of best practices and knowledge management among staff, but would help the organization mobilize critical intersectoral expertise to areas where they are needed most. Effective coordination of such a community requires adequate resources for the EiE desk and the support of a knowledge management platform.</p>	<p>The Education Sector will, providing the necessary resources are secured, establish a community of practice in order to build on existing knowledge to ensure that relevant expertise in delivering and contributing to education in emergencies initiatives are shared and are appropriately taken advantage of.</p>
<p>3. UNESCO’s Education Sector should ensure its regular representation in the Global Education Cluster and any other global coordination mechanisms in the field of education in order to clearly reaffirm the role of the Organization in coordinating the SDG 4 and the 2030 Education Agenda. Regular programme resources should be allocated for this work in order to allow for continuity.</p>	<p>UNESCO Education Sector will continue to participate in the regular partners calls of the Global Education Cluster and will participate in its annual partners meeting. UNESCO Education Sector will explore the possibility of joining the Global Education Cluster Steering Committee.</p>

Acronyms

3RP	Regional Refugee & Resilience Plan
BFC	Bureau of Field Coordination
CLC	Community Learning Centres
CPIA	Country Policy and Institutional Assessment
CTR	Crisis and Transition Response Unit at UNESCO
CSS	Comprehensive School Safety
DNA	Detailed Needs Assessment
DRR	Disaster Risk Reduction
ECW	Education Cannot Wait
EFA	Education for All
EiE	Education in Emergencies
EMIS	Education Management Information System
ESA	Education Sector Analysis
ESP	Education Sector Plan
EXB	Extrabudgetary Funding
FSC	Division of Field Support and Coordination at UNESCO
GA	General Assembly
GADRRRES	Global Alliance for Disaster Risk Reduction & Resilience in the Education Sector
GCPEA	Global Coalition to Protect Education from Attack
GEM	Global Education Monitoring Report
GMR	Global Monitoring Report
GPE	Global Partnership for Education
HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee
IBE	International Bureau of Education
IBRD	International Bank for Reconstruction and Development
ICT	Information and Communication Technology
IDP	Internally Displaced Person
IIEP	International Institute for Education Planning
INEE	Inter-Agency Network for Education in Emergencies
IOC	Intergovernmental Oceanographic Commission
IOS	Internal Oversight Service at UNESCO
ISCED	International Standard Classification of Education
LEG	Local Education Group
MoE	Ministry of Education
MoEST	Ministry of Education, Science and Technology of South Sudan
MoI	Ministry of Interior of Afghanistan
NFE	Non-Formal Education
NGO	Non-Governmental Organization
NRS	Northern Rakhine State (in Myanmar)
ODI	Overseas Development Institute
PCPD	Post-Conflict and Post-Disaster
PDNA	Post-Disaster Needs Assessment
PEER	Programme of Education in Emergencies and Reconstruction
PEIC	Protect Education in Insecurity and Conflict
RP	Regular Programme Funding
SDG	Sustainable Development Goal
SISTER	System of Information on Strategies, Tasks and Evaluation of Results
STEPS	System to Enhance Personnel Services
TOR	Terms of Reference
TVET	Technical Vocational Education and Training
UIL	UNESCO Institute for Lifelong Learning
UIS	UNESCO Institute for Statistics

UN	United Nations
UNCT	United Nations Country Team
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Emergency Fund
UNISDR	United Nations Office for Disaster Risk Reduction
UN-OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNPBSO	United Nations Peacebuilding Support Office
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
WBS	Work Breakdown Structure
WHS	World Humanitarian Summit

Chapter 1: Introduction

Background

20. In today's world, disasters and armed conflicts are becoming more frequent and complex. As a result, in many countries facing disaster, war, epidemics and other emergencies, education is often interrupted, delayed or denied. Consequences of this are grave: children and young people are exposed to developmental delay; young girls are at risk of early marriage and pregnancy; while boys and young men are subject to recruitment in armed groups or forced labour. When youth and adult education is disrupted, it is families' entire future that is at stake.

21. Education is both a fundamental human right and a precondition to reaching other development objectives to help build peace and sustainable development. In times of conflict or disaster, education provides physical, psychosocial and cognitive protection that can be both lifesaving and life-sustaining.⁵ By offering safe spaces for learning, education provides the knowledge, skills and support that are necessary to survive a crisis. At the same time, education mitigates the psychosocial impact of conflict and disasters by providing a sense of normality, stability, structure and hope, while preparing essential building blocks for social reconstruction and future economic stability. The right to education in emergency situations was affirmed in resolution 64/290 of the United Nations (UN) General Assembly (GA) in 2010, which also urged Member States to “specifically address the gender-specific needs of girls in emergency contexts, including their increased vulnerability to gender-based violence.”⁶

Box 1 Evolution of ‘Education in Emergencies’ as a field

The field referred to as ‘education in emergencies’ (EiE) has only recently consolidated itself into a professional field of practice. However, it dates back to at least World War II when efforts were made to continue the education of European refugee and evacuee children sent to the countryside for their protection against airstrikes. Over the past two decades, EiE has emerged as a rapidly developing humanitarian subfield. The 1990 Jomtien Education for All (EFA) conference, co-organized by UNESCO, brought attention to the education needs of refugee and war-affected children. Following this, humanitarian agencies began expanding their activities to support the delivery of education in contexts of conflict and natural disaster. A landmark report by Machel (1996), *Impact of Armed Conflict on Children*, influenced the second EFA conference in Dakar in 2000, which set as one of its six goals achieving universal primary education by 2015, and emphasized that additional efforts were necessary to reach children in emergency contexts. In 2001, the founding of the Inter-Agency Network for Education in Emergencies (INEE), in which UNESCO played an important role, and the development of common standards in 2004 (*INEE Minimum Standards for Education: Preparedness, Response, Recovery*, revised in 2010) established EiE as a serious area of inquiry and practice. In 2006, a UN Humanitarian Education Cluster was established within the Inter-Agency Standing Committee (IASC) cluster approach, thereby further reinforcing the visibility of the field and importance of education in humanitarian work. The UN Secretary General's Initiative, Education First, further upholds the right to education in conflict and humanitarian emergencies.

Source: Authors

Education in Emergencies in the SDG 4 and Education 2030 Agenda

22. The global sustainable development agenda, adopted by the UN GA in 2015 stresses the importance of education in mitigating disaster and conflict, as well as in protecting people in vulnerable situations. Education is both a stand-alone Sustainable Development Goal (SDG) ⁴⁷ and a cross-cutting theme in other SDGs.⁸ The importance of education in crises is also reflected in a number of targets, particularly under SDG 4: target 4.5 speaks of providing equal access to education “for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations”; target 4.7

⁵ Muñoz, V., (2008) Promotion and protection of all human rights, civil, political, economic, social and cultural rights, including the right to development: Right to education in emergencies: Report of the Special Rapporteur on the right to education, Vernor Muñoz, New York: UN General Assembly.

⁶ United Nations General Assembly. 2010. The right to education in emergency situations. 30 June 2010.

⁷ SDG4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

⁸ SDG3 speaks of the role of education in reproductive health (target 3.7) and calls for an increase in financing for the training of health workers (target 3.c); SDG8 speaks of reducing youth not in education or training (target 8.6); SDG13 emphasizes the importance of climate change education (target 13.3).

emphasizes the role of education for the “promotion of a culture of peace and non-violence”; and, target 4.a underlines the necessity for “safe, non-violent, inclusive and effective learning environments for all”.

23. The Incheon Declaration for Education 2030⁹ also specifically addresses education in emergency situations by recommending “a sufficient crisis response, from emergency response through to recovery and rebuilding; better coordinated national, regional and global responses; and capacity development for comprehensive risk reduction and mitigation to ensure that education is maintained during situations of conflict, emergency, post-conflict and early recovery.” In recognizing that crises constitute barriers to education, its corresponding Framework for Action stipulates that countries must “institute measures to develop inclusive, responsive and resilient education systems to meet the needs of children, youth and adults in crisis contexts, including internally displaced persons and refugees.” It also emphasizes the importance of disaster risk reduction, peace education, and emergency preparedness and response as well as the protection of education institutions from violence, including gender-based violence.¹⁰

24. As the UN specialized agency for education, UNESCO is mandated to lead and coordinate the Education 2030 Agenda and therefore has an important role to play in advocating for and shaping the global approach for education in emergencies and protracted crises. Given that half of the world’s out-of-school children and young people also live in crisis-affected countries and territories, and more than half of those are girls,¹¹ fulfilling their right to education is a prerequisite for attaining SDG 4 and is a priority that cannot be overlooked by any organization working in the field of education and, especially by UNESCO.

Education in Emergencies at the World Humanitarian Summit

25. EiE also received significant attention at the World Humanitarian Summit (WHS), held in Istanbul in May 2016. One important outcome of the WHS, at long last, was the recognition of education as priority on par with other sectors in humanitarian situations. The WHS Chair’s Summary document, *Standing up for humanity: Committing to action*, underlines the role of education in a number of areas. It mentions complying with international humanitarian and human rights law through education, creating education opportunities for displaced persons and refugees, and highlights the launch of a dedicated fund for EiE to deliver quality education for all children in emergencies and protracted crises (more on this in Chapter 5).¹² Finally, echoing the Secretary-General’s report, *One Humanity: Shared Responsibility*, the WHS recognized the importance of transcending humanitarian-development divides by elaborating new ways of working. This implies “working over multi-year timeframes, recognizing the reality of protracted crises and aiming to contribute to longer-term development gains, in the logic of the SDGs”.¹³ This has important consequences for UNESCO’s work (more on this in Chapter 4).

Box 2 Key terms and definitions on Education in Emergencies

Emergency, (protracted) crisis, conflict, crisis-affected contexts and fragility are among the many terms often used interchangeably. UNESCO does not have its own official definitions for these terms and for the purposes of this exercise we have drawn from glossaries by UNESCO-IIEP, INEE, ReliefWeb, UNHCR and UNISDR. A sample of terms and their definitions follows below. See Annex 2 for a complete glossary.

Education in emergencies: This evaluation refers to ‘education in emergencies’ (EiE) as it is commonly understood by humanitarian and development partners, meaning education practice and programme intervention in conflict and disaster affected countries and territories. At times ‘vulnerable situations’ or ‘crisis contexts’ is used in place of ‘conflict and disaster affected countries’. The INEE Minimum Standards (2010) note that ‘education in emergencies’ refers to “quality learning opportunities for all ages in situations of crisis, including early childhood development, primary, secondary, non-formal, technical, vocational, higher and adult education...[and] provides physical, psychological and cognitive protection that can sustain lives.”

The present evaluation covers all education levels, consistent with UNESCO’s global education mandate, as well as the preparation and prevention dimension of EiE practice and programming.

⁹ The Incheon Declaration for Education 2030 was launched by UNESCO, UNICEF, the World Bank, UNFPA, UNDP, UN Women and UNHCR at the World Education Forum, held from 19 to 22 May 2015 in Incheon, Republic of Korea.

¹⁰ UNESCO et al., Education 2030 Framework for Action Towards inclusive and equitable quality education and lifelong learning for all, Paris, November 2015.

¹¹ “Children battling to go to school.” EFA GMR Policy Paper 10, July 2013.

¹² World Humanitarian Summit 2016. Chair’s Summary. *Standing up for humanity: committing to action*. Istanbul.

¹³ Ki-Moon, Ban et al. Transcending humanitarian-development divides. *Changing People’s Lives: From Delivering Aid to Ending Need. Commitment to Action*. Signed on 23 May 2016 at the World Humanitarian Summit.

Acute vs. protracted crisis: Out of 33 conflict-affected countries identified by UNESCO's EFA Global Monitoring Report in 2011, 25 of these were in protracted crises. The World Bank's 2011 World Development Report also brought attention to repeated cycles of violence, showing that 90 percent of conflicts initiated in the 21st century took place in countries and territories that had already had at least one civil war since 1980.¹⁴ The average length of displacement today has reached 17 years,¹⁵ and the average length of conflict today is 37 years.¹⁶

For these reasons, the evaluation distinguishes between acute and protracted crises. In keeping with the UNHCR's measurement of a protracted refugee situation, this evaluation considers protracted crises to be those with refugee populations of 25,000 persons or more in exile for five or more years. Acute crises are those in which a disruption occurs suddenly or a situation experiences a sudden, sharp increase in intensity, signalling either the initial phase of a conflict or an exacerbation of it. Protracted situations can also contain a series of acute events over time.

Source: Authors.

26. Over the past two decades UNESCO has been working in EiE and protracted crises to varying degrees (see Chapter 3), but has never undertaken an evaluation of its work in this field. The recent evolution of the international sustainable development and humanitarian agendas have important consequences for UNESCO's work, especially in the field of education. The timing is therefore opportune for UNESCO to reconsider its engagement.

Purpose and Scope

27. As UNESCO embarks upon leading and coordinating the Education 2030 Agenda, this evaluation aims at assessing UNESCO's work in EiE and clarifying its role in this important field. The objectives (dimensions) of this exercise are three-fold:

- To examine the relevance and value added of UNESCO's work in EiE and protracted crises to determine its strategic positioning;
- To assess the efficiency and effectiveness of UNESCO's participation in coordination mechanisms in the field of education within the UN and beyond at international and national levels; and,
- To assess the Organization's emergency response framework in education and overall: the procedures and capacities underpinning UNESCO's work at Headquarters and in Field Offices. This dimension was covered both by the evaluation and by a parallel IOS internal audit, the latter being published separately.

28. The overall goal of the above is to inform decisions on and strategies for UNESCO's work in EiE and protracted crises as well as its positioning and participation in international coordination mechanisms in contribution to the Education 2030 Agenda. It also aims to serve as a learning exercise for management and staff working in EiE and to communicate to partners what UNESCO can bring to the table. Please see Annex 4 for the complete Terms of Reference.

29. This exercise was conducted in two phases. During the first phase, the evaluation team conducted four case studies¹⁷ on UNESCO's education response to various types of crises, be they (protracted) conflict or natural disasters. The aim of these was to analyse particular aspects of UNESCO's work, to respond to evaluative demands by the Organization's entities working in crisis settings, and to collect information on the three dimensions mentioned above. During the second phase, the evaluation team undertook a comprehensive assessment of the first two dimensions in view of developing recommendations for UNESCO's work in EiE and protracted crises. Data collected during the first phase was integrated into the comprehensive assessment.

30. The evaluation covered UNESCO's work in EiE and protracted crises over the past five years, from 2012 to the present (mid-2016), mainly covering the 36C/5 (2012-2013) and 37C/5 (2014-2015) biennia. The analysis examined work undertaken by the Education Sector both at Headquarters and in Field

¹⁴ World Bank World Development Report 2011, "Conflict, Security and Development".

¹⁵ Internal Displacement Monitoring Centre. (2014). Global Estimates 2014: People displaced by disasters. Geneva: Internal Displacement Monitoring Centre.

¹⁶ Conflict is becoming more protracted. In 1990, the average length of conflict was 19 years. See Bennett, et. al. 2016. Time to let go: Remaking humanitarian action for the modern era. ODI Humanitarian Policy Group.

¹⁷ The four case studies are: (1) [UNESCO's Education Response to the Syria Crisis: Towards Bridging the Humanitarian-Development Divide](#); (2) [Crisis-Sensitive Education Sector Planning: UNESCO-IIEP Support in South Sudan](#); (3) [UNESCO Kathmandu Office's Education Response to Natural Disaster in Nepal](#); and (4) The Effects of Police Literacy Training in Afghanistan. These case studies are published separately.

Offices and by UNESCO's Education Category I Institutes, but also relevant work by other programme sectors worldwide.

Methodology

31. This exercise was conducted by a team of evaluators from UNESCO's Internal Oversight Service (IOS) together with an EiE specialist. The detailed methodology can be found in Annex 5.

32. During the first phase of the evaluation, the team engaged in data collection and analysis for the four case studies. Methods included desk studies of relevant documents and country visits for interviews with UNESCO staff and external partners and stakeholders, including representatives of coordination mechanisms in the field of education. Week-long visits were undertaken to Afghanistan¹⁸, Lebanon and Jordan for the study on the Syria crisis, South Sudan and Nepal. The case studies are published separately.

33. In the second phase of the evaluation, the team undertook four main activities: a mapping of UNESCO's work in crisis-affected countries and territories, including a portfolio analysis of 10 crisis-affected countries¹⁹; a review of the Organization's participation in international coordination mechanisms in the field of education, which included interviews with representatives of organizations in New York and Geneva; and, an analysis of UNESCO's strategic documents related to EiE work. An audit of the capacities and frameworks that underpin UNESCO's response in crisis-affected countries and territories was conducted in parallel to the evaluation and is published separately.

Limitations

34. This exercise encountered a number of limitations, many of which stem from the lack of an organizational definition of emergency and crisis situations. To address this gap, the team compiled various concepts present throughout UNESCO's documents, but aligned its conceptual thinking with the recent research by the Overseas Development Institute (ODI) in preparation for the WHS. See Box 2 above and Annex 2 for a complete glossary of terms used in this evaluation.

35. The evaluation analysed UNESCO's work in education in 50 crisis-affected countries, based on data from 2016. As a result, it did not include countries that may have been considered to be in crisis in earlier periods. However, countries that faced natural disasters more than five years ago were still considered (for example Haiti) if they were identified as crisis-affected at the time of the evaluation.

36. The exercise focussed not only on the Organization's response to crises and disasters, but also on preparedness and prevention/mitigation within the 50 crisis-affected countries. Other important preparedness work that is happening in non-crisis contexts was not within the scope of this exercise.

37. The poor quality or general scarcity of reliable monitoring data in SISTER, especially on the longer-term outcomes of programme activities limited the assessment of results achieved. The evaluation attempted to compensate for this by collecting additional data through documents, interviews and during field missions.

Structure of this Report

38. This report is divided into four chapters. Chapter 2 presents a brief history of the evolution of EiE programming at UNESCO, describing the development of the Organization's specialized expertise in the field. Chapter 3 assesses UNESCO's response capacity in crisis and transition situations, providing an overview of its response to recent crises. Chapter 4 analyses the Organization's added value and niche areas in EiE. Chapter 5 then examines UNESCO's participation in networks and coordination mechanisms related to EiE both at the global and country levels. A number of technical annexes can also be found at the end of the report, which include a glossary, a list of crisis-affected countries and territories with UNESCO's presence therein, a list of UNESCO publications in EiE since 2009, the terms of reference for this evaluation, the detailed methodology for this exercise, the list of people interviewed and references.

¹⁸ The methodology for the case study on Afghanistan also included a survey and statistical analysis (based on a quasi-experimental approach).

¹⁹ The 10 crisis-affected countries identified are: Afghanistan, Democratic Republic of Congo, Haiti, Iraq, Myanmar, Nepal, Palestine, the Philippines, South Sudan and Syrian Arab Republic.

Chapter 2: Background: Evolution of EiE work in UNESCO

39. This chapter briefly presents the evolution of EiE work at UNESCO. UNESCO began working in EiE in the 1990s and progressively developed expertise both at the policy and field levels. The Organization's involvement in education response to crises increased steadily for many years, until recently. (See timeline of UNESCO's work in Figure 1.) Recognizing UNESCO's initial contributions to the EiE field is important in order to understand why the Organization is still expected to be part of education response by many partners.

Through PEER UNESCO initiated important field-based operations in EiE

40. UNESCO's first major programmatic intervention in EiE was the Programme of Education for Emergencies and Reconstruction (PEER), which originated as a project in Somalia in 1992. It developed and distributed the first Teacher Emergency Packages (TEP),²⁰ set up mobile schools and a teacher-training institute, and developed curricula in mine awareness, environmental and peace education. UNESCO developed important expertise that other education actors did not have at the time. Its products and approaches were considered to be so valuable by other UN agencies and NGOs, that they used it to inspire broader education responses to emergencies.

41. As no formal structure to deal with post-conflict situations existed at UNESCO Headquarters,²¹ PEER was managed out of UNESCO Nairobi between 1994-2004²², operating in the Horn of Africa and Great Lakes Region and was implemented mainly by external consultants. Although there is some mention of PEER in UNESCO's strategic planning documents (in the C/5 Programme and Budget documents covering 2004-2012 under the Africa Department), adequate staffing or regular programme funding were never allocated to it.²³ The unique expertise developed by PEER was therefore not recognized within the Organization and its programme model was not replicated elsewhere in the world. Following several restructurings, PEER was eventually dissolved in 2012 when extrabudgetary resources ran out by the end of 2011. Institutional practice and memory went with the departing staff.²⁴

UNESCO began building the capacity of education stakeholders at country-level and published a series of noteworthy reports

42. In the 2000s UNESCO's International Institute for Educational Planning (UNESCO-IIEP), developed specialized expertise in educational planning, which led to a series of seminal publications that are used by EiE practitioners even to this day (see Box 3 below).

43. UNESCO's Education Sector also moved into the EiE field through the establishment of a specialized Section for Post-Conflict and Post-Disaster (PCPD) Situations²⁵ in 2008. Its staff participated in fieldwork, which included supporting the establishment of humanitarian education structures, conducting needs assessments, training MoE staff in emergency planning and response, and drafting education emergency contingency plans. The Section also conducted in-depth research²⁶ and contributed to seminal publications in the EiE field, which are still recognized today.

²⁰ According to a PEER evaluation, "TEP was later adapted and spread to new countries by UNICEF, which had more operational capacity and infrastructure to deal with this kind of product". (PEER Programme Assessment, pp 11).

²¹ A Unit for the Education Refugees and the Reconstruction and Rehabilitation of Educational Systems (ED/RER) was created within the Education Sector was not created in the Secretariat until 1994, to cooperate with UNHCR via the UNESCO Geneva liaison office (Blue Note 11 March 1994). In 1998 this became a Section for Countries in Crisis and Reconstruction (CCR). However, lack of staff hindered the number of activities, and PEER functioned independently of these units.

²² In 2004 the programme was attributed an intersectoral dimension and until 2012 its overall supervision, coordination and backstopping was ensured by the Africa Department at UNESCO Headquarters.

²³ Kaiser, C. PEER in Context: Options for the future; personal correspondence with interviewees.

²⁴ PEER was formally terminated in November 2012 following an agreement of the AFR department (ADG/AFR/CEP/12/109) and subsequent confirmation by the Director General (ADG/AFR/CEP/12/128) that the remaining 3 PEER staff be fully integrated into the Nairobi Regional Office and be assigned duties within the structure of the Office. By this time, its budget for the 2012-2013 biennium was USD 51,515.

²⁵ The Section for Education in Post-Conflict and Post-Disaster Situations had three professional and two general service posts in 2008.

²⁶ See, Psychosocial Responses in Post-Conflict and Post-Disaster (PCPD) Situations: A discussion Paper. N.d.; Psychosocial Programming: UNESCO's Role and Strategic Position. Draft. Mike Wessels, Columbia University. 15 January 2010.

Box 3 Early Notable Publications on EiE by UNESCO

Between 2003 and 2013 UNESCO-IIEP published a notable series of case studies on education response in a number of crisis-affected countries. Its *Guidebook for Planning Education in Emergencies and Reconstruction* (2006, revised in 2010) was one of the first manuals targeting national education authorities, rather than the staff of humanitarian and development agencies. Much of its content was also later used in the INEE Tool Kit. Other landmark publications for the EiE field have come from UNESCO: the series of *Education Under Attack* reports (2007, 2010), which led to the establishment of the inter-agency Global Coalition to Protect Education from Attack (GCPEA) in 2010, and the *2011 Education for All Global Monitoring Report - The hidden crisis: Armed conflict and education*, which contributed to the broad recognition of the immense challenge conflict presents in achieving education for all. (See Annex 3 for a list of UNESCO publications in the field of EiE.)

Source: Authors

44. The PCPD team represented UNESCO in global coordination mechanisms, including the IASC Education Cluster working groups, INEE working groups and task teams,²⁷ the Thematic Platform on Knowledge and Education under the International Strategy for Disaster Reduction. UNESCO became a founding Steering Committee member of the Global Coalition to Protect Education from Attack (GCPEA) and contributed to its key publications.

45. The PCPD Section attempted to develop strategies for UNESCO's work in education both in PCPD²⁸ and in DRR²⁹; however, these were not endorsed by senior management nor submitted to Governing Bodies. From 2011 onwards, a number of restructurings downsized the section until it had no more staff in 2014 and remained in name only. In the process, most specialized staff left UNESCO and EiE work at Headquarters completely diminished.

Over the years UNESCO's education response to crises was inconsistent

46. Around the world, UNESCO was involved in education response to some crises but not to others. The decision to intervene, however, has never been guided by any organizational strategy. (See next Chapter.) In each case, senior management decided on whether UNESCO would contribute to crisis response or not, though this was not based on established criteria. For instance, UNESCO was the lead agency for education in Iraq during the first Iraq war under the Oil for Food Programme. A small Architecture unit in the Education Sector provided valuable expertise in school building and rehabilitation. Ten years later and following the 2003 Iraq War, UNESCO further scaled up its programming in the country, which continues to the present day.

47. Following the Indian Ocean tsunami in late 2004 however, UNESCO leadership did not see a role for the Organization in education response. Realizing that this was a missed opportunity, its Intergovernmental Oceanographic Commission (IOC) then developed the Indian Ocean Tsunami Warning System and a programme to educate communities on tsunami preparedness. In 2005, UNESCO developed the Earthquake Response Programme in Pakistan.³⁰ The Organization established a field presence and played a critical leadership role within what was the newly-established IASC cluster system at the time, heading the Working Group on Education in the Early Recovery and Reconstruction Cluster and working closely at the central level. This setup allowed UNESCO to integrate longer-term perspectives for reconstruction and development in planning.³¹

²⁷ The Section chief represented UNESCO on the INEE Steering Group and was Steering Group Chair from 2007-2009. The PCPD Section participated in the INEE task team for Adolescents and Youth, and hosted the INEE Coordinator for the Working Group on Education and Fragility (today called the INEE Education Policy Working Group).

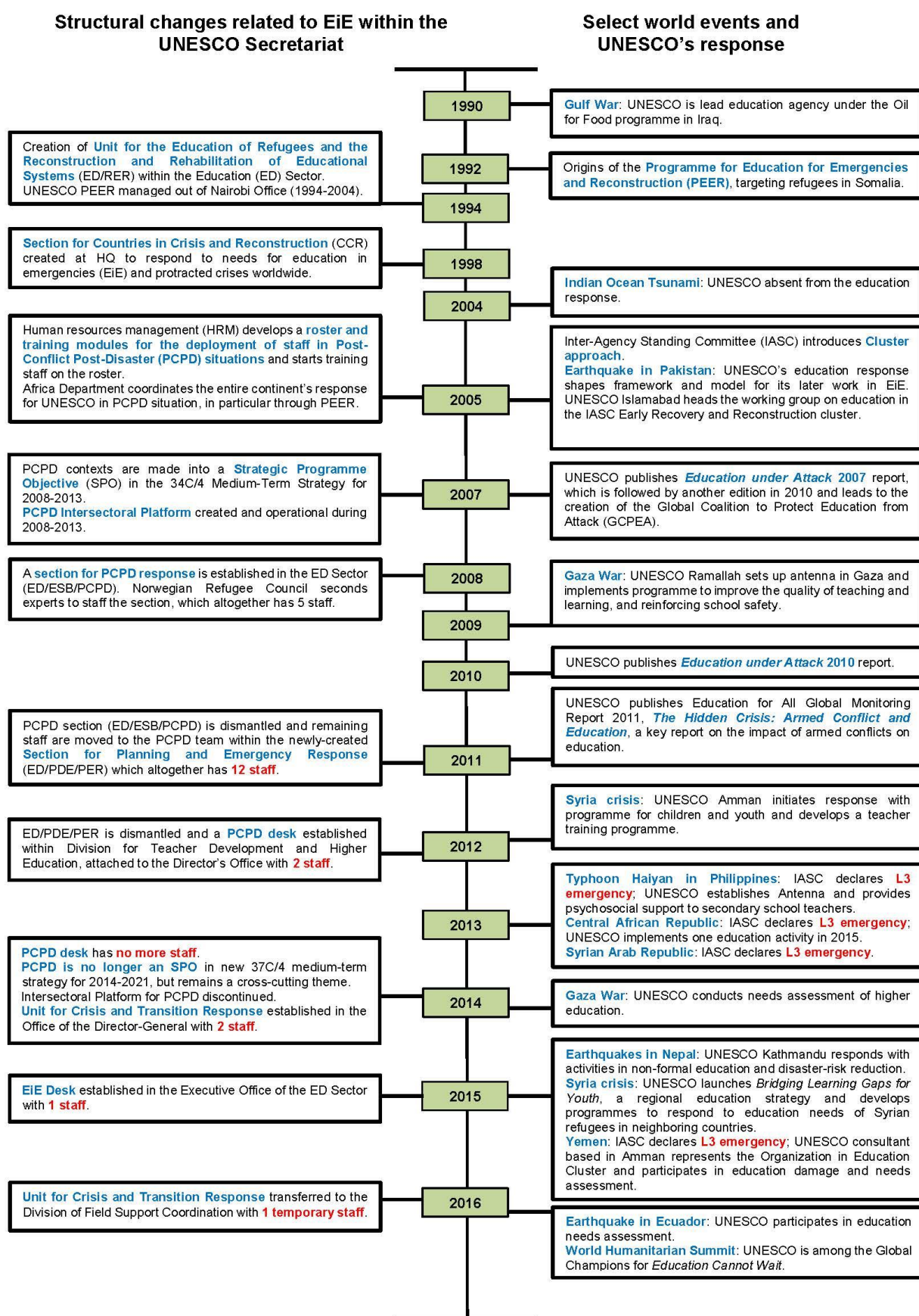
²⁸ A task team was convened to draft a strategy, in consultation with staff in Regional Offices, Cluster and Field Offices, Institutes, and Headquarters, to guide UNESCO staff in education provision in PCPD situations. See UNESCO Education Sector Policy and Strategy in Post-Conflict and Post-Disaster (PCPD) Situations, 30 September 2008.

²⁹ See, UNESCO Education Strategy for Disaster Risk Reduction in Education. Draft, May 2011.

³⁰ The Programme addressed four programme areas: education planning and management training and support for education officials; teacher training; support to secondary and tertiary education; and, non-formal education (including TVET, literacy, skills, sports and recreation). UNESCO Islamabad. 2006. UNESCO's Earthquake Response Program. PK/2006/ED/PI/2.

³¹ See Anderson, A., Martone, G., Robinson, J. P., Rognerud, E., & Sullivan-Owomoyela, J. 2006

Figure 1 Timeline of UNESCO's work in education in crises



Source: Authors

Chapter 3: UNESCO's Response Capacity in Education in Emergencies

48. This chapter assesses the challenges in UNESCO's response capacity that have prevented the Organization from being a steady partner in education response worldwide.

Lack of an organizational strategy in EiE weakens UNESCO's position

49. While certain strategic documents (C/4, Education Strategy) commit UNESCO to supporting UN system-wide response to crisis situations, operationalizing this commitment has always been a challenge. The internal audit of UNESCO's Frameworks and Capacities for Crisis and Transition Response, conducted in parallel with this evaluation, found that UNESCO lacks a clear strategic framework to support its decision to engage in crisis response. Indeed, despite several attempts to develop both organization-wide and education-specific frameworks (such as by the PCPD Section in the Education Sector), UNESCO has never endorsed an operational strategy for its work in EiE nor for crisis response in any other programme areas, the exception being the *Strategy for reinforcing UNESCO's action for the protection of culture and the promotion of cultural pluralism in the event of armed conflict* adopted by the General Conference in 2015.

50. Without a global strategy with clear criteria for when the Organization is to engage in emergencies and crises, UNESCO's education response to major world humanitarian crises has therefore been largely reactive and ad hoc. It has also been implemented in sectoral silos and has often lacked a longer-term approach. The lack of a strategy for the Organization's work in EiE also sends confusing messages to its staff, as well as to external stakeholders. It signals that EiE is not a priority for UNESCO and results in a failure to communicate to partners and donors what the Organization can offer in such situations. UNESCO's staff lack guidance for their strategic planning, as well as communication materials to show UNESCO's added value. Without a strategy for EiE with clear objectives and targets for what the Organization can contribute, the effectiveness and longer-term impact of its action is also very difficult to measure. Consequently, it is more difficult to raise resources for EiE programmes. Furthermore, at times this leads to the implementation of interventions that fall outside of the Organization's core competences (more on this in Chapter 4). The lack of strategy also implies that no programmatic and administrative structures are in place to support staff in Field Offices in crisis-affected countries and territories (see later in this chapter).

51. In an attempt to fill this gap and position the Organization in specific contexts, UNESCO's staff have developed strategies for certain situations such as the *Bridging Learning Gaps for Youth*, a strategic framework for the education response to the Syria crisis, launched in early 2015. This document, however, was developed already five years into the Syria crisis with the aim of clarifying UNESCO's strategic positioning. The case study conducted for the present evaluation found that it had not yet fulfilled its role of communicating the Organization's niche areas due to its poor initial dissemination to partners. Its updating in 2016 with information on what has already been achieved since the start of the crisis, is a step in the right direction.

UNESCO is present in 20 of 50 crisis-affected countries, but the resources dedicated to its EiE work remain limited

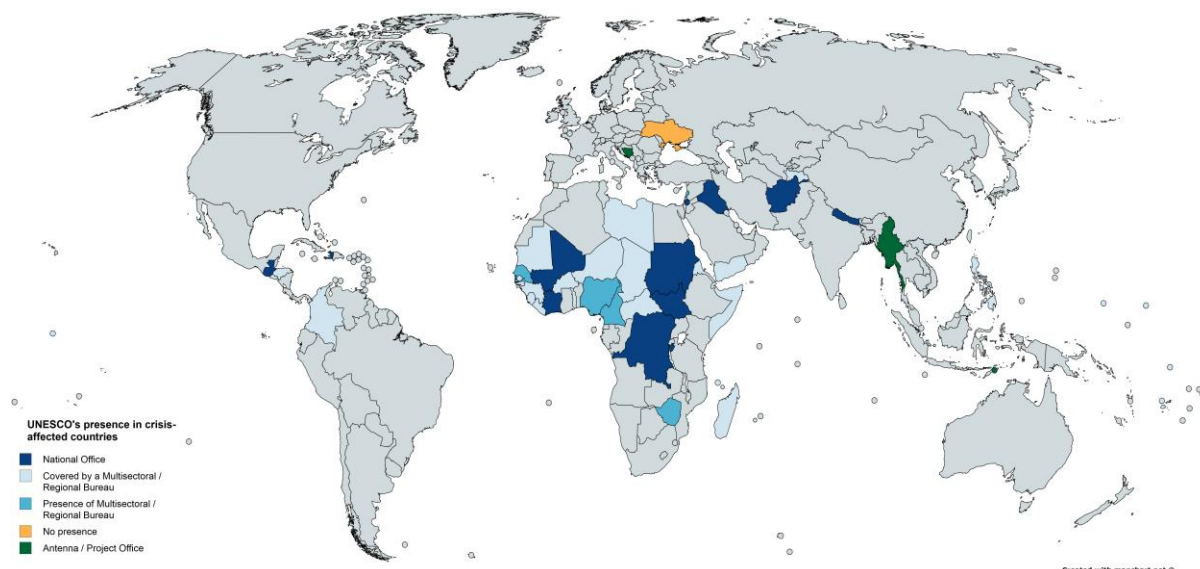
52. Over the years, UNESCO aimed to position itself closer to the field and especially in countries in crisis or transition by opening up National Offices. According to UNESCO's Administrative Manual, National Offices are set up in countries in transition or in those experiencing conflict or other special situations.³² As neither UNESCO nor any other UN agency has a formal definition or list of crisis-affected countries, this evaluation turned to three sources³³ to compile a list of 52 crisis-affected countries and territories (as of mid-2016) in order to map UNESCO's field presence therein. (See Annex 1.) Figure 2 shows that UNESCO covers 50 of them to varying degrees. The Organization has 20 in-country offices, of which 12 are National Offices, two are Antennas, two are Project Offices and four are Regional or

³² See the UNESCO Administrative Manual Chapter 1.7, Section 2.3.

³³ The World Bank's Harmonized List of Fragile Situations; INEE's Education Spotlight Series; and, international appeals and humanitarian response plans through UN-OCHA.

Cluster Offices, which cover several countries at a time. The 30 others are covered by Regional or Cluster Offices that are located in neighbouring countries.

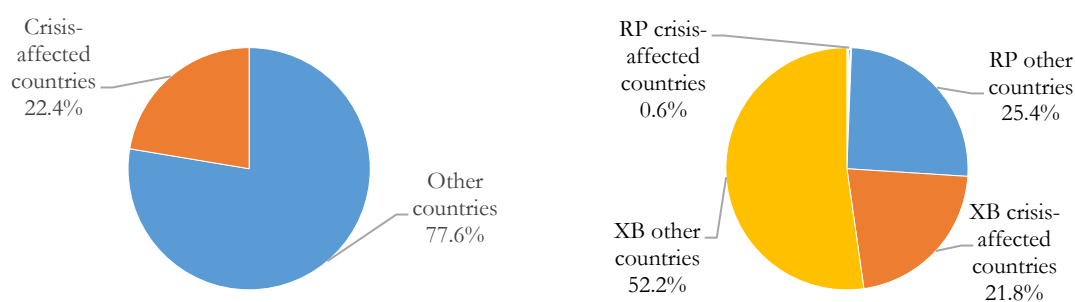
Figure 2 UNESCO presence in crisis-affected countries and territories



Sources: UNESCO website and SISTER for 36C/5 and 37C/5

53. Despite UNESCO’s establishment in crisis-affected countries, its education portfolio therein represented less than a quarter of the Education Sector’s budget during 2012-2015 (See Figure 3). The allotted programme budget to the 50 countries represented just 22 percent of the Education Sector’s total allotment worldwide for the same time period. In all, 25 percent of extrabudgetary resources, but less than 1 percent of regular programme funds in education were allotted to the 50 crisis-affected countries during 2012-2015. In a context of financial decline (especially after 2011), EiE-related work was not prioritized within the Organization. Interviews with partners for this evaluation also clearly echo that UNESCO did not adequate resources for its EiE work to be considered as a key response actor.

Figure 3 Allotment of Education Sector’s budget to 50 crisis-affected countries over 2012-2015 (in USD)



	36 C/5 Extra-budgetary	36 C/5 Regular Programme	Total for 36 C/5	37 C/5 Extra-budgetary	37 C/5 Regular Programme	Total for 37 C/5	Grand Total
ED Sector Worldwide	223 024 719	29 914 426	252 939 145	251 825 663*	137 024 789	388 850 452	641 789 597
50 Crisis-affected countries	81 124 741	1 310 580	82 435 321	58 466 221	2 644 017	61 110 238	143 545 559
25 Crisis-affected countries in Africa	22 672 372	0	22 672 372	16 049 427	1 340 684	17 390 111	40 062 483

Source: SISTER for 36C/5 and 37C/5; * Business Intelligence (in USD)

54. A mapping of education-related activities for this evaluation established that over 2012-2015, UNESCO implemented some level of education activity³⁴ in 50 crisis-affected countries. However, analysis of these activities shows that the education portfolio is much smaller in the 30 countries where the Organization is not resident. This highlights UNESCO's limited capacity to raise funds for EiE work outside of countries where it has physical offices.

55. The Organization's field presence in Africa's 25 crisis-affected countries is limited to 11 offices, six of which are national. Five Regional Multisectoral Offices cover the other 19 countries. UNESCO had some level of activity in all 25 crisis-affected countries over the past five years; however, in many of them the education portfolio has been very small. Programme resources for Africa account for just 28 per cent of the Education Sector's allotment to crisis-affected countries overall, and just 6 per cent of its total allotment worldwide. During 2012-2013, the 25 crisis-affected countries in Africa received no regular programme funding at all, while during 2014-2015 these countries altogether received just over USD 1.3 million in regular programme funds for activities. UNESCO's Programme and Budget document for 2014-2017 acknowledges under its Global Priority Africa that "sub-Saharan Africa still accounts for half of the world's out-of-school children"; however, this declaration is not met with the allotment of a greater share of resources to the continent's crisis-affected countries, which is where most of these children live.

The effectiveness of UNESCO's response depends on several factors: field presence, timeliness (from the onset) and resources

56. This evaluation assessed UNESCO's education response in 10 crisis-affected countries. In addition, it analysed the Organization's level of engagement in UN-OCHA declared Level-3 emergencies.³⁵ Since 2012, six such Level-3 emergencies have been declared in the Central African Republic, Iraq, the Philippines, South Sudan, Syrian Arab Republic, and Yemen. In mid-2016, the time of writing, four of them were still Level-3 emergencies: Iraq, South Sudan, Syrian Arab Republic and Yemen. Furthermore, in the time period examined by the evaluation, Nepal was struck by devastating earthquakes in 2015, thereby also triggering a massive response by the international community.

57. The evaluation found that UNESCO can effectively respond in education to crises if the following criteria are met. First, the Organization must be resident in the country (physical office), as a field presence provides it with country-level contacts required to upstart activities. Second, it must be part of the response from the onset, engaging with other actors in system-wide response. Third, it must have minimal human and financial resources in order to engage in joint work with other agencies and kick-start the implementation of its own interventions before additional funds are mobilized. Finally, an up-to-date strategic framework for UNESCO's work in the country, such as the UNESCO Country Programming Document helps position UNESCO's action vis à vis other actors.

58. The Organization does not have the capacity (human and financial) to effectively engage in countries where it does not have offices. When it does intervene in such countries, its response is very limited in scale, is often untimely, and without the proper backing of country-level coordination mechanisms in which UNESCO is unable to participate. Given the Organization's current financial situation, it cannot establish a field presence in all crisis-affected countries. Therefore, UNESCO needs to be selective in its response to crises and prioritize countries where it has a presence.

UNESCO's EiE response is more effective in countries where it has offices

59. Among the Level-3 Emergencies, UNESCO has been a major partner in the education response in Iraq and South Sudan where it has National Offices. Its education portfolios in these countries have attracted significant extrabudgetary resources, while regular programme funds have been limited (see Figure 4). UNESCO staff in these offices also actively engage in country-level education mechanisms, such as Local Education Groups and Education Clusters (see Chapter 5 for more on this).

³⁴ Level of activity refers to countries in which UNESCO implemented at least one education intervention with allotment of either regular programme or extrabudgetary funding.

³⁵ Level-3 emergencies are major sudden-onset humanitarian crises triggered by natural disasters or conflict which require system-wide mobilization. See Annex 2: Glossary of Terms for more information.

60. UNESCO is also implementing a larger scale education response to the Syria crisis with its *Bridging Learning Gaps for Youth* strategic programmatic framework in neighbouring Lebanon, Jordan and the Kurdistan region of Iraq out of its offices in Beirut, Amman and Erbil. The case study on the Organization's response to the Syria crisis found that UNESCO has made important contributions to strengthening these refugee host countries' education systems, thereby bridging shorter-term humanitarian assistance with longer-term development work. It also found that UNESCO staff have actively contributed to country-level education mechanisms that have, in turn, informed longer-term planning in each country. UNESCO's response in the Syrian Arab Republic itself, however, only just began in 2015 and is limited to one project. The Organization's Beirut Office set up a temporary project office in Damascus that same year, but its capacity is limited and does not enable UNESCO staff to fully engage in the Education Working Group and other sub-national coordination mechanisms.

Figure 4 UNESCO financial allotment by country and source of funding for Level-3 emergencies (2012-2015) in USD

Country	Extrabudgetary (EXB)			Regular Programme (RP)			Total
	36 C/5	37 C/5	Total EXB	36 C/5	37 C/5	Total RP	
Iraq	15 780 743	11 368 833	26 683 922	0	130 000	130 000	26 813 922
South Sudan	3 735 187	1 326 995	5 062 182	0	0	0	5 062 182
Philippines	143 613	516 910	660 523	0	30 000	30 000	690 523
Syrian Arab Republic	35 337	340 888	376 225	0	0	0	376 225
Central African Republic	0	84 334	84 334	0	0	0	84 334
Total							33 027 186

Source: SISTER for 36C/5 and 37C/5.

61. UNESCO implemented one project in response to Typhoon Haiyan in the Philippines out of its office in Jakarta, which covers five countries (see below). It also implemented one small project in response to the crisis in the Central African Republic from its Multisectoral Regional Office for Central Africa (in Yaoundé, Cameroon) which covers 12 countries. UNESCO did not implement any education projects in Yemen³⁶, which is under the responsibility of its Cluster Office in Doha, Qatar, which covers seven countries. In the context of already stretched financial and human resources, especially from the regular programme, UNESCO did not have the capacity to intervene with scale in those three countries, nor should it have.

62. In the absence of an organizational strategy for EiE with clear criteria for UNESCO's engagement, it is unclear, however, why the Organization decided to implement projects in the Philippines and Central African Republic, while it did not implement any education projects in Yemen.

If UNESCO is absent at the onset of a crisis, it is very difficult for it to be part of the response later on

63. This evaluation assessed the Organization's response to two natural disasters, the 2013 Typhoon Haiyan in the Philippines and the 2015 earthquakes in Nepal. UNESCO did not have a field presence to count on for its response to the first, which thereby limited its contacts with relevant ministries and other education actors inside the country. This prevented it from participating in any education needs assessments and from engaging with country-level Education Clusters and other education groups, which set the priorities for response by the international community. Even though UNESCO later opened a temporary structure in Manila and managed to secure funding for one project for the provision of psychosocial support to secondary school students, the Organization was not seen as a steady and visible partner. Furthermore, the implementation of the project out of its Jakarta Office and not out of the antenna presented UNESCO, a non-resident agency, with a number of logistical challenges, such as finding spaces for meetings in zones hit by the disaster.

³⁶ In 2015 UNESCO hired a consultant to represent the Organization in the Education Cluster for Yemen that was based in Amman, Jordan. The consultant contributed to a joint Damage and Needs Assessment and explored possibilities for UNESCO to engage further in the education response. However, the assignment did not result in the implementation of any UNESCO education projects in the country.

64. In Nepal, UNESCO has a National Office, which enabled for an efficient and effective education response, though limited in scale due to a shortage of resources. UNESCO Kathmandu Office's Education staff were able to engage with the country's Education Cluster immediately after the first earthquake and advocate for the inclusion of non-formal education as well as of vulnerable groups in the international community's response to the disaster. They were also an integral part of the team that conducted the post-disaster needs assessment (see Box 9) and participated in UN-OCHA flash appeals. Though funding for UNESCO's education response was limited to regular programme resources, the Kathmandu Office made modest but important contributions to mainstreaming disaster risk reduction in a number of education initiatives and empowering community learning centres in their outreach to communities. (See the Case study on [UNESCO Kathmandu Office's Education Response to Natural Disaster in Nepal](#).)

65. Nearly all stakeholders interviewed for this evaluation insisted that if UNESCO is not present in the initial phase of response, for example by taking part in rapid needs assessments and appeals, it is unable to successfully advocate for the inclusion of certain groups and issues and participate in the longer-term planning of reconstruction work. National development plans and subsequent fundraising efforts are usually based on these initial needs assessments; therefore, participation in these exercises is essential. If UNESCO is absent at the onset of a crisis, it is not seen as a credible partner if it later attempts to offer support for populations or themes that were not covered by the initial assessment.

66. Without a field presence in all countries, UNESCO can only participate in initial needs assessments and other country-level mechanisms if it is able to deploy staff to the crisis-affected area very quickly. This evaluation and parallel internal audit exercise identified a number of challenges that prevent the Organization from doing so (see later in this Chapter). If UNESCO is called upon by partners to be part of the initial response, even for a limited period of time, it needs to develop flexible approaches for deploying surge support and partnering with other agencies that are resident in crisis-affected areas.

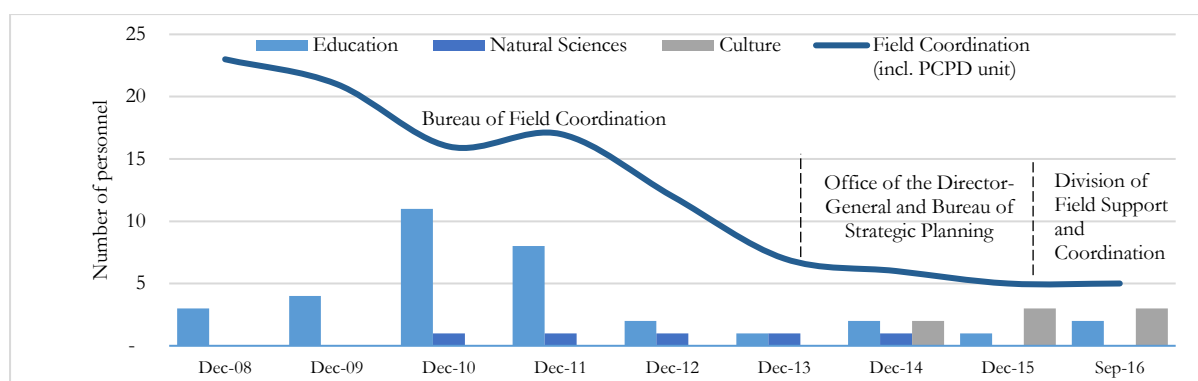
UNESCO dismantled coordination efforts for crisis-affected countries, thereby further reducing UNESCO's EiE work

For five years there was a no coordination of EiE work at UNESCO Headquarters

67. Resources for the coordination of UNESCO's EiE work have varied significantly over the years. As mentioned earlier, between 2008 and 2011 the Education Sector housed a specialized unit for EiE, which at its heyday had up to 12 EiE specialists (see Figure 5). However, the Section was never regarded as a permanent structure within the Education Sector, which is demonstrated by the absence of any fixed-term professional posts. The Section was gradually dismantled, leading to no coordination of EiE work at Headquarters between 2012 and 2015.

68. An EiE Desk was re-established in the Executive Office of the Education Sector at the end of 2015 with one professional staff member and a USD 200,000 regular programme operational budget for 2016-2017. The EiE Desk recently resumed a number of important coordination and representation functions (see Chapter 5), but does not have the capacity to represent the Organization in all relevant mechanisms and nor to provide the much needed strategic guidance and technical backstopping to colleagues in the field. Without adequate capacity (staff and resources) for EiE coordination at Headquarters, UNESCO's field staff are largely left on their own to respond to disasters and crises.

Figure 5 UNESCO Human Resources for Coordination of Crisis Response



Source: STEPS.

69. To compensate for the lack of coordination at the global level, UNESCO’s regional offices have been playing a more active role. For example, a small unit was set up to coordinate the Organization’s response to the Syria crisis in the Regional Bureau for Education in the Arab States, in Beirut. The unit liaises with UNESCO’s offices in Jordan, Iraq and Egypt on the development of regional strategic frameworks, the mobilization of funds, and even the implementation of regional projects. Another example of regional coordination is the recent involvement of UNESCO’s Office in Santiago in the post-earthquake response in Ecuador in spring 2016. In a context of limited resources at Headquarters, bolstering coordination at the regional level could be one effective mechanism by which the Organization can strategically position itself in its education response to crises.

Overall coordination of response to crisis and transition countries is currently limited

70. The functions of coordination for support to crisis and transition are currently under the responsibility of the Crisis and Transition Unit (CTR) within the Division of Field Support Coordination (FSC). Until 2014 these were handled by the Bureau of Field Coordination (BFC). The CTR unit was then created in the Office of the Director-General, and transferred in August 2016 to FSC.

71. Figure 5 above shows that dedicated personnel for overall coordination of field support and crisis response has steadily decreased from over 20 posts in 2009 to only four today. Furthermore, during the publication of this evaluation, the CTR unit had one temporary staff member, with its permanent staff away on other assignments. This has important consequences for UNESCO’s representation in system-wide mechanisms, as well as for much needed backstopping for colleagues in the field. Deprived of any organizational strategy and operational mechanisms for crisis and transition response, UNESCO’s field colleagues rely heavily on the “on demand” assistance and coaching that was provided to them by CTR. Such support to colleagues in crisis-affected countries must be continued and adequately resourced.

Intersectoral Platform for PCPD effectively promoted intersectoral work and facilitated UNESCO’s participation in international coordination mechanisms

72. An Intersectoral Platform for Support to Countries in PCPD Situations, housed in BFC, was operational between 2008 and 2013. It acted as the “one point of call” to simplify the communication process between Field Offices and Headquarters, and provided guidance on how to engage in emergencies. It also organized regional trainings, including on the consolidated appeals process, needs assessments and flash appeals. An online portal housed valuable resources on PCPD programmes at UNESCO, as well as training materials and guidance notes.

73. In its last biennium of operation (2012-2013) the Platform had a regular programme budget allotment of USD 686,010, as well as an extrabudgetary allocation of USD 737,447.³⁷ This funding was intended to enable quick and flexible response to emergency situations. With the support of this Platform and the Education PCPD Section, UNESCO actively participated in UN-OCHA appeals (See Chapter 5). The Platform also provided an important channel for both Natural and Social and Human Science Sectors

³⁷ Source: SISTER 36C/5 2012-2013

as well as the Culture sector to stay involved in humanitarian work and contribute to multisectoral approaches. The PCPD Platform was dissolved at the end of 2013 along with all other intersectoral platforms due to organizational funding constraints. Trainings and its online resource platform were discontinued, leaving UNESCO staff without access to valuable resources.

Lack of knowledge management hampers institutional memory and impairs EiE work

74. With the discontinuation of any existing knowledge sharing networks and portals, UNESCO staff were left without any mechanisms by which to share their experiences and ensure that institutional memory informs any future EiE work. Consequently, information-sharing among staff is very limited, making it much more difficult for colleagues in different sectors and offices to draw on each other's expertise. UNESCO thus has been missing a critical opportunity to develop intersectoral response to crises and to capitalize on its diverse knowledge base.

75. Important knowledge management initiatives have already been undertaken in UNESCO during the past ten years and should not be forgotten. The PCPD online portal still contains a wealth of project documents, examples of flash appeals, and tools that can be of great use to staff around the world. Its updating and dissemination to all colleagues should be encouraged. Furthermore, the sharing of experiences between colleagues in Field Offices and between sectors can and should inform intersectoral initiatives for UNESCO's crisis response in EiE. Such a knowledge sharing network can only function if it is coordinated and managed on a regular basis and thus requires adequate resources. The newly re-established EiE Desk is well positioned to take on this coordinating function, provided that it is sufficiently supported and resourced.

The efficiency of UNESCO's response is compromised by the inadequacy of internal frameworks and capacities

76. Without any organizational strategies for crisis and transition response, UNESCO's EiE work is further hampered by the lack of operational frameworks and inadequate or outdated guidelines. The internal audit conducted in parallel to this evaluation identified a number of challenges that impair the Organization's emergency response across all programme sectors. This section provides a summary of these, while more details are provided in the internal audit report, published separately.

77. First, UNESCO lacks specific procedures to support its crisis and transition response. Although the Organization's Administrative Manual refers to "specific administrative procedures during clearly defined conflict and disaster situations, declared as such by the Director-General",³⁸ it does not outline what these procedures are. Interviews with UNESCO staff in the Bureaus of Financial Management and Human Resources confirm that in practice no specific procedures are in place for crisis situations. The Manual's reference is furthermore out of date.

78. Second, if UNESCO is to effectively respond to crises, it needs to be able to send staff or external experts for surge support, especially to countries where UNESCO has small national offices with limited capacities. This requires that staff be trained in emergency response and that proper mechanisms enable their rapid deployment. In the absence of internal expertise, external experts should be recruited rapidly via simplified procedures. The internal audit and evaluation both found that there is very little awareness among staff on the types of existing expertise within the Organization. However, even when experienced staff are identified, it is very difficult to release them on short notice. There is also no formal roster to identify related expertise and availability. Similar obstacles exist for the identification, recruitment and deployment of external experts.

79. Third, UNESCO currently has no mechanism by which it can allot funds quickly in response to crisis situations. The case study on the Organization's response to the 2015 earthquakes in Nepal found that UNESCO had no emergency education fund to support its programming in the country and had to rely on the reallocation of unused regular programme funding left over from the biennium to support its work. Even then, its Kathmandu Office did not receive any funds for its education activities until four months after the disasters.

³⁸ Chapter 3A Financial Rules, section 6.38 "Conflict and Disaster Activities"

80. Fourth, the late availability of funding regularly postpones the start of project implementation. This is due to the multiple steps in the validation process that lead to delays in the receipt of funds on the Organization's bank accounts. It is also due to the absence of training opportunities for field staff in the various procedures, including fund mobilization. Consequently, projects start late and face implementation delays averaging a year and a half.

81. Fifth, lengthy recruitment procedures regularly postpone the start of activities. The internal audit's review of a sample of project officer recruitments shows that the process takes on average 8 months after the publishing of the vacancy notice. In crisis-affected countries, this delay is much too long and contributes to the withdrawal of the best candidates who often receive offers from other organizations before they receive a response from UNESCO. Nearly a quarter of the first selected candidates in the sample examined by the audit withdrew prior to being offered an appointment. Additionally, the Organization's lack of competitiveness (i.e. lower rates and inadequate contract modalities) *vis-à-vis* other organizations means that it is unable to attract and retain qualified staff. Delayed recruitments and the departure of staff consequently impacts UNESCO's overall capacity to implement crisis response in the field.

UNESCO needs an EiE strategy and adapted operational frameworks to position itself

82. In conclusion, without a strategy or criteria for the Organization's involvement in education response to crises and disasters, UNESCO's engagement has been uneven and ad hoc. UNESCO's lack of institutional commitment to EiE has also largely discouraged the development and further expansion of the organization's specific expertise in the field. Consequently, any initial recognition of UNESCO's contribution by partners has been diminished.

83. The development of a UNESCO strategy for EiE would enable the Organization to draw on the unique expertise within all its programme sectors and develop intersectoral approaches to crisis response. It would also provide clear guidance for UNESCO staff around the world on strategic orientations and the experience of their peers in-house. Furthermore, it would help position UNESCO in the field of EiE by clearly indicating its relevance and added value *vis-à-vis* other actors. This, in turn, would enhance the Organization's image among partners and donors.

84. In order to be operational, any organizational strategy for EiE would need to be supported by the embedding of EiE into planning and budget documents. Specialized frameworks, procedures and criteria for when to engage in crisis and transition response need to be put in place. Fund mobilization also needs to be adapted accordingly. To show partners and donors that UNESCO is a serious actor in the EiE field, it needs to institutionalize its response and show that this constitutes a priority for the Organization.

Recommendation 1: UNESCO's Education Sector, in collaboration with the Bureau of Strategic Planning and other programme sectors as well as its Education Category I Institutes, should develop a global strategy for its work in education in emergencies and protracted crises in the context of the SDG 4 and the Education 2030 Agenda. This Strategy should reaffirm the Organization's role in the field by clearly indicating the technical and niche areas in which UNESCO has specialized expertise. It should also specify the criteria for engagement in crisis response. In parallel, UNESCO should clearly embed 'education in emergencies and protracted crises' in its planning documents and allocate regular programme resources to demonstrate that this field constitutes a priority.

Recommendation 2: Under the leadership of the Education Sector, UNESCO should establish a virtual community of practice of all staff working in education in emergencies across sectors and in the Education Category I Institutes. The coordination of this network by the Education in Emergencies desk would not only facilitate the sharing of best practices and knowledge management among staff, but would help the Organization mobilize critical intersectoral expertise to areas where they are needed most. Effective coordination of such a community requires adequate resources for the EiE Desk and the support of a knowledge management platform.

85. The following chapters provide insights on UNESCO's strategic positioning in EiE (Chapter 4), as well as an analysis of its contribution to related international coordination mechanisms (Chapter 5).

Chapter 4: Strategic Positioning of UNESCO's Education Response in Crisis-Affected Countries

86. Part A of this chapter provides an analysis of the added value of UNESCO's education response in crisis-affected countries. Part B outlines a number of niche areas for its work in EiE.

Part A: UNESCO's Education Response in Crisis-Affected Countries

87. For a more in-depth look at UNESCO's role in education response in crisis-affected countries, this evaluation undertook four case studies and conducted a portfolio analysis of the Organization's work in 10 countries. One of the objectives of the later was to identify to what extent UNESCO's education interventions in the 10 countries were directly responding to past or ongoing crises.³⁹ For the interventions that were found to be crisis-related, the portfolio analysis also aimed to identify the phases of crises to which they were responding, thereby distinguishing between preparedness work (anticipating and developing response capacity), relief (responding during or immediately after a crisis) and reconstruction (responding to medium and long-term recovery). (See Annex 2 for a Glossary of Terms.) The results of the portfolio analysis were triangulated with interviews with partners, both at the global and country levels.

UNESCO is not an actor that can provide emergency relief, but its added value lies in important preparedness and reconstruction work

88. The portfolio analysis shows that just one-third of UNESCO's education interventions in the 10 crisis-affected countries were directly responding to crises. The remainder of the Organization's interventions constituted regular development work in crisis and transition contexts. This result is not surprising, as UNESCO has never taken on the role of a traditional humanitarian actor taking part in relief activities in response to crisis or disaster. Nor do partners expect it to assume such a role, as it does not have the capacity to bring such work to scale. Instead, in the different crisis and transition contexts examined for this evaluation, the evaluation found that partners recognize the important preparedness and reconstruction work of the Organization and see the need for a greater role for it.

89. In terms of preparedness, UNESCO has successfully engaged in response to both ongoing conflict and in the aftermath of disaster. For example, as part of the UNESCO's Gaza Emergency Response in Palestine, the Organization directly supported the most vulnerable schools at high risk of attack (especially secondary schools located in Access Restricted Areas). One of its projects aimed at increasing the safety of educational institutions by promoting 29 schools as safe zones, training students and teachers in first aid, developing contingency plans for emergency, engaging in human rights monitoring and reporting and setting up an SMS alert system. UNESCO's programme enabled the local education system and especially secondary schools to be better prepared in case of a resurgence of conflict. An example of an effective UNESCO intervention in preparedness to natural disaster is described in Box 4 below. Furthermore, much important preparedness work is carried out by the Organization's Natural Sciences sector (see further).

Box 4 Disaster Risk Reduction Toolkits in Nepal

Following two deadly earthquakes in spring 2015, in collaboration with the Curriculum Development Centre of the Ministry of Education in Nepal, UNESCO Kathmandu developed a DRR Management Toolkit on preparedness and prevention of disasters in schools. Four separate modules were prepared targeting policymakers, school teachers, and primary and secondary students. Self-learning materials were also developed with the Non-Formal Education Centre, targeting people in non-formal education through community learning centres (CLCs) with the aim of addressing the most vulnerable - illiterate, socioeconomically marginalized, people living with HIV/AIDS and orphans. The toolkits were regarded as relevant and useful both by government stakeholders and CLCs, who also participated in capacity-building activities around them. One such programme in Shikharapur Community Learning Centre brought together twenty-eight CLC managers from the fourteen most earthquake-affected districts. Using the Self-Learning Materials for NFE Learners, the three-day training consisted of awareness raising around DRR and practical exercises such as emergency drills, fire extinguishing and the use of Go Bags. The participants were encouraged to go back to their communities to replicate the session, materials in hand.

Source: IOS Case study on [UNESCO Kathmandu Office's Education Response to Natural Disaster in Nepal](#)

³⁹ To determine whether an intervention was responding to a crisis, the portfolio analysis examined the objectives therein.

90. Most of UNESCO's crisis-related work falls into the reconstruction phase of crises and addresses medium to longer-term goals. Examples of technical assistance and capacity building for various population groups in response to reconstruction are provided in Part B of this Chapter, as they were found to constitute true niche areas for the Organization. Partners also rely on UNESCO's expertise in educational planning and system-wide approaches when preparing development plans. The need to address medium- and longer-term priorities in such plans was underlined by many stakeholders interviewed for this evaluation and UNESCO's role therein is seen by many as critical, particularly in protracted crisis contexts.

UNESCO's education work primarily targets secondary, tertiary and adult education

91. UNESCO's crisis-related work in the 10 countries considered for this evaluation has mainly targeted secondary school students, youth and adults, or a combination of these groups. Very little activity has focused on primary school children and none at all at the pre-school level. In a number of crisis-affected countries, UNESCO has rightly positioned itself to address the education needs of secondary school students. For example, the Organization's regional strategic framework for the Syria crisis, *Bridging Learning Gaps for Youth*, specifically targets youth aged 15 to 24. Partners also rely on UNESCO to cover certain age groups. For example, in Iraq the Regional Refugee & Resilience Plan (3RP) designates UNESCO as the main actor for promoting secondary school attendance, whereas other agencies focus on primary schools.⁴⁰ In response, UNESCO is implementing a number of projects targeting secondary school students.

92. UNESCO is at times also the only actor working to address the needs of the higher education sector. For example, its emergency support to the education system in Gaza included a project which aimed at guaranteeing the continuity of quality higher education through the provision of fee waivers to 544 students (of which 54 per cent were female) in four universities, an assessment of e-learning programmes in Gaza Universities and the replacement of equipment that had been destroyed during the 2009 war.⁴¹ In transition contexts, such as in Myanmar, UNESCO has engaged in advocacy activities for the reform of the higher education sector. By organizing a number of conferences and workshops, the Organization provided education officials with platforms to devise reforms. UNESCO furthermore provided technical assistance and capacity building to improve governance, quality assurance, financing and access to the higher education sector in the country.⁴²

93. Adult education further constitutes a big part of UNESCO's education portfolio, especially in literacy. In South Sudan, UNESCO's *Integrated Literacy and Skills Development Project for Ex-Combatants* targeted 1500 male and female ex-combatants aged 30 to 49. UNESCO Kabul's literacy programmes largely target adults, including the Afghan National Police Force (See Box 8 in Part B of this Chapter). In Iraq in partnership with UNHCR, UNESCO has supported the provision of literacy and life skills training of more than 600 IDPs (66 per cent female) through the establishment of Community Learning Centers (CLCs) in Kurdistan, Mosul and Kirkuk. Adults and especially adult women have further been the primary target groups of literacy programmes in CLCs in Nepal.

94. Concentrating on secondary and post-secondary education allows the Organization to position itself vis à vis the multitude of other actors who work almost exclusively with children. Partners interviewed for this evaluation indicated that they count on UNESCO to cover age groups that are often overlooked.

UNESCO advocates for an inclusive approach to education response, but more needs to be done to mainstream gender equality into its programmes

95. The portfolio analysis conducted for this evaluation shows that more than one-third of the Organization's crisis-related work in the 10 countries had a gender-specific focus. Examples include the *Programme for the Enhancement of Literacy* in Afghanistan, which targets the most vulnerable groups in society, particularly women in remote areas. In Iraq, UNESCO's *Education, Life Skills and Psychosocial Training Support Programme* also focused on illiterate women, but also encouraged the attendance of men in literacy classes. Two-thirds of crisis-related interventions were targeting refugees, IDPs and others (vulnerable, minorities,

⁴⁰ 3RP Regional Refugee & Resilience Plan 2015-2016 in Response to the Syria Crisis: Iraq, 2015.

⁴¹ UNESCO – Qatar emergency support to the education system in Gaza. 2012.

⁴² UNESCO. Strengthening Capacity for Higher Education Policy Reform in Myanmar. Final Report. 2015.

marginalised, disadvantaged...). An interesting example focusing on marginalised groups is a peace education project in Myanmar's Northern Rakhine State, as described in Box 5 below.

Box 5 Education for Peace and Development in Northern Rakhine State in Myanmar

The situation in Northern Rakhine State (NRS), where the almost entire Muslim population is declared as *de facto* stateless by the government, is highly complex, involving multiple actors and interlocking issues. Inter-ethnic conflict itself has become embedded in the mentalities, behaviours and institutions of society, and the situation in NRS is by far, the tensest and most explosive to date, due to State policies of exclusion against the Muslim community, e.g. denial of citizenship, restriction on freedom of movement, obstacles to family development, forced labour, land confiscation, arbitrary taxation, among others. Added to this situation, is the lack of infrastructure, unfair exploitation of natural resources and cultural neglect. As a response to the ethnic conflict, UNESCO in partnership with the Ministry of Education aims at building the capacity of the local NRS education system to promote and enhance ethnic and cultural diversity to overcome exclusion through inclusive approaches in education. In particular, three are the major projects activities designed for promoting peace education: (i) Life-Skills Based Education programme for schools and communities; (ii) Reactivation of Parent Teacher Associations (PTAs); (iii) Setting up of Community Learning Centres. Besides training modules conducted in the area, UNESCO has been active in continuous advocacy and consultations with the Ministry of Education in developing conflict sensitive and peace education project document in the country.

Source: Project Document "Peace Education and Development in Northern Rakhine State" 2013

96. The evaluation also found that gender equality is mainstreamed into just over half of the Organization's crisis-related interventions, whereas only one-third of development-focused interventions in the ten countries show evidence of this. Examples of gender mainstreaming include the development of gender-sensitive national curriculum for lower secondary schools in Myanmar, or the selection of gender-sensitive books for mobile libraries in Sudan. Efforts to mainstream gender equality need to be stepped up.

UNESCO receives more resources for crisis-related interventions than for its regular development work, which at times diverts its focus away from areas where it holds true comparative advantage

97. In crisis situations, donors are often more willing to support short-term education relief with quick results, rather than initiatives that strengthen education systems in the long-term. To mobilize resources for its response to various crises, UNESCO has therefore at times engaged in more visible humanitarian work that has traditionally been outside of areas where it holds comparative advantage. One such area involves the procurement of school buildings, equipment and other materials. For example, following the 2010 Haiti earthquake, UNESCO rehabilitated two secondary schools and five technical and vocational education and training (TVET) centres, providing furnishing and equipment, as well as office space for Ministry of Education staff. In the Democratic Republic of Congo's North Kivu Province, UNESCO supported the rehabilitation of 30 classrooms and provided latrines, benches and desks as well as teaching materials. In the Kurdistan region of Iraq, the Organization constructed two prefabricated schools and renovated two others for Syrian refugee secondary school students. In South Sudan, UNESCO established mobile libraries in Child Friendly Spaces and Temporary Learning Spaces located in Protection of Civilians sites that are reported to have benefited 2400 children, of which just 25 per cent were girls in 2014.

98. Donors are often keen to fund school spaces in crisis settings and many other humanitarian actors focus on the provision of structures and equipment for primary school students. This leaves secondary schools, TVET centres and universities largely uncovered and UNESCO is at times sought out to bridge the gap. While its contribution is valued by partners (i.e. in Iraq), this evaluation is of the view that the Organization should not engage in such work. First, UNESCO's very limited resources prevent it from carrying out procurement activities on ample scale, thereby reaching all intended target groups. Building one or two schools only fills a small fraction of the demand, while tying up significant staff time and resources within the Organization. Second, the Organization lacks specialized units and expertise in school building and rehabilitation, thereby obliging it to outsource this type of work in its entirety, and thus reducing its technical involvement therein. Third, UNESCO's administrative frameworks and capacities are not equipped to handle large procurement activities and the latter cause many delays, also raising oversight-related issues. Finally, engaging in this type of work sends the signal to partners and donors that the Organization is ready to take on projects that fall outside of its core areas of expertise, all in order to secure limited additional resources. Partners count on UNESCO to contribute much needed expertise to

strengthening education systems in the long-term, rather than to build temporary school spaces. The challenge for UNESCO is to determine until what point it should remain engaged in such work before deciding to focus its limited resources and specialized expertise where it truly adds value. Such niche areas are presented in Part B of this chapter.

UNESCO's work in EiE is implemented throughout its programme sectors, but falls short of adopting an intersectoral approach

99. A mapping of UNESCO's EiE work for this evaluation established that many entities throughout the Organization are involved therein, including all programme sectors. For example, the Natural Sciences Sector supports safe school facilities through the development of educational infrastructure assessment methodologies. This work represents one of three pillars of the Comprehensive School Safety (CSS) framework that UNESCO helped to develop (see Chapter 5). The Sector also publishes technical papers and carries out disaster risk reduction (DRR) training, particularly in tsunami preparedness for communities in zones at risk. The Communication & Information Sector's work in EiE focuses on peacebuilding education through radio and television, the provision of DRR training to journalists, and the improvement of quality of education through the use of information and communication technologies. The Culture and Social and Human Sciences Sectors' work also focus on peacebuilding – where cultural diversity, heritage, shared histories and inclusive social development are used to promote peace through education.

100. This evaluation established that while there is much EiE-related work that is being undertaken across UNESCO, most of it is being conducted in sectoral silos and is not contributing to intersectoral approaches, which is where the Organization can add the most value. UNESCO's humanistic mandate and the diversity of its five programme sectors are seen by many partners as a unique potential contribution to the EiE field. The Organization's inability to bring it all together under the EiE banner is a lost opportunity.

Among UNESCO's Education Category I Institutes, only UNESCO-IIEP has developed a clear role in supporting EiE

101. This evaluation sought to assess the contribution of UNESCO's Education Category I Institutes to the Organization's EiE work and found that only UNESCO-IIEP has developed specific expertise in the field. Education sector planning and training are core components of the Institute's activities in emergency contexts, and 'Resilience of education systems through crisis-sensitive planning' is emphasized as a Thematic Priority within its medium-term strategy (2014-2017).⁴³ The Institute's work on crisis sensitive sector analysis and planning is considered by stakeholders working in EiE as a strong comparative advantage for the Organization (See Box 7 in this Chapter). Its expertise is sought out and at times even financed by partners outside of UNESCO. Consequently, UNESCO is not credited for the added value that its Institute brings to the EiE field and loses out on much needed visibility among partners.

102. Although UNESCO's Institute for Statistics (UNESCO-UIS), Institute for Lifelong Learning (UNESCO-UIL) and International Bureau for Education (UNESCO-IBE) all respond to Member States requests including to those facing emergencies and protracted crises, they do not have specific mandates or strategic objectives requiring them to specifically focus on emergency or protracted contexts or to develop expertise on EiE. A few examples of work in crisis contexts were found by this evaluation (see Part B of this chapter), but once again they represent pockets of isolated initiatives that are not part of longer-term approaches. It is imperative that these Institutes be included in the development of a UNESCO-wide strategy for EiE response.

103. The first part of this Chapter presented UNESCO's important role in the preparedness and reconstruction phases of education response to crises. Still, at times the Organization faces challenges to focus its work on the areas where it has specific expertise. The second part of this Chapter presents such niche areas for which UNESCO is already largely recognized, as well as additional fields that are considered to be important areas of focus in the future.

⁴³ IIEP, Medium Term Strategy 2014-2017: Planning Education, Building the Future. http://www.iiep.unesco.org/sites/default/files/mts_en_2014_2017_0.pdf

Part B: Niche areas for UNESCO's education work in crisis contexts

104. This evaluation identified a number of niche areas for UNESCO's work in education in crisis-affected countries. The Organization is already working in some of them around the world, while for others it is known to have expertise, which is not being used in crisis contexts as it should be. This section highlights the areas identified by the case studies, mapping, portfolio analysis and through interviews with UNESCO staff and partners around the world.

UNESCO builds capacity and provides technical assistance to prepare Ministries of Education to respond to conflicts and disasters

105. Many countries continue to face considerable challenges in terms of the capacities of their Ministries of Education in dealing with crises or disasters. UNESCO has established strong partnerships with ministries, particularly in countries where it has a field presence. Indeed, a significant proportion of its education portfolio is dedicated to providing capacity building and technical assistance to ministry staff. For example, UNESCO conducts training in INEE Minimum Standards to ensure that education systems are prepared to withstand the shocks imposed on them by conflicts and disasters. The Organization's small network of staff with specific expertise is called upon by governments and Education Clusters alike.

106. UNESCO is also known to have specific expertise in sectors that are often overlooked by other actors. For example, in the Arab States region, UNESCO is providing technical assistance for the development of policy frameworks for securing the recognition, regularization and certification of non-formal education (See Box 6 below).

Box 6 UNESCO supports Non-Formal Education in the Arab region

In January 2016, UNESCO's Institute for Lifelong Learning (UNESCO-UIL) and the UNESCO Regional Bureau for Education in the Arab States (in Beirut), along with the Ministry of Education and Higher Education in Lebanon, convened a regional meeting "Towards policy frameworks for securing the recognition, regularization, and certification of Non-Formal Education (NFE)" with over 60 representatives from Lebanon, Jordan, Iraq, Syrian Arab Republic, Egypt, Morocco, Libya, Yemen and Sudan. Its aim was to deepen participants' conceptual understanding of non-formal education, to share experiences and challenges from countries in the region, and to learn from successful experiences elsewhere such as in the Asia-Pacific region, presented by UNESCO's Office in Bangkok. The outputs included the development of a joint publication between UNESCO Beirut and the UNESCO-UIL on the state of accreditation of learning competencies in the Arab region, a conference report with policy recommendations on NFE for Member States⁴⁴, and the development of a roadmap on the way forward.

In parallel, UNESCO is supporting participating countries in the development of national policy frameworks for NFE. Prompted by the Syria crisis, this important initiative is an example of policy work that addresses not only immediate needs of Syrian refugees and their host communities in the region, but also the millions of people enrolled in education programmes outside formal systems.

Source: IOS Case study on [UNESCO's Education Response to the Syria Crisis: Towards Bridging the Humanitarian-Development Divide](#).

107. Research⁴⁵ conducted for the *Education Cannot Wait* fund also indicates that UNESCO and UNESCO-IIEP have an important role to play in providing technical support in strengthening government capacity to better respond and prepare for the impact of crises on education systems. The need to integrate contingency planning for crises in national education plans is more important than ever and UNESCO has already been working in this regard.

UNESCO integrates conflict and disaster risk reduction into educational planning

108. Over the years UNESCO-IIEP has developed expertise in crisis-sensitive educational planning that combines addressing short-term emergency needs with longer-term reforms. The endorsement of such education sector plans by local education groups has even become a precondition for countries aiming to apply for funding from the Global Partnership for Education (GPE). The Institute's *Guidance Notes for Educational Planners: Integrating Conflict and Disaster Risk Reduction into Education Sector Planning* and distance

⁴⁴ UNESCO Office in Beirut. 2016. Report on the international meeting of experts. Towards policy framework for securing the recognition, regularization and certification of non-formal education. January 27-29, 2016

⁴⁵ Nicolai, S. et. al., 2016. A Common platform for education in emergencies and protracted crises: Evidence paper. London.

course on “Educational planning for conflict and disaster risk reduction”⁴⁶ are also well known references among EiE practitioners.

109. With assistance from UNESCO-IIEP, the UNESCO has assisted Member States in integrating conflict and disaster risk reduction into their education strategies and plans. Recent examples include South Sudan (See Box 7 below) and nine countries in Asia-Pacific, some of which have requested and received further technical assistance support from UNESCO.

Box 7 UNESCO-IIEP support for crisis-sensitive education sector planning in South Sudan

In 2011, after nearly four decades of civil war, South Sudan gained independence from Sudan and became the world’s youngest state. The new country faced massive challenges in its transition to independence, including the development of its education sector nearly from scratch. Renewed fighting in December 2013 displaced close to 2.2 million people and killed tens of thousands, setting the country even further back in its development goals. The primary net enrolment rate today is 35 percent; however, only 14 percent of children actually finish primary school.⁴⁷

The need for the Ministry of Education, Science and Technology (MoEST) to plan and manage an education system that can mitigate the risk of conflict and respond to crises is more urgent than ever. Using a participatory approach to planning, in October 2015 UNESCO-IIEP began supporting MoEST’s Directorate of Planning and Budget to conduct an Education Sector Analysis (ESA) and develop its second Education Sector Plan (ESP 2017-21) for the country.⁴⁸ The ESA and ESP are being conducted with a crisis-sensitive lens, utilizing planning guidance developed by UNESCO-IIEP as well as by Protect Education in Insecurity and Conflict (PEIC) guidelines on integrating safety, resilience, and social cohesion into education sector planning.

This support points to high prospects for improving the understanding of the state of education in South Sudan, securing national and external funding (including GPE funding for ESP implementation), improving overall coordination of education development partners, and enhancing the capacity of MoEST officials to analyse and plan the education system. Critically, the ESA/ESP process is bringing together humanitarian and development actors, thereby allowing a space for discussion about emergency planning issues within a long-term vision. In spite of promising gains, challenges involve ensuring the meaningful participation of MoEST and humanitarian/development partners, managing divergent stakeholder expectations, dealing with rapid staff turnover at the MoEST, and the still fragile prospects for political and economic stability and lasting peace.

Source: IOS Case Study: [Crisis-Sensitive Education Sector Planning: UNESCO-IIEP Support in South Sudan](#).

110. Strengthening education planning remains a major priority for many countries and it has been highlighted as a focus area for the newly-established *Education Cannot Wait* fund. UNESCO’s technical support will continue to be very much in demand in this regard.

UNESCO works extensively in adult literacy in crisis-affected countries and territories, thereby reaffirming the right to education for all and throughout life

111. UNESCO has a mandate in education throughout life and many of its programmes focus on lifelong learning, and especially on literacy. The Organization has developed large-scale adult literacy programmes in a number of countries including Afghanistan, Iraq, Nepal and South Sudan. This evaluation conducted a case study to assess the impact of one such programme in Afghanistan (see Box 8 below).

Box 8 Literacy for Empowering Afghan Police (LEAP) programme

UNESCO Kabul launched the LEAP programme in 2011 with the aim of providing literacy training to patrol officers of the Afghan National Police and supporting Afghanistan’s Ministry of the Interior in the development and institutionalization of literacy programmes. In the first phase, UNESCO initiated the establishment of the framework and the structure of the trainings by employing four Senior Master Trainings (SMTs) and 20 Master Trainers (MTs). The national-level SMTs trained the provincial-level MTs, who finally provided trainings to 500 volunteer facilitators. The second phase of LEAP focused on the delivery of literacy trainings to patrol women and men. The programme launched its first round of 400 classes in December 2014 targeting over 5,300 learners.

⁴⁶ For more information and resources, see <http://education4resilience.iiep.unesco.org>.

⁴⁷ UN-OCHA 2015b.

⁴⁸ In preparation for independence, the UNICEF Juba Office had contracted UNESCO-IIEP to support MoEST in developing South Sudan’s first education sector plan, the General Education Strategy Plan 2012-17.

Within this evaluation, IOS carried out a case study of LEAP in order to assess (i) the quality of the literacy trainings and (ii) their impact on the literacy levels of the patrol men and women. During the first part, the study assessed the quality of the literacy trainings through class observation and facilitator and commander surveys. The results showed that there were very few facilitator characteristics that influenced the delivery of the literacy trainings. The majority of the facilitators performed well on their class observation indicators. The unit commanders' responses also, almost unanimously, gave positive feedback on the quality of the literacy trainings.

The second part of the study examined the effect of the participation in the police literacy trainings on the literacy levels of the patrol men and women. Analysis was based on the results of the Afghan Police Literacy Survey, which had been carried out by the MoI in 2015 with technical support from UNESCO Kabul. The information collected through the survey allowed to measure the effects of literacy trainings on the different literacy skills of patrol officers (reading, writing, and numeracy skills). The survey showed that out of the 8,883 patrol persons surveyed, only 5,300 had attended some form of literacy trainings and even among these poor literacy levels were prevalent, the average years of schooling was three years, and the average attendance to these classes was seven months. The case study found that participation in literacy trainings did increase the literacy levels (reading, writing, and numeracy skills) of the patrol persons, controlling for other variables, such as prior schooling of the patrol officers, location of the participants (rural or urban), and their attendance (in months). It was the first such attempt to measure the impact of UNESCO's work.

Source: IOS Case Study: The effects of police literacy training in Afghanistan

112. In contexts of protracted crisis many humanitarian and development actors focus on the delivery of educational services at the primary school level. To strategically position itself, UNESCO has developed expertise in non-formal and literacy education for adults and should continue to so.

UNESCO contributes specific expertise and covers key education subsectors in needs assessments

113. Since 2008, post-disaster needs assessments (PDNAs) or simply Detailed Needs Assessments (DNAs) have been carried out under the leadership of the UN Development Group, the World Bank, and the European Union. The main goal of these exercises is to assist governments in assessing the extent of the impact of a crisis on the country and, on the basis of these findings, to produce an actionable and sustainable Recovery Strategy for mobilizing financial and technical resources. PDNAs cover multiple sectors, such as education, as well as cross-cutting issues, including disaster risk reduction and gender.

114. Out of the DNAs that have been carried out worldwide since 2012, UNESCO has participated in the education sector analysis of only five of them: Nigeria (2012), Gaza (2014), Nepal (2015), Yemen (2015) and Ecuador (2016). However, partners interviewed for this evaluation all agree that as the only UN agency mandated to cover education within a lifelong learning perspective, UNESCO is uniquely positioned to cover the education sector in its entirety. Participation in needs assessments also represents a critical entry point for UNESCO to advocate for the inclusion of groups such as youth, women, adult and community learners in education responses. One such example was observed in the rapid needs assessment as well as the PDNA in Nepal following the 2015 earthquakes, as described in the Box 9 below.

Box 9 UNESCO advocates for the inclusion of vulnerable groups in Nepal

On April 25th, 2015, Nepal was struck by a 7.8 magnitude earthquake, the most devastating in over 80 years. Within the first week of the earthquake response, the UNESCO Kathmandu Office assisted the Ministry of Education in its rapid needs assessment. The Office advocated for the inclusion of Community Learning Centers (CLCs) in the assessment in order to capture damages to non-formal education facilities, and designed a survey that allowed the Ministry of Education's Non-Formal Education Centre to collect the necessary data. Subsequently, UNESCO was as a core member of the team conducting the Education PDNA which covered CLCs largely due to advocacy by UNESCO. In addition, UNESCO conducted a vulnerability analysis that paid special attention to at-risk groups including children with disabilities, girls and minority groups. Following the assessments, UNESCO implemented a number of capacity development activities in CLCs, focussing on DRR awareness and psychosocial support.

Source: IOS Case study on [UNESCO Kathmandu Office's Education Response to Natural Disaster in Nepal](#)

115. Another example of UNESCO's participation in a DNA is in Gaza in 2014, where the Organization was the only actor covering the needs of the higher education sector. The assessment collected data on the material, human and educational damage (such as disruption of classes and use of education approaches) sustained by higher education institutions in Gaza during 50 days of conflict during the

summer of 2014. In its conclusions, UNESCO identified the following priorities: reconstruction of buildings, financing for student fees/grants, emergency response and protection, improvements to quality of teaching and learning, and enhanced psychosocial support.⁴⁹ UNESCO's report fed into the full DNA for Palestine.

116. UNESCO's participation in education needs assessments has been limited to a few instances so far; however, when it has taken part it has made contributions that were valued by partners. The Organization's involvement in future exercises should be encouraged.

117. Research conducted by ODI prior to the WHS also shows that needs assessments are often too rapid in nature and heavily focused on education access and protection issues, often overlooking quality and learning outcomes. Furthermore, tools to assess longer-term needs and education quality in protracted crises are all but absent.⁵⁰ Drawing on its multisectoral expertise, UNESCO has an important role to play in the development of tools and approaches for needs assessments that reflect both humanitarian and development objectives.

There is a demand for UNESCO to help countries collect data and develop Education Information Management Systems

118. Conflict and disaster preparedness and response relies on accurate and current data and analysis. However, quality data in the field of EiE is very difficult to come by, and when it exists it is not comprehensive enough, nor does it cover all education sub-sectors or population groups. A recently-published policy brief⁵¹ by UNESCO-UIS and the Global Education Monitoring Report (GEM) confirms that there is very little information on the dire situation of refugee children and youth that are excluded from education. Stakeholders interviewed for this evaluation also highlighted the large data gaps in EiE, particularly at the post-primary level, and stressed that UNESCO was well positioned to fill these gaps through the work of its specialized Institute. Indeed, UNESCO-UIS has an important role to play in strengthening Member States' capacity to collect education data in crisis contexts and use it in policy-making.

119. UNESCO's Education Sector has also been assisting countries in developing Education Management Information Systems (EMIS) and building their capacity to use the data in the development of national education policies. Recent examples in crisis-affected countries include Afghanistan, Jordan, and the Syrian Arab Republic. This evaluation found that the need for more comprehensive and reliable data for crisis planning in countries is extensive and UNESCO's expertise is being sought to develop tools and standards in this regard.

UNESCO-UIS to monitor progress towards the SDGs, especially for EiE-related targets

120. UNESCO has been mandated to lead, coordinate and monitor progress towards the Education 2030 Agenda. In this regard, UNESCO-UIS has led the Technical Advisory Group on post-2015 education indicators, but these include only a limited focus on EiE. Among the recommended indicators are "number of attacks on students, personnel and institutions"; however, this barely begins to cover the data needs to properly monitor education in crisis contexts.

121. Partners interviewed for this evaluation indicated the need to develop more specific indicators for the EiE-related targets under SDG 4, and strive to collect and disseminate data on this topic (including on displacement). UNESCO-UIS is regarded as having an important role to play in the development of these indicators and in the capacity building of countries to collect related data for the monitoring of progress towards the SDGs.

⁴⁹ UNESCO. 2014. Rapid Assessment of Higher Education Institutions in Gaza. Data Analysis Report.

⁵⁰ Nicolai, S. et. al., 2016. A Common platform for education in emergencies and protracted crises: Evidence paper. London.

⁵¹ UNESCO GEM and UIS. Policy Paper 27 / Fact Sheet 37. Leaving no one behind: How far on the way to universal primary and secondary education? July 2016.

UNESCO's tools, guidelines and publications in EiE have clear authoritative value

122. Over the years UNESCO has developed numerous guidelines and toolkits, while a few others represent key seminal publications. (See Box 3 in Chapter 2.) Such reports and tools are produced by various entities within the Organization and constitute important contributions to the EiE field. Partners at the global and country levels consider this to be an important area of work for UNESCO. This evaluation attempted to compile publications issued since 2009 and the full list can be consulted in Annex 3. These should form an integral part of renewed knowledge management efforts within the Organization.

123. In conclusion, this Chapter identified a number of niche areas for UNESCO's work. Focussing on these specific fields would enable the Organization to further develop its expertise and demonstrate the relevance of its contribution to the EiE field. The Organization needs to capitalize on the successes of its experience and clearly communicate its expertise to partners and donors.

Chapter 5: UNESCO's Participation in Networks and Coordination Mechanisms in Education in Emergencies

124. UNESCO has made important contributions to the field of EiE by engaging in and even setting up a number of fora and networks. During the past five years, however, its participation in international coordination mechanisms at the global and national levels has overall been declining. This chapter assesses UNESCO's role and contribution to key bodies, networks, and mechanisms.

UNESCO played an important role in establishing the Inter-Agency Network for Education in Emergencies, but is no longer a crucial partner

125. The INEE is an open global network and community of practice of more than 11,500 individual members and 130 partner organizations. INEE facilitates collaboration and coordination in the field of EiE and protracted crises. The network developed standards and tools regarding EiE including the *Minimum Standards for Education: Preparedness, Response, Recovery* (2010), and the INEE Toolkit for humanitarian aid workers, government officials and education specialists. UNESCO, along with UNICEF and UNHCR, convened the first Global Consultation on EiE in November 2000, which launched the INEE.⁵² In its early history the Network's Secretariat was also housed at UNESCO Headquarters.⁵³ Later on UNESCO held its chairmanship for two years (2007-2009).

126. Today UNESCO's Education Sector continues being represented through its EiE Desk in the INEE Steering Group, which is responsible for providing strategic vision and overall governance to the network. UNESCO's representation has not however been regular, especially since the scaling back of EiE work within the Education Sector and the departure of many EiE specialists from the Organization in 2012. (See Chapter 2.) Partners largely agree that UNESCO's involvement in INEE has always been a result of the personal initiative of individual staff members rather than based on a strategic, institutional commitment. Resources for the Education Sector's regular representation within INEE have never been assigned. UNESCO-IIEP is the Organization's entity that plays the most active role and is recognized as a stable and valuable partner to INEE. It is an active member and contributor to the INEE Education Policy and Advocacy Working Groups.⁵⁴ For the latter, UNESCO-IIEP co-chaired the planning pillar of its *Education Cannot Wait: Call to Action* campaign (2014).

UNESCO's planning work is valued by the Global Partnership for Education, but its involvement in GPE mechanisms at country-level is limited

127. The Global Partnership for Education (GPE) was launched in 2002 as the Fast Track Initiative in order to accelerate progress towards achieving Education for All.⁵⁵ GPE's funding mechanism pools funds from bilateral donors, developing country governments, civil society, and private sector actors to fund countries' national education plans. It also involves a diverse array of actors in the planning process through local education groups (LEGs),⁵⁶ and supports governments to develop, finance, implement and monitor education plans. Strict eligibility requirements meant that until a restructuring in 2011, conflict-affected or fragile states were ineligible for funding from GPE. However, today close to half of GPE's engagements are in fragile and conflict-affected countries.

128. UNESCO is an active partner in the GPE governance structure. Along with UNICEF and the World Bank, the Organization has a seat on the GPE Board of Directors and is one of three UN constituency partners. It is represented on the Board by its Assistant Director-General for Education.

⁵² This consultation followed the World Education Forum in Dakar, April 2000, during which a Strategy Session on Education in Situations of Emergency and Crisis decided to develop a process of inter-agency cooperation to improve the emergency education response, in accordance with the Dakar Framework for Action.

⁵³ The INEE Network Coordinator was hosted at UNESCO in mid-2001, and again in 2004-2005. A Coordinator for Education and Fragility was added to the Secretariat in 2008, hired and hosted by UNESCO.

⁵⁴ A representative from the UNESCO Global Education Monitoring (GEM) Report team is also a member of the Advocacy Working Group.

⁵⁵ A Mid-Term evaluation of the EFA Fast Track Initiative conducted in 2010 found that it did not equally focus on funding all six EFA Goals, but focused on providing access to primary education.

⁵⁶ LEG stands for "the Developing Country Partner government officials, Multilateral Agency Partners, Donor Country Partners, Civil Society Organizations and others supporting the education sector at the country level." GPE Glossary, March 2016.

UNESCO is also a member of two of the Board's four standing committees.⁵⁷ In technical cooperation, UNESCO-IIEP has also worked in close cooperation with the GPE, helping to steer the vision for planning guidance, and together with GPE developed guidelines that mainstream crisis sensitivity in education analysis, planning, transitional planning, and plan appraisal.⁵⁸ (See Chapter 4.)

129. UNESCO-IIEP's support to education sector analysis and planning in several crisis contexts, such as in South Sudan (see Box 7 in Chapter 4, and the IOS Case study on [Crisis-Sensitive Education Sector Planning: UNESCO-IIEP Support in South Sudan](#)), can now be financed through GPE's Education Sector Plan Development Grants. The GPE funding model for 2015-2018 even requires that countries which are eligible and decide to apply for a grant need to submit an Education Sector Plan or a Transitional Education Plan that has been independently appraised and endorsed by in-country development partners.⁵⁹

130. The Grants are administered by a Grant Agent, an entity designated to receive transferred GPE funds and disburse them to implementing partners. Though UNESCO is eligible to be a Grant Agent, it has not been selected for the role in any of GPE's 65 developing country recipients. Selection requires a strong and prominent presence in the field as well as in LEGs, and UNESCO does not always have sufficient field presence nor the required administrative capacity to be nominated. The World Bank and others such as UNICEF, Save the Children and bilateral partners usually take on the role of Grant Agent, as they have sufficient capacity. However, UNESCO is well-positioned in some countries to take on the role of a neutral coordinating agent, the entity within the LEG responsible for coordinating its members and serving as a communications link between the LEG and the GPE Secretariat, while not necessarily implementing projects with GPE funding. UNESCO took this role on in Haiti and briefly in South Sudan. UNESCO was also the supervising entity for GPE's Civil Society Education Fund during 2013-2015.

Largely absent from the Global Education Cluster, UNESCO is not regarded as a reliable partner at the global level

131. The IASC, is an inter-agency forum involving UN agencies, Red Cross/Crescent Movement, and NGOs, established in 1992. A 2005 reform following the review of the humanitarian response in Darfur, led to establishment of the Central Emergency Response Fund, a stronger Humanitarian Coordinator system and the Cluster approach. In 2012, following the Haiti earthquake and Pakistan floods, IASC implemented the Transformative Agenda to improve timeliness and effectiveness using the Humanitarian System-Wide Level (Level-3) Emergency Response declaration which activates a system-wide mobilization of capacity to accelerate and scale-up assistance and protection. UNESCO is not a standing member, nor an invitee of IASC, as it is not an operational humanitarian organization according to the Committee's criteria: being able to provide humanitarian assistance (protection or material aid) and to deploy staff to assist affected populations with immediate needs.⁶⁰

132. One of 11 Clusters established by the IASC, the Global Education Cluster is formally made up of 21 members including UNESCO and UNESCO-IIEP, and is led by UNICEF and Save the Children. Its work is focused on providing operational support to country-level clusters, building response capacity, and developing and implementing standards and policies.

133. At the global level, UNESCO's participation in the Education Cluster has been irregular and even non-existent in recent years. In the absence of a specialized EiE Section in UNESCO's Education Sector and the departure of many EiE specialists from the Organization, no staff were appointed to represent the Organization in the Cluster. Consequently, since 2012 UNESCO has not attended the annual Global Partners Meeting and has therefore not contributed to the development of the Cluster's Strategy, which emphasizes that the Cluster is moving towards supporting preparation phases and transition periods. Its absence is felt by partners who emphasize that UNESCO has a lot to bring to the work of the Cluster. As an agency that can link humanitarian and development work, UNESCO is missing a critical opportunity and entry point to demonstrate its relevance in the EiE field, by contributing its expertise to the planning

⁵⁷ A UNESCO Programme Specialist, the Focal Point for Cooperation with Multilateral Development Banks, is a member of the Governance, Ethics, Risk and Finance Committee, and the UNESCO Director of Teacher Development and Higher Education is a member of the Strategy and Policy Committee.

⁵⁸ Transitional Education Plan Preparation (2016), Guidelines for Education Sector Plan Appraisal (2015), Guidelines for Education Sector Plan Preparation (2014), Education Sector Analysis Methodological Guidelines Vol. 1 & 2 (2014).

⁵⁹ Global Partnership for Education. Guidelines for Education Sector Plan Development Grants. June 2016.

⁶⁰ <https://interagencystandingcommittee.org/iasc/membership-and-structure>

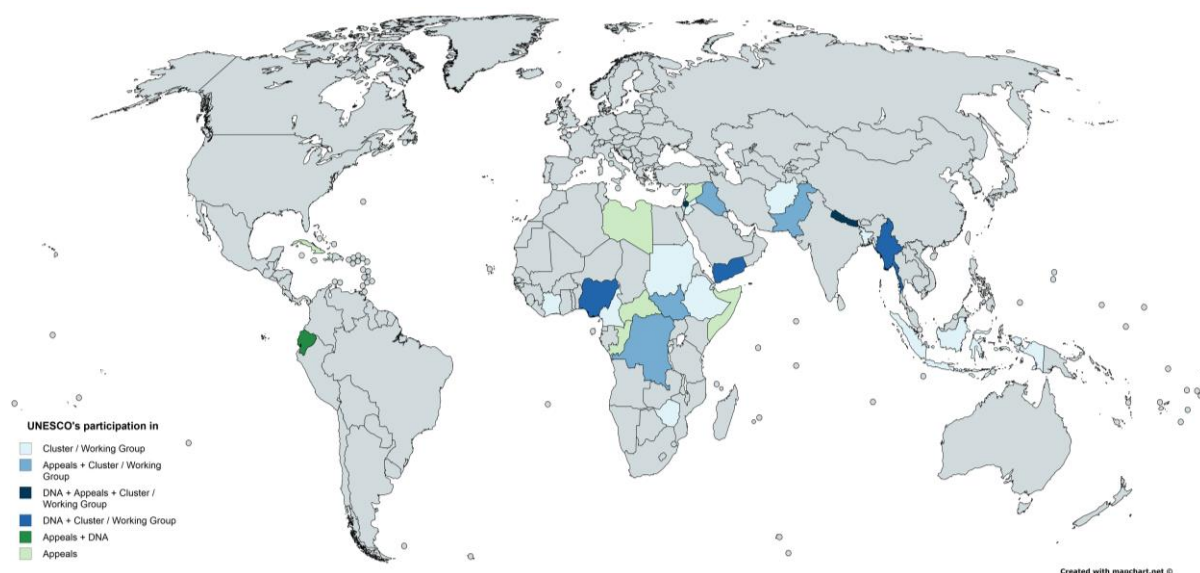
for support to these phases. UNESCO-IIEP, on the other hand, has been a more regular partner and a representative from the Institute has attended the Global Partners Meeting every year since 2012.

134. UNESCO’s representation in the Global Education Cluster requires an institutional commitment within its Education Sector as well as the allocation of sufficient resources to enable staff to attend meetings and participate in the Cluster’s activities. Without a prioritization of resources for this purpose, UNESCO is likely to remain unrepresented therein, with important consequences for its positioning in the EiE field.

UNESCO is an active contributor to Education Clusters and Working Groups in countries and territories where it has a field presence

135. Country-level Education clusters are activated when called upon to do so by a Humanitarian Coordinator and where the scale of the emergency is beyond the response capacity of national authorities. Some countries and territories do not formally implement the Cluster Approach, but have cluster-like coordination mechanisms, often called Education Working Groups, which perform many of the same functions. At the field level, Clusters and Working Groups work with national authorities and member organizations to conduct common needs assessments, support information management, prepare Strategic Response Plans, and promote the use of the INEE Minimum Standards.

Figure 6 UNESCO’s participation in Education Clusters, Flash Appeals and PDNAs in the field of Education (2012-2016)



Sources: Global Education Cluster website, UN-OCHA’s Financial Tracking Service; Crisis and Transition Response Unit.

136. At the field level, UNESCO’s offices cover 46 countries out of the 48⁶¹ that have Education Clusters and Working Groups. However, the Organization has an actual field presence in only 24 of them. (See map in Figure 6 above.) In practice, UNESCO is therefore a regular and active member of Education Clusters and Working Groups only in countries where it has offices.⁶² Being a regular and active member entails attending Cluster meetings and participating in joint work with other members. UNESCO’s Cluster/Regional Offices do not have the capacity to participate in Education Clusters in countries and where their staff are not present and are therefore unable to make meaningful contributions to the work of these Clusters. Of the ten countries covered by this evaluation’s portfolio analysis, UNESCO does not have a regular field presence in two of them, in the Philippines and the Syrian Arab Republic.⁶³ In both countries, UNESCO does not participate in the respective Education Cluster and Working Group.

137. When it is present and depending on its offices’ capacities and expertise, UNESCO staff attend Cluster meetings and engage in joint work with other members. For example, in Gaza, UNESCO has engaged in identifying vulnerable schools. In Nepal, UNESCO provided technical and financial support

⁶¹ List of Education Clusters and Working Groups as of 14 June 2016: <http://educationcluster.net/>.

⁶² A consultant represented UNESCO in the Education Cluster for Yemen that was working out of Amman, Jordan during several months in 2015.

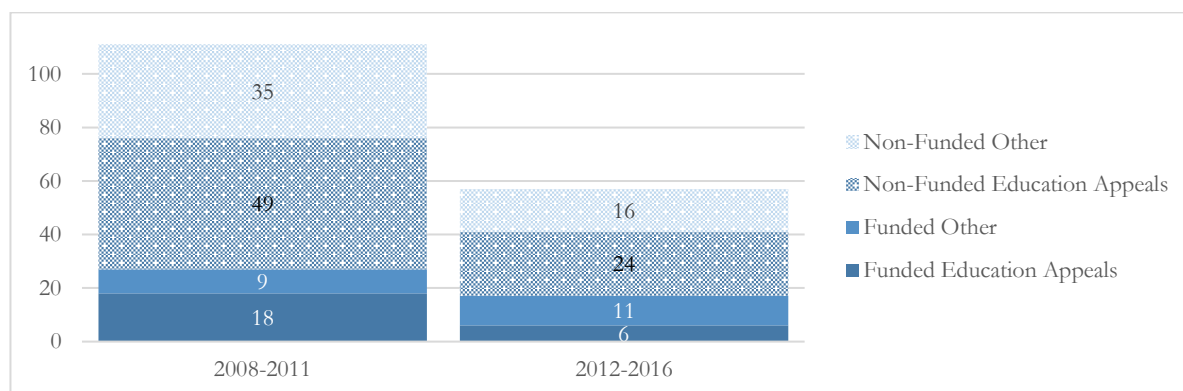
⁶³ Temporary project offices were established in the Philippines and in the Syrian Arab Republic to implement UNESCO projects.

for the development and distribution of Teacher Activity Books with lifesaving messages on earthquake preparedness. This support made it possible to disseminate the materials by the time schools reopened a month after the 2015 earthquakes. In Myanmar, UNESCO has been convening the Thematic Working Group on Disaster Risk Reduction whose aim is to mainstream DRR into the education sector. A clear role for UNESCO within the local Education Cluster is also to ensure the alignment of education response plans with existing national education sector development plans, and to support the transition phase when the Education Cluster team transfers responsibility of plan execution to the Ministry of Education. For example, in Palestine UNESCO is recognized by a number of partners as having been one of the key contributors to the transition of responsibilities from the West Bank Cluster to the Ministry of Education in 2015.

UNESCO’s participation in appeals has halved in the past five years, thereby weakening its ability to advocate for the inclusion of urgent priorities

138. Flash appeals and strategic response plans through UN-OCHA constitute another inter-agency mechanism for humanitarian response to major crises and disasters. This evaluation assessed UNESCO’s participation in appeals in the education and other sectors and found that the Organization’s participation therein had nearly halved in recent years (see Figure 7). Between 2008 and 2011 UNESCO participated in 111 appeals overall, of which 67 were for education (requesting USD 51 million). Eighteen of these education appeals were funded, raising USD 8.75 million. In the four years that followed (2012 - 2016) the Organization’s total participation had decreased to 57 appeals overall out of which 30 were for education (requesting USD 36 million). Only six of the 30 education appeals were funded, raising USD 7.48 million.⁶⁴

Figure 7 UNESCO’s participation in appeals 2008-2016



Source: UN-OCHA Financial Tracking Service, accessed 12 May 2016.

139. Even though the amount raised through appeals was only slightly reduced in the last four years, the decrease in UNESCO’s overall participation in appeals is significant. Interviews with current and former UNESCO staff show that the Organization had a much more proactive approach for appeals when it had the Intersectoral Platform for PCPD. Since the abolition of the latter, the Organization no longer had an active coordinating unit that would drive the process and push for the development of intersectoral proposals.

140. Interviews with UNESCO staff and external partners reveal that successful participation in the appeals process is subject to a number of conditions. UNESCO is able to engage in appeals mainly in countries where it has Field Offices. Its staff can draft relevant proposals only if they work side by side with other education partners through country-level Education Clusters or LEGs, thereby enabling them to put forward activities that are complementary to what others are submitting. Finally, the preparation of proposals requires thorough knowledge of the appeals process and prior drafting experience. For most UNESCO staff in crisis-affected countries, this is not the case. The evaluation found that staff do not have access to training or materials to guide them through the processes. Backstopping from Headquarters in this regard has also been limited, especially since the closure of the Bureau of Field Coordination in 2013.

⁶⁴ Funds raised from appeals in recent years were mainly for Level-3 Emergencies, namely in Iraq, South Sudan and the Syrian Arab Republic, but also for one project in the Democratic Republic of Congo. Activities conducted covered TVET, non-formal education, psychosocial support, as well as secondary and higher education.

Partners interviewed for this evaluation also highlighted the inexperience of UNESCO staff in appeals processes.

141. UNESCO's absence from appeals processes indicates to other education actors that it is not a reliable partner that has something to bring to the table. It leads to a decrease in visibility for the Organization and therefore weakens its ability to advocate for the inclusion of certain priorities dear to its mandate. Ultimately, it also leads to a reduction in resources for UNESCO's EiE work.

UNESCO contributed to the Comprehensive School Safety Framework by the Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector, but its participation in the Alliance has since reduced

142. The Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector, GADRRRES, is a multi-stakeholder mechanism promoting safety from disaster risks in schools.⁶⁵ It is composed of ten UN agencies, international organizations, governments and global networks. Until recently, UNESCO chaired and held the Secretariat of GADRRRES and played an important convening role, bringing together key partners in regular meetings and setting priorities. UNESCO also contributed to work on the Comprehensive School Safety (CSS) Framework,⁶⁶ developed and endorsed by GADRRRES. UNESCO's Sections for Earth Sciences & Geo-hazards Risk Reduction (in the Natural Sciences Sector) as well as Education for Sustainable Development (in the Education Sector), UNESCO-UIS, UNESCO-IIEP, and UNESCO Bangkok were also part of the Reference Group for the development of targets and indicators to measure progress on CSS.

143. Implementation of the CSS within UNESCO is divided between the Natural Sciences Sector that took ownership of Pillar 1 of the framework, promoting safe school facilities, while the Education Sector both at Headquarters and in the field covers Pillars 2 and 3 on school disaster management and risk reduction and resilience in education. Monitoring UNESCO's contribution, has however been a challenge. As UNESCO no longer holds the Secretariat of GADRRRES, there is no focal point within the Organization to follow up on progress and report on it to the Alliance. Neither the Education nor Natural Science sectors have decided to allocate resources to UNESCO's representation within GADRRRES. Consequently, the Organization's contribution therein has withered. Partners interviewed within the Alliance indicate that there is still an important role for UNESCO within, particularly on the collection of data on the impact of disasters on education infrastructure and educational outcomes.

UNESCO was a founding member and has recently reinforced its engagement within the Global Coalition to Protect Education from Attack

144. UNESCO is a founding member of the Global Coalition to Protect Education from Attack (GCPEA), an inter-agency coalition addressing the problem of targeted attacks on education during armed conflict. GCPEA promotes the Safe Schools Declaration, launched for endorsement at the Oslo Conference on Safe Schools in May 2015, as well as the implementation of the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict. As mentioned earlier, UNESCO's seminal publications, *Education Under Attack* (2007, 2010) led to the founding of the GCPEA in 2010.

145. For several years after its founding, UNESCO's Education Sector did not appoint any staff to engage with the GCPEA. The Organization also did not participate in the 2014 edition of the *Education Under Attack* report. UNESCO-IIEP, on the other hand, has been more involved with GCPEA because of its contributions to the *Education Cannot Wait: A Call to Action* campaign in 2013 and 2014, led by the INEE Advocacy Working Group. UNESCO-IIEP continues to be involved in and support the Coalition's work, for example as one of the participants at GCPEA's Workshop on Promising Practices in Protecting Education from Attack (Istanbul, October 2015). UNESCO Ramallah's work with the Ministry of

⁶⁵ A cluster to promote knowledge and education for disaster risk reduction was established following the World Conference on Disaster Risk Reduction in 2005. UNESCO was a member of this cluster, which was later formalized into a UNISDR Thematic Platform on Knowledge and Education. This Thematic Platform is now called GADRRRES.

⁶⁶ This framework brings together efforts to promote disaster risk reduction throughout the education sector into a clear and unified focus in order for education sector partners to work more effectively, as well as to link with similar efforts in all other sectors. It rests on three pillars: (i) safe school facilities; (ii) school disaster management, and (iii) risk reduction education; and is addressed by education policy and practices aligned with disaster management at national, regional, district and local school site levels.

Education and Higher Education in Gaza (2011-2012)⁶⁷ to deliver a crisis and disaster risk reduction programme, is promoted as a promising practice by the GCPEA in its guidelines *What Ministries Can Do to Protect Education from Attack and Schools from Military Use* (2015).⁶⁸

146. With the establishment of the EiE Desk in May 2015, UNESCO's Education Sector has reengaged with GCPEA in supporting its mission. For example, GCPEA was invited to speak on a panel at UNESCO's General Conference in 2015. Attacks on education was also one of the main topics at the side event jointly organized by UNESCO and the GCPEA at the World Humanitarian Summit, *Education in Emergencies: Towards a Strengthened Response in African Nations*. Forest Whitaker, actor and UNESCO Special Envoy for Peace and Education, also issued a video at the WHS supporting the Safe Schools Declaration.

147. Despite UNESCO's inconsistent representation in the GCPEA, partners indicate that there is ample room for an increased contribution by the Organization to the work of the Coalition. UNESCO is seen as having an important role to play in advocating for the adoption of the Safe Schools Declaration and supporting its implementation at the country level by including protection of schools in education sector plans. Although UNESCO has never been a member of GCPEA's Working Group on Higher Education, partners suggest an important role for UNESCO also within the higher education community.

148. Another area for collaboration is on data on attacks on education. Currently, there is no cooperation between the GCPEA and UNESCO-UIS on the collection of such data. In tracking progress on SDG 4 indicators and particularly those related to EiE, UNESCO's GEM report will likely need to draw on joint data from these entities. Back in 2011 the GEM already relied on GCPEA data for its seminal report on armed conflict and education. The harmonization of data collected by the two bodies is therefore essential.

UNESCO has an important role to play in the Education Cannot Wait fund

149. In May 2016, the UN Secretary General convened the largest ever gathering of the global humanitarian community at the World Humanitarian Summit in Istanbul. It followed three years of consultations with over 23,000 people in 153 countries, and aimed to set a new agenda for global humanitarian action. Among the most important outcomes was the "Grand Bargain",⁶⁹ in which donors committed to greater flexibility of funding through reduced earmarking and reporting, as well as multi-year agreements, in exchange for greater transparency from aid agencies. Participants also agreed that 25 percent of humanitarian funding will be channelled through local and national organizations by 2020 (up from 0.4 percent today). Overall, the Summit did not hold formal negotiations nor produce binding agreements, however education was at its forefront.

150. A Special Session for EiE and Protracted Crises at the Summit launched the *Education Cannot Wait* (ECW) fund,⁷⁰ asking for USD 3.85 billion in pledges to reach 13 million children and youth over the next 5 years. Just over USD 90 million was pledged, from bilateral donors such as the European Union, the Netherlands, Norway, the United Kingdom, and the United States, as well as aid agencies such as Dubai Cares. The Global Business Coalition also pledged USD 100 million in financial and in-kind contributions.

151. UNESCO's Education Sector was a member of the technical support group to develop the proposal for the fund, and UNESCO-IIEP was also consulted in the initial design phase. UNESCO data and background materials were critical for mapping the gaps in EiE, especially at the post-primary level. One notable UNESCO contribution was through a Policy Brief entitled *No more excuses: Provide education to all forcibly displaced people*⁷¹ a joint publication between the Global Education Monitoring Report and the UNHCR published just in time for the launch of the fund. UNESCO also advocated for the inclusion of secondary education and TVET as a thematic focus.

152. At the launch of the ECW, UNESCO's Director-General co-hosted a side event, *Delivering Quality Education in Emergencies: What needs to be done?* in support of the fund, and was announced as one of its 15

⁶⁷ For more background on this intervention see Al Hamaydah, B., J. Kelcey, and F. Lloveras. 2015. *Palestine: Lessons from UNESCO's crisis-disaster risk reduction program in Gaza*. UNESCO, IIEP and PEIC.

⁶⁸ http://www.protectingeducation.org/sites/default/files/documents/what_ministries.pdf

⁶⁹ Chair's Summary, Standing Up for Humanity: Committing to Action. May 2016.

<http://reliefweb.int/sites/reliefweb.int/files/resources/Chairs%20Summary.pdf>

⁷⁰ Education Cannot Wait. <http://www.educationcannotwait.org>

⁷¹ UNHCR and GEM. (2016). "No more excuses: Provide education to all forcibly displaced people." Policy Paper 26.

Global Champions by Gordon Brown, the UN Special Envoy for Education. UNESCO is currently a member of the ECW interim Executive Committee, while the Secretariat of the fund, housed in UNICEF for the time being, is being decided.

153. UNESCO has an important role to play in ensuring that the fund is used to cover key gaps in EiE, which include secondary and post-secondary education as well as important systems strengthening work, including educational planning and data collection. The Organization's engagement with the ECW also needs to be strengthened through its representation within the fund's Secretariat.

UNESCO should strengthen its engagement with other actors in EiE in the context of Education 2030

154. In conclusion, UNESCO's irregular engagement within EiE mechanisms has contributed to building a reputation of an Organization that is an unsteady partner, particularly at the global level. At the same time, partners interviewed for the present evaluation all indicated that UNESCO has an important role to play in both global and country level EiE mechanisms. As the UN agency mandated to lead and coordinate the Education 2030 Agenda, UNESCO has the important responsibility of ensuring that the agenda driving all these various bodies indeed covers education for people of all ages, and especially the most vulnerable, who often live in crisis-affected countries and territories. In the context of protracted crises, the Organization is also seen as an actor that can bridge the humanitarian-development divide by bringing longer-term perspectives into humanitarian planning.

155. Reengagement with the Global Education Cluster and other bodies would not only reaffirm UNESCO's commitment to EiE, but also clarify its contribution to this field without which the goals set by the 2030 Education Agenda will not be attained.

<p>Recommendation 3: UNESCO's Education Sector should ensure its regular representation in the Global Education Cluster and any other global coordination mechanisms in the field of education in order to clearly reaffirm the role of the Organization in coordinating the SDG 4 and the 2030 Education Agenda. Regular programme resources should be allocated for this work in order to allow for continuity.</p>
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Chapter 6: Conclusion

156. As the UN agency mandated to lead and coordinate the Education 2030 Agenda, UNESCO has an important role to play in the EiE field. Targets in SDG 4 will not be reached unless inclusive and equitable quality education and as well as lifelong learning opportunities are ensured for all and especially for persons living in crisis-affected countries and territories.

157. UNESCO's unique mandate that covers education from early childhood to adulthood, compels it to respond to emergencies and crises in subsectors that are left largely uncovered by other education actors. Among these are secondary education, higher education and literacy as well as skills for life and work.

158. This evaluation assessed UNESCO's current and potential contribution to the EiE field and found that the Organization can claim a number of important niche areas. Partners do not expect UNESCO to engage in immediate relief work, but rather to focus on preparedness and reconstruction. The Organization is recognized for its specific expertise in building the capacities of Ministries of Education to respond to conflicts and disasters, such as through crisis-sensitive planning that also integrates disaster risk reduction and the development of information systems that can inform policy-making. UNESCO is at times the only actor working in the certification of non-formal education, policies for higher education reform, adult literacy and the training of secondary school teachers. The Organization is not expected to be involved in the direct delivery of educational services, which it is not able to bring to scale. However, it is entrusted to contribute its technical know-how to the development of policies, guidelines and tools for policy-makers, teachers, and students alike. Furthermore, UNESCO is regarded by many partners to be a strong advocate for inclusive education that leaves no one behind and especially girls, women and vulnerable groups.

159. If UNESCO is to make meaningful contributions to education in emergencies, it is imperative that it be present from the onset of crises. Participation in country-level coordination mechanisms allows the Organization to take part in the identification of needs and in the consequent elaboration of longer-term development plans that integrate priority areas from its mandate. UNESCO's expertise is also particularly sought after for needs assessments, as it is able to cover education subsectors and bring in humanistic perspectives that are not integrated by others.

160. UNESCO's lack of strategy and reluctance to institutionalize its EiE response has resulted in efforts that are fragmented, ad hoc and conducted in sectoral silos. Consequently, the Organization sends the signal that EiE does not constitute a priority and leads to a lack of clarity for partners as to what it can offer in crisis situations. UNESCO staff are also missing much needed guidance for the strategic direction of their programmes. The development of an intersectoral strategy for EiE work would enable UNESCO to bring its unique areas of expertise together under one umbrella and to show partners and donors that the Organization has much to contribute. UNESCO staff working in EiE across the various programme sectors also need to form a community of practice to learn from each other's experiences and develop multisectoral approaches.

161. In a context of declining resources, UNESCO must be selective as to where it is able to intervene. An effective response in EiE depends on a field presence, the timeliness of the Organization's engagement and minimal resources to start programme implementation that are then followed by the mobilization of funds for continued action. UNESCO does not have the capacity to effectively engage in the education response in countries where it does not have offices. If it is asked to provide specific expertise at the onset of crises, such as for needs assessments, it needs to develop flexible approaches for deploying its expertise and partnering with agencies that are present on the ground.

162. The Organization's participation in EiE-related networks and coordination mechanisms has varied significantly over the past five years, thereby leading to a reputation of an unsteady partner, particularly at the global level. Stakeholders largely agree, however, that UNESCO has an important role to play in global and country-level bodies by advocating for longer-term approaches to crisis response and educational planning and thereby bridging the humanitarian-development divide. It is time for UNESCO to institutionalize its commitment to the Global Education Cluster and other coordination bodies responsible for implementing the Education 2030 Agenda. Without this, the Organization cannot be an effective leader and coordinator of this Agenda.

Annexes

Annex 1: List of Crisis-Affected Countries and Territories and UNESCO's Presence Therein

For the purpose of the evaluation, a list of crisis-affected countries and territories was put together in order to map UNESCO's presence and nature of its education activities therein. The list was created using the following three sources:

1. World Bank: The World Bank (WB) Group annually releases the Harmonized List of Fragile Situations through its Center on Conflict, Security and Development, which ranks countries and territories affected by fragility. These are based on:
 - A harmonized Country Policy and Institutional Assessment (CPIA)⁷² score, which has to be 3.2 or less, and/or
 - The presence of a UN and/or regional peace-keeping or political/peace-building mission during the last three years.⁷³

Further, the list includes only International Development Association eligible countries and non-member or inactive territories/countries without CPIA data. Countries with International Bank for Reconstruction and Development (IBRD) and with CPIA ratings below 3.2 do not qualify on this list due to non-disclosure of their CPIA ratings. IBRD countries that are included qualify only due to the presence of a peacekeeping, political or peacebuilding mission - and their CPIA ratings are not disclosed.

2. Inter-Agency Network for Education in Emergencies (INEE): Through its Education in Emergencies Crisis Spotlights Series, INEE provides up-to-date information on the impact of natural disasters and conflicts on education around the world, in order to raise awareness and to advocate for increased response. The criteria for incorporating emergencies in the Crisis Spotlight Series are not made explicit on the website, but these cases includes crises that are often not highlighted by the mainstream media, along with some of the most publicized cases as well.⁷⁴
3. United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA): UN OCHA's Financial Tracking System lists all humanitarian response plans (HRPs), flash appeals, and regional refugee plans.⁷⁵

The above-mentioned sources altogether contained a total of 52 crisis-affected countries and territories. The evaluation team then searched for UNESCO's interventions therein, using the following criteria: Education Sector, geographical scope, and implementing unit (respective Field Offices covering the countries and territories). Secondly, the team mapped UNESCO's presence therein: countries are covered through either National Offices, or through a Cluster/Multisectoral Regional Offices. Some have Antennas or Project Offices in addition to being covered by larger Cluster or Regional Offices.⁷⁶

⁷² CPIA is a rating of countries based on 16 indicators grouped in 4 clusters: economic management, structural policies, policies for social inclusion and equity, and public sector management and institutions. The harmonized CPIA country ranking is obtained after averaging the World Bank CPIA with those of the relevant regional development banks' (African Development Bank and Asian Development Bank) ratings.

⁷³ Peace-keeping or political/peace-building missions are specifically defined by the presence of a UN and/or regional missions (such as those of the African Union, European Union, or NATO) in a country in the last 3 years. This, however, excludes all border monitoring operations.

⁷⁴ The INEE's Education in Emergencies Crisis Spotlights (as accessed on 4 April, 2016) can be found here: <http://www.ineesite.org/en/crisis-spotlights>.

⁷⁵ The list of HRPs, flash appeals, regional refugee plans were accessed on 4 April, 2016. The list can be found here: <https://fts.unocha.org/pageloader.aspx?page=emerg-emergencies§ion=CE&year=2016>.

⁷⁶ UNESCO's Administrative Manual defines the Organization's Field Offices in its Section 1.7 as follows:

National Office: Single-country offices implement a national programme, which results from consultations within that country. Their Directors/Heads have representational authority for one Member State only. The National Offices assist in devising the programme of the cluster office. National offices are time bound and reflect precisely defined local needs: E-9 countries, countries in transition or countries experiencing conflict or other special situations.

Cluster Office: These are the main platform of delivery for all UNESCO activities and are multidisciplinary in nature, ideally with each sector represented in the office. Their Directors have the authority to represent the Organization in a group (cluster) of Member States, except in those Member States where there is a national office (in such case, the Director/Head of the national office has the representational function). The Director of the cluster office, while often having a background in a particular field, mostly plays an executive role, implementing the programme through programme specialists covering the various sectors. This programme is the result of consultations with each government, national

Country/Territory	WB	INEE	UN-OCHA	UNESCO Presence
Afghanistan	X		X	National Office in Kabul
Bosnia and Herzegovina	X			Covered by the Regional Bureau for Science and Culture in Europe, located in Venice, Italy and by the Antenna in Sarajevo, Bosnia and Herzegovina
Burkina Faso			X ⁷⁷	Covered by Multisectoral Regional Office in Dakar, Senegal
Burundi	X	X	X	House for a Culture of Peace in Bujumbura
Cameroon			X ⁷⁸	Presence of Multisectoral Regional Office in Yaoundé
Central African Republic	X	X	X	Covered by Multisectoral Regional Office in Yaoundé, Cameroon
Chad	X	X	X ⁷⁹	Covered by Multisectoral Regional Office in Yaoundé, Cameroon
Colombia ⁸⁰		X		Covered by Cluster Office in Quito, Ecuador
Comoros	X			Covered by Multisectoral Regional Office in Nairobi, Kenya
Côte d'Ivoire	X	X		National Office in Abidjan
Democratic Republic of Congo	X		X	National Office in Kinshasa
Djibouti			X	Covered by Multisectoral Regional Office in Nairobi, Kenya
El Salvador ⁸¹		X		Covered by Cluster Office in San José, Costa Rica
Eritrea	X			Covered by Multisectoral Regional Office in Nairobi, Kenya
Fiji ⁸²			X	Covered by Cluster Office in Apia, Samoa
Gambia	X		X ⁸³	Covered by Multisectoral Regional Office in Dakar, Senegal
Guatemala ⁸⁴			X	National Office in Guatemala City
Guinea ⁸⁵		X		Covered by Multisectoral Regional Office in Abuja, Nigeria
Guinea Bissau	X			Covered by Multisectoral Regional Office in Dakar, Senegal
Haiti	X			National Office in Port au Prince
Honduras ⁸⁶			X	Covered by Cluster Office in San José, Costa Rica
Iraq	X		X	National Office for Iraq located in Amman, Jordan with Antenna in Erbil, Kurdistan Region of Iraq
Kiribati	X			Covered by Cluster Office in Apia, Samoa

commission and other partners. National offices established within the cluster participate in the elaboration of that programme through a collegial approach between heads of offices.

Antennas: Antennas are set up in countries where the Organization's presence is considered essential and where there is no established structure in order to implement specific extrabudgetary projects, or to serve as liaison with the United Nations Country Team and national authorities, and to follow-up on the implementation of UNESCO activities. UNESCO antennas do not have representational functions.

Multisectoral Regional Offices are not defined in the Administrative Manual, as the latter has not been updated as of late. The five regional offices are only found in Africa.

⁷⁷ Also comes under the Sahel Humanitarian Response Plan 2016.

⁷⁸ Northern Cameroon comes under the Sahel Humanitarian Response Plan 2016.

⁷⁹ Also comes under the Sahel Humanitarian Response Plan 2016.

⁸⁰ The crisis spotlight focuses on the Pacific zone of the country, which is one of the poorest regions of Colombia. The Pacific coast and the Atlantic/Caribbean areas of the country have been strategic for the production, the processing and trafficking of drugs. The guerrillas and paramilitary groups in Colombia depend on this source of financing. The social exclusion of the Afro-Colombians in the region has ensured that the group faces challenges in accessing education. Further, the occupation and attacks on schools is affecting the education of the Colombian children and youth.

⁸¹ High rates of homicide and gang violence, coupled with youth alienation and the rise of gang culture, have created an environment that threatens social and economic development in the country.

⁸² Flash appeal (tropical cyclone).

⁸³ Also comes under the Sahel Humanitarian Response Plan 2016.

⁸⁴ Flash appeal (drought).

⁸⁵ Guinea comes under the crisis spotlight as a part of the coverage on the Ebola outbreak in West Africa.

⁸⁶ Flash appeal (drought).

Country/Territory	WB	INEE	UN-OCHA	UNESCO Presence
Kosovo	X			Not a UNESCO Member State
Lebanon	X			Presence of Regional Bureau for Education in the Arab States and Cluster Office in Beirut
Liberia	X	X		Covered by Multisectoral Regional Office in Abuja, Nigeria
Libya	X		X	Covered by Cluster Office in Cairo, Egypt
Madagascar	X			Covered by Multisectoral Regional Office in Nairobi, Kenya
Mali	X	X	X ⁸⁷	National Office in Bamako
Marshall Islands	X			Covered by Cluster Office in Apia, Samoa
Mauritania			X ⁸⁸	Covered by Cluster Office in Rabat, Morocco
Micronesia (Federated States of)	X			Covered by Cluster Office in Apia, Samoa
Myanmar	X		X	Covered by Cluster Office in Bangkok, Thailand and Project Office in Yangon
Nepal ⁸⁹		X		National Office in Kathmandu
Niger			X ⁹⁰	Covered by Multisectoral Regional Office in Dakar, Senegal
Nigeria			X ⁹¹	Presence of Multisectoral Regional Office in Abuja
Palestine	X	X	X	National Office in Ramallah and Antenna in Gaza
Philippines ⁹²		X		Covered by Cluster Office in Jakarta, Indonesia
Senegal			X ⁹³	Presence of Multisectoral Regional Office in Dakar, Senegal
Sierra Leone	X	X		Covered by Multisectoral Regional Office in Abuja, Nigeria
Solomon Islands	X			Covered by Cluster Office in Apia, Samoa
Somalia	X		X	Covered by Multisectoral Regional Office in Nairobi, Kenya
South Sudan	X	X	X	National Office in Juba
Sudan	X			National Office in Khartoum
Syrian Arab Republic	X	X	X	Covered by the Regional Bureau for Education in the Arab States (located in Beirut) and Project Office in Damascus
Tajikistan ⁹⁴		X		Covered by Cluster Office in Almaty, Kazakhstan
Timor-Leste	X	X		Covered by Cluster Office in Jakarta, Indonesia and Antenna in Dili
Togo	X			Covered by Multisectoral Regional Office in Abuja, Nigeria
Tuvalu	X			Covered by Cluster Office in Apia, Samoa
Ukraine			X	Not covered
Yemen ⁹⁵	X	X	X	Covered by Cluster Office in Doha, Qatar
Zimbabwe	X			Presence of Multisectoral Regional Office in Harare

⁸⁷ Also comes under the Sahel Humanitarian Response Plan 2016.

⁸⁸ Also comes under the Sahel Humanitarian Response Plan 2016.

⁸⁹ Flash appeal (earthquake).

⁹⁰ Also comes under the Sahel Humanitarian Response Plan 2016.

⁹¹ Also comes under the Sahel Humanitarian Response Plan 2016.

⁹² INEE covers the Philippines following two deadly natural disasters – a 7.2 magnitude earthquake and Typhoon Haiyan – both in 2013.

⁹³ Also comes under the Sahel Humanitarian Response Plan 2016.

⁹⁴ Education in Tajikistan has been impacted following a number of natural disasters and an on-going refugee crisis (mainly Afghans).

⁹⁵ Included in HRP and flash appeal.

Annex 2: Glossary of Terms Related to Education in Emergencies

As there does not exist official definitions for many of the terms used in this evaluation, the team created a glossary for the ease of understanding many of the concepts in EiE. The terms for this glossary were compiled using primarily the following four sources, which are often sourced from other materials. These definitions further indicate the original sources.

- *ReliefWeb Glossary of Humanitarian Terms*⁹⁶
- *INEE EiE Term Bank*⁹⁷
- *Safety, Resilience and Social Cohesion – Glossary of Terms*⁹⁸
- *Protracted Refugee Situations*⁹⁹
- *International Standard Classification of Education: ISCED 2011*¹⁰⁰
- *UNISDR Terminology on Disaster Risk Reduction*¹⁰¹
- *Humanitarian System-Wide Emergency Activation: definition and procedures*¹⁰²

Acute: A crisis in which the events creating the disruption have occurred recently or have recently increased in intensity. This may refer to both the initial phase of a conflict or its worsening impact. In the case of conflict, for example, the commencement of active bombardment or shelling during what may otherwise be characterised as low intensity hostilities constitutes an acute phase. Effects may include increased deaths and injuries, mass displacement and the destruction of schools. In the case of natural disasters, the devastation during the hours and days following an earthquake or flood constitute an acute crisis when affected populations need to be rescued and given critical supplies (water, food, shelter, medical supplies). Acute or protracted crises are not necessarily mutually exclusive. Protracted crises are often punctuated by more acute events (Burde et al 2015).

Adult Education: Adult education is a multidisciplinary process specifically targeting adults to improve their technical or professional qualifications, further develop their abilities, enrich their knowledge with the purpose to complete a level of formal education, or to acquire, refresh, or update their knowledge, skills, and competencies in a particular field, including but not limited to the improvement of civic, social, moral, religious, and cultural skills for progress in all spheres of life (San Sebastian UNESCO Centre 2006; UNESCO-UIS 2012).

Armed Conflict: A dispute involving the use of armed force between two or more parties. International humanitarian law distinguishes between international or non-international armed conflicts. International armed conflict: A war involving two or more States, regardless of whether declaration of war has been made or whether the parties recognize that there is a state of war. Non-international armed conflict: A conflict in which government forces are fighting with armed insurgents, or armed groups are fighting amongst themselves (UN-OCHA 2003).

Conflict-Sensitive Education: Conflict sensitive education requires an organizational understanding of the interactions between a context of conflict and education programs and policies for the development, planning, and delivery of education services which act to minimize negative impacts and maximize positive impacts of education policies and programming on conflict (such as increased peace, social harmonization, social justice, etc.) (INEE n.d.).

Disaster: A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources (UNISDR 2009).

Disaster Risk Reduction: The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards,

⁹⁶ See ReliefWeb 2008.

⁹⁷ See INEE n.d.

⁹⁸ See UNESCO, UNESCO-IBE, UNESCO-IIEP, & PEIC 2015.

⁹⁹ See UNHCR 2004.

¹⁰⁰ See UNESCO-UIS 2012.

¹⁰¹ See UNISDR 2009.

¹⁰² See IASC 2012.

lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events (UNISDR 2009).

Early Childhood Development (Pre-Primary Education): Early childhood development is the process through which young children, aged 0–8 years, develop their optimal physical health, mental alertness, emotional confidence, social competence, and readiness to learn. These processes are supported by social and financial policies and comprehensive programming that integrate health, nutrition, water, sanitation, hygiene, education, and child protection services. All children and families benefit from high-quality programs, but disadvantaged groups benefit the most (INEE 2010).

Education in Emergencies: 'Education in emergencies' refers to the quality learning opportunities for all ages in situations of crisis, including early childhood development, primary, secondary, non-formal, technical, vocational, higher and adult education. Education in emergencies provides physical, psychosocial and cognitive protection that can sustain and save lives (INEE 2010).

Hazard: A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage (UNISDR 2009).

Level-3 Emergency (Humanitarian System-Wide Emergency Activation): Major sudden-onset humanitarian crises triggered by natural disasters or conflict which require system-wide mobilization and are subject to a *Humanitarian System-Wide Emergency Activation* in order to ensure a more effective response to the humanitarian needs of affected populations. The designation of a Level-3 emergency, in consultation with the Inter-Agency Standing Committee Principals, will be issued by the Emergency Relief Coordinator, on the basis of an analysis of 5 criteria: scale, complexity, urgency, capacity, and reputational risk. The activation period varies, but does not exceed three months initially (IASC 2012).

Non-Formal Education: Non-formal educational activities do not correspond to the definition of formal education. Non-formal education takes place both within and outside educational institutions and caters to people of all ages. It does not always lead to certification. Non-formal education programs are characterized by their variety, flexibility and ability to respond quickly to new educational needs of children or adults. They are often designed for specific groups of learners such as those who are too old for their grade level, those who do not attend formal school, or adults. Curricula may be based on formal education or on new approaches. Examples include accelerated 'catch-up' learning, after-school programs, literacy, and numeracy. Non-formal education may lead to late entry into formal education programs. This is sometimes called 'second-chance education' (INEE 2010).

Peacebuilding: A range of measures targeted to reduce the risk of lapsing or relapsing into conflict by strengthening national capacities at all levels for conflict management, and to lay the foundation for sustainable peace and development. Peacebuilding strategies must be coherent and tailored to the specific needs of the country concerned, based on national ownership, and should comprise a carefully prioritized, sequenced, and relatively narrow set of activities aimed at achieving the above objectives (UNPBSO 2010).

Preparedness: The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions (UNISDR 2009).

Prevention: Prevention activities are undertaken to avoid the adverse impact of disasters, including through physical risk reduction and environmental protection. This concept encompasses mitigation (UNESCO, UNESCO-IBE, UNESCO-IIEP, & PEIC 2015).

Primary Education: Primary education provides learning and educational activities typically designed to provide students with fundamental skills in reading, writing, and mathematics, i.e. literacy and numeracy, and to establish a sound foundation for learning and solid understanding of core areas of knowledge and personal development, preparing for lower secondary education. It aims at learning at a basic level of complexity with little if any specialization (UNESCO-UIS 2012).

Protracted: UNHCR defines a protracted refugee situation as "one in which refugees find themselves in a long-lasting and intractable state of limbo. Their lives may not be at risk, but their basic rights and essential economic, social and psychological needs remain unfulfilled after years in exile. A refugee in this situation is often unable to break free from enforced reliance on external assistance." Burde et al. 2015 draw from

UNHCR's definition and define a protracted crisis as one in which "the conditions of the crisis have been present for five years or more and for which a large subsection of the population has been affected (Burde et al 2015; UNHCR 2004).

Reconstruction: A set of activities aimed at achieving the medium- and long-term recovery of the components and structures that have been affected by a disaster or emergency (ReliefWeb 2008).

Relief: Assistance and/or intervention during or after disaster to meet the life preservation and basic subsistence needs. It can be of emergency or protracted duration (UN Department of Humanitarian Affairs 1992).

Resilience (For Transformation): Consensus on the meaning of the term *resilience* has yet to emerge. Nevertheless, resilience can be defined as the ability of children, families, communities, and systems to withstand, adapt to, and recover from shocks and stresses (e.g. natural disasters, political crises, epidemics, pervasive violence, armed conflict) in ways that support economic and social development, preserve integrity, and do not deepen vulnerability. The concept of resilience for transformation draws attention to the fact that a system can be strong and resilient, but nonetheless lead to violations of children's rights and negative learning outcomes. The idea is that such a system should be transformed (UNESCO, UNESCO-IBE, UNESCO-IIEP, & PEIC 2015).

School Safety: The international framework for school safety (known as the Comprehensive School Safety Framework) aims to: protect children and education workers from death and injury in schools; plan for educational continuity in the face of expected hazards; safeguard education sector investments; strengthen a disaster resilient citizenry through education. Comprehensive school safety is addressed by education policy and practices aligned with disaster management at national, regional, district, and local school-site levels. It rests on three pillars: Safe school facilities; School disaster management; and Risk reduction education (GADRRRES, & UNISDR 2014).

Secondary Education: Secondary education is a program of two stages: lower and upper secondary. Lower secondary education (International Standard Classification of Education 2; ISCED) is generally designed to continue the basic programs of the primary level but the teaching is typically more subject-focused, requiring more specialized teachers for each subject area. The end of this level often coincides with the end of compulsory education. In upper secondary education (ISCED 3), the final stage of secondary education in most countries, instruction is often organized even more along subject lines and teachers typically need a higher or more subject-specific qualification than at ISCED level 2 (INEE n.d.).

Technical and Vocational Training: Technical and vocational education training (TVET) is designed mainly to provide learners with the practical skills, know-how, and understanding necessary for direct entry into a particular occupation or trade (or class of occupations or trades). Successful completion of such programs normally leads to a labour market-relevant vocational qualification recognized by the national competent authorities, e.g. Ministry of Education, employers' associations, etc. (INEE n.d.).

Tertiary Education: Tertiary education builds on secondary education, providing learning activities in specialized fields of education. It aims at learning at a high level of complexity and specialization. Tertiary education includes what is commonly understood as academic education but also includes advanced vocational or professional education. It comprises ISCED levels 5, 6, 7 and 8, which are labelled as short-cycle tertiary education, Bachelor's or equivalent level, Master's or equivalent level, and doctoral or equivalent level, respectively. The content of programs at the tertiary level is more complex and advanced than in lower ISCED levels (UNESCO-UIS 2012).

Annex 3: UNESCO's Publications in Education in Emergencies

Methodology

UNESCO's publications were sourced through UNESDOC and the individual websites of the Organization's Category One Institutes (IBE, IIEP, UIL, and UIS). The following keywords were used to search for publications: conflict, education in emergencies, disaster. Only those results that were published after 2009 were included in the final list. The publications were then classified under the following categories:

- Year
- UNESCO entity (Headquarters, Category I Institutes, Field Offices, or UNESCO Global Monitoring Report /Global Education Monitoring Report (GEM / GMR))
- Geographical scope (global, regional, or national)
- Type (guidelines, learning materials, policy briefs, research, statistical report, or toolkit)
- Theme (capacity development, disaster risk reduction (DRR), education in armed conflict, education sector planning, emergency response, international mechanisms, non-formal learning, peacebuilding, psychosocial support, or resilient education systems)

In total 89 publications were found and analysed. The table below summaries some of their key characteristics:

Scope	
National	37
Regional	11
Global	41
UNESCO Entities	
UNESCO Bangkok	10
UNESCO GMR/GEM	15
UNESCO Hanoi Office	1
UNESCO HQ	6
UNESCO IOC	4
UNESCO Juba Office	6
UNESCO Kathmandu	7
UNESCO-IBE	3
UNESCO-IIEP	26
UNESCO-UIL	1
UNESCO-UIS	9
UNESCO-UNEVOC	1
Type of Materials	
Guidelines	32
Learning materials	6
Policy briefs	21
Research	15
Statistical reports	7
Toolkits	8
Themes	
Capacity development	1
Disaster risk reduction	27
Education in armed conflict	16
Education sector planning	10
Emergency response	5
International mechanisms	5
Non-formal learning	1
Peacebuilding	1
Psychosocial support	4
Resilient education systems	19

- The majority of UNESCO's publications in EiE have either a national or a global focus. Very few are regional.
- In terms of the entities that are most active in producing these publications, UNESCO-IIEP and the team working on the GEM/GMR emerge as leaders. Only four Field Offices, of which three are National Offices, and the UNESCO Regional Bureau in Bangkok were found to produce publications in EiE.
- In terms of the themes covered by the publications, DRR, resilient education systems, and education in armed conflict emerge as the main topics. All the DRR publications were produced by three Field Offices (Hanoi, Kathmandu, and Bangkok), UNESCO Headquarters, and UNESCO-IOC, while the publications focusing on resilient education systems were spread between UNESCO-IIEP, UNESCO GMR/GEM, and UNESCO-UIS.
- EiE materials have mainly taken the form of guidelines, policy briefs, and research papers. The majority of the guidelines cover education sector planning and resilient education systems, but also include DRR, emergency response, and psychosocial support. The policy briefs, on the other hand, focus more on education in armed conflict, DRR, and international mechanisms. All the statistical reports were produced by UNESCO-UIS.
- An important limitation of this search is that it was carried out only in English – the keywords used for the search were not translated into any other language. As a result, this search excludes all publications in French, Spanish, or any other language.¹⁰³

¹⁰³ The list also includes five results in Nepali (mentioned in the title), which were included as they turned up in the search results.

List of 'Education in Emergencies' Publications

Title	Year	UNESCO Entity	Geographical Scope	Type of Material	Theme	Link
Guidebook for planning education in emergencies and reconstruction	2010	UNESCO-IIEP	Global	Guidelines	Resilient Education Systems	http://unesdoc.unesco.org/images/0019/001902/190223e.pdf
Where the First Wave Arrives in Minutes: Indonesian Lessons on Surviving Tsunamis Near Their Sources	2010	UNESCO-IOC	Global	Guidelines	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0018/001898/189842e.pdf
Building a culture of safety through Disaster Risk Reduction Education: Training module 4	2010	UNESCO Bangkok Office	National	Toolkit	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002257/225745e.pdf
Education and fragility in Bosnia and Herzegovina	2010	UNESCO-IIEP	National	Research	Resilient Education Systems	http://unesdoc.unesco.org/images/0019/001910/191060e.pdf
Identifying, assessing and monitoring disaster risks in the Education sector: Training module 3	2010	UNESCO Bangkok Office	National	Toolkit	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002257/225744e.pdf
Implementing community based disaster education: Training module 7	2010	UNESCO Bangkok Office	National	Toolkit	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002257/225777e.pdf
Innovations in emergency education: the IRC in the Democratic Republic of Congo: Background paper for EFA GMR 2011	2010	UNESCO GMR/GEM	National	Research	Emergency Response	http://unesdoc.unesco.org/images/0019/001907/190774e.pdf
Introduction to disaster risk reduction in education: Training module 1	2010	UNESCO Bangkok Office	National	Toolkit	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002257/225742e.pdf
Let's be prepared for disasters: Activity book	2010	UNESCO Bangkok Office	National	Learning material	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002257/225781e.pdf
Localising disaster risk reduction in education: Training module 2	2010	UNESCO Bangkok Office	National	Toolkit	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002257/225743e.pdf
Preparing for effective emergency response and recovery in education: Training module 6	2010	UNESCO Bangkok Office	National	Toolkit	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002257/225775e.pdf
Reducing the underlying risk factors in the education sector: Training module 5	2010	UNESCO Bangkok Office	National	Toolkit	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002257/225746e.pdf
UK Policy on Aid to Conflict Affected Countries: Background paper for EFA GMR 2011	2010	UNESCO GMR/GEM	National	Research	International Mechanisms	http://unesdoc.unesco.org/images/0019/001907/190775e.pdf
A UPE15 emergency programme for primary school teachers	2011	UNESCO GMR/GEM	Global	Research	Resilient Education Systems	http://unesdoc.unesco.org/images/0021/002186/218659e.pdf
Compendium of Definitions and Terminology on Sea-Level-Related Hazards, Disasters, Vulnerability and Risks in a Coastal Context	2011	UNESCO-IOC	Global	Guidelines	Disaster Risk Reduction	http://www.ioc-tsunami.org/index.php?option=com_oe&task=viewDocumentRecord&docID=6801
Education and Armed Conflict (Prospects #158)	2011	UNESCO-IBE	Global	Research	Education In Armed Conflict	http://www.ibe.unesco.org/en/document/education-and-armed-conflict-prospects-158
EFA GMR 2011: The hidden crisis: Armed conflict and education	2011	UNESCO GMR/GEM	Global	Research	Education In Armed Conflict	http://unesdoc.unesco.org/images/0019/001907/190743e.pdf
Integrating conflict and disaster risk reduction into education sector planning: guidance notes for educational planners	2011	UNESCO-IIEP	Global	Guidelines	Education Sector Planning	http://unesdoc.unesco.org/images/0022/002286/228650e.pdf
Inter-Agency Network for Education in Emergencies: a community of practice, a catalyst for change	2011	UNESCO-IIEP	Global	Research	International Mechanisms	http://unesdoc.unesco.org/images/0021/002123/212379e.pdf
The Quantitative Impact of Conflict	2011	UNESCO-UIS	Global	Research	Education In Armed Conflict	http://www.uis.unesco.org/Library/Documents/tp7-quantitative-armed-conflict-impact-education-2011-en.pdf

Title	Year	UNESCO Entity	Geographical Scope	Type of Material	Theme	Link
Building a better future: Education for an independent South Sudan	2011	UNESCO GMR/GEM	National	Policy Briefs	Resilient Education Systems	http://unesdoc.unesco.org/images/0019/001930/193052E.pdf
Education and fragility in Cambodia	2011	UNESCO-IIEP	National	Research	Resilient Education Systems	http://toolkit.incesite.org/toolkit/INEEcms/uploads/1150/CS2_INEE_Working_Cambodia.pdf
Education and fragility in Liberia	2011	UNESCO-IIEP	National	Research	Resilient Education Systems	http://unesdoc.unesco.org/images/0021/002121/212197e.pdf
On the road to resilience: capacity development with the Ministry of Education in Afghanistan	2011	UNESCO-IIEP	National	Policy Briefs	Resilient Education Systems	http://unesdoc.unesco.org/images/0022/002213/221303E.pdf
Understanding education's role in fragility	2011	UNESCO-IIEP	National	Research	Resilient Education Systems	http://unesdoc.unesco.org/images/0019/001915/191504E.pdf
EFA GMR 2011: Regional Overview (Arab States)	2011	UNESCO GMR/GEM	Regional	Policy Briefs	Education In Armed Conflict	https://en.unesco.org/gem-report/sites/gem-report/files/191531e.pdf
EFA GMR 2011: Regional Overview (Central and Eastern Europe and Central Asia)	2011	UNESCO GMR/GEM	Regional	Policy Briefs	Education In Armed Conflict	https://en.unesco.org/gem-report/sites/gem-report/files/191765e.pdf
EFA GMR 2011: Regional Overview (Latin America and the Caribbean)	2011	UNESCO GMR/GEM	Regional	Policy Briefs	Education In Armed Conflict	https://en.unesco.org/gem-report/sites/gem-report/files/191433e.pdf
EFA GMR 2011: Regional Overview (South and West Asia)	2011	UNESCO GMR/GEM	Regional	Policy Briefs	Education In Armed Conflict	https://en.unesco.org/gem-report/sites/gem-report/files/207054E.pdf
EFA GMR 2011: Regional Overview (sub-Saharan Africa)	2011	UNESCO GMR/GEM	Regional	Policy Briefs	Education In Armed Conflict	https://en.unesco.org/gem-report/sites/gem-report/files/191393e.pdf
Reducing and Managing the Risk of Tsunamis	2011	UNESCO-IOC	Regional	Guidelines	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0021/002147/214734e.pdf
Disaster risk reduction in school curricula: case studies from thirty countries	2012	UNESCO HQ	Global	Policy Briefs	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0021/002170/217036e.pdf
UNESCO-UNEVOC virtual conference: TVET in post-conflict and post-disaster situations Report of the UNESCO-UNEVOC online conference, April 2012	2012	UNESCO-UNEVOC	Global	Policy Briefs	Capacity Development	http://unesdoc.unesco.org/images/0021/002169/216913e.pdf
Country Study: Out of School Children in Liberia	2012	UNESCO-UIS	National	Statistical report	Resilient Education Systems	http://www.uis.unesco.org/Education/Documents/liberia-oosci-report-en.pdf
East Japan Earthquake and Tsunami: key lessons for the education sector	2012	UNESCO Bangkok Office	National	Policy Briefs	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0021/002161/216169e.pdf
Children Still Battling to go to School	2013	UNESCO GMR/GEM	Global	Policy Briefs	Education In Armed Conflict	http://en.unesco.org/gem-report/sites/gem-report/files/221668E.pdf
Education, Fragility and Conflict (Prospects #165)	2013	UNESCO-IBE	Global	Research	Education In Armed Conflict	http://www.ibe.unesco.org/en/document/education-fragility-and-conflict-prospects-165
Country Study: Out of School Children in Sri Lanka	2013	UNESCO-UIS	National	Statistical report	Education In Armed Conflict	http://www.uis.unesco.org/Education/Documents/srilanka-oosci-report-2013.pdf
Skills for life +: Appropriate technology for children and youth in emergencies: Teacher guide	2013	UNESCO Juba Office	National	Guidelines	Emergency Response	http://unesdoc.unesco.org/images/0023/002322/232254e.pdf
Skills for life +: Appropriate technology for children and youth in emergencies: Trainer guide	2013	UNESCO Juba Office	National	Guidelines	Emergency Response	http://unesdoc.unesco.org/images/0023/002322/232255e.pdf

Title	Year	UNESCO Entity	Geographical Scope	Type of Material	Theme	Link
Skills for life for children: Life skills and psychosocial support for children and youth in emergencies: Trainer guide	2013	UNESCO Juba Office	National	Guidelines	Psychosocial Support	http://unesdoc.unesco.org/images/0023/002322/232258e.pdf
Skills for life for children: life skills and psychosocial support for children in emergencies: Teacher guide for children	2013	UNESCO Juba Office	National	Guidelines	Psychosocial Support	http://unesdoc.unesco.org/images/0023/002322/232257e.pdf
Skills for life for youth: Life skills and psychosocial support for youth in emergencies: Teacher guide for youth	2013	UNESCO Juba Office	National	Guidelines	Psychosocial Support	http://unesdoc.unesco.org/images/0023/002322/232260e.pdf
South Sudan: Lessons from developing a national education strategic plan	2013	UNESCO-IIEP	National	Policy Briefs	Education Sector Planning	http://unesdoc.unesco.org/images/0022/002202/220276e.pdf
Tsunami Public Awareness and Education Strategy for the Caribbean and Adjacent Regions	2013	UNESCO HQ	Regional	Research	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002231/223111e.pdf
Tsunami Public Awareness and Education Strategy for the Caribbean and Adjacent Regions	2013	UNESCO-IOC	Regional	Policy Briefs	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002231/223111e.pdf
Disaster risk reduction (DDR) comprehensive school safety: an imperative for education policy-makers	2014	UNESCO Bangkok Office	Global	Policy Briefs	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002279/227954e.pdf
Progress in getting all children to school stalls but some countries show the way forward	2014	UNESCO-UIS	Global	Policy Briefs	International Mechanisms	http://www.uis.unesco.org/Factsheets/Documents/fs-28-out-of-school-children-en.pdf
Stay Safe and Be Prepared: A parent's guide to disaster risk reduction	2014	UNESCO HQ	Global	Guidelines	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002289/228964e.pdf
Stay Safe and Be Prepared: A student's guide to disaster risk reduction	2014	UNESCO HQ	Global	Guidelines	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002287/228798e.pdf
Stay Safe and Be Prepared: A teacher's guide to disaster risk reduction	2014	UNESCO HQ	Global	Guidelines	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002289/228963e.pdf
Towards a learning culture of safety and resilience: technical guidance for integrating disaster risk reduction in the school curriculum	2014	UNESCO HQ	Global	Guidelines	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0022/002293/229336e.pdf
Literacy and Numeracy Support for Children and Youth in Emergencies: Trainer's Guide	2014	UNESCO Juba Office	National	Guidelines	Emergency Response	http://unesdoc.unesco.org/images/0023/002322/232253e.pdf
Regional Report on Out of School Children: South Asia	2014	UNESCO-UIS	National	Statistical report	Resilient Education Systems	http://www.uis.unesco.org/Education/Documents/OOSCI%20Reports/oosc-south-asia-regional-report.pdf
Regional Report on Out of School Children: Eastern and Southern Africa	2014	UNESCO-UIS	Regional	Statistical report	Resilient Education Systems	http://www.uis.unesco.org/Education/Documents/esar-oosci-report-2013.pdf
Regional Report on Out of School Children: MENA	2014	UNESCO-UIS	Regional	Statistical report	Education In Armed Conflict	http://www.uis.unesco.org/Library/Documents/middle-east-north-africa-mena-out-of-school-children-2015-en.pdf
Regional Report on Out of School Children: West and Central Africa	2014	UNESCO-UIS	Regional	Statistical report	Education In Armed Conflict	http://www.uis.unesco.org/Education/Documents/wca-oosci-report-2014-en.pdf
Evolution of responses to support education in post-conflict situations and the aftermath of natural disasters: Background paper for EFA GMR 2015	2015	UNESCO GMR/GEM	Global	Research	International Mechanisms	http://unesdoc.unesco.org/images/0023/002324/232425e.pdf
Fixing the Broken Promise of Education for All: Findings from Global Initiative on Out of School Children	2015	UNESCO-UIS	Global	Statistical report	Education In Armed Conflict	http://www.unicef.org/education/files/allinschoolorg_wp-content/uploads/2015/01/Fixing-the-Broken-Promise-of-Education-For-All-full-report.pdf

Title	Year	UNESCO Entity	Geographical Scope	Type of Material	Theme	Link
Global Perspectives on Recognising Non-formal and Informal Learning: Why recognition matters	2015	UNESCO-UIL	Global	Policy Briefs	Non-Formal Learning	http://unesdoc.unesco.org/images/0023/002336/233655E.pdf
Guidelines for Education Sector Plan Appraisal	2015	UNESCO-IIEP	Global	Guidelines	Education Sector Planning	http://www.globalpartnership.org/sites/default/files/2015-06-gpe-iiep-guidelines-education-sector-plan-appraisal.pdf
Humanitarian Aid for Education: Why It Matters and Why More is Needed	2015	UNESCO GMR/GEM	Global	Policy Briefs	International Mechanisms	http://unesdoc.unesco.org/images/0023/002335/233557E.pdf
IBE Special Alert: Conflict and Education	2015	UNESCO-IBE	Global	Research	Education In Armed Conflict	http://www.ibe.unesco.org/en/thematic-alert/conflict-and-education
Incorporating safety, resilience, and social cohesion in education sector planning: Overview	2015	UNESCO-IIEP	Global	Guidelines	Education Sector Planning	http://unesdoc.unesco.org/images/0023/002347/234792e.pdf
Safety, resilience and social cohesion: a guide for education sector planners: Analysis: where are we now?	2015	UNESCO-IIEP	Global	Guidelines	Education Sector Planning	http://unesdoc.unesco.org/images/0023/002347/234793e.pdf
Safety, resilience and social cohesion: a guide for education sector planners: Cost and financing: how much will it cost and who will pay?	2015	UNESCO-IIEP	Global	Guidelines	Education Sector Planning	http://unesdoc.unesco.org/images/0023/002347/234798e.pdf
Safety, resilience and social cohesion: a guide for education sector planners: Monitoring and evaluation: how will we know what we have done?	2015	UNESCO-IIEP	Global	Guidelines	Education Sector Planning	http://unesdoc.unesco.org/images/0023/002348/234805e.pdf
Safety, resilience and social cohesion: a guide for education sector planners: Policy: where do we want to go?	2015	UNESCO-IIEP	Global	Guidelines	Education Sector Planning	http://unesdoc.unesco.org/images/0023/002347/234795e.pdf
Safety, resilience and social cohesion: a guide for education sector planners: Programming: how do we get there?	2015	UNESCO-IIEP	Global	Guidelines	Education Sector Planning	http://unesdoc.unesco.org/images/0023/002347/234796e.pdf
Safety, resilience, and social cohesion: a guide for curriculum developers: Assessment, and monitoring and evaluation: how will we know what students have learned?	2015	UNESCO-IIEP	Global	Guidelines	Resilient Education Systems	http://unesdoc.unesco.org/images/0023/002348/234819e.pdf
Safety, resilience, and social cohesion: a guide for curriculum developers: Curriculum approach: how will we get there?	2015	UNESCO-IIEP	Global	Guidelines	Resilient Education Systems	http://unesdoc.unesco.org/images/0023/002348/234816e.pdf
Safety, resilience, and social cohesion: a guide for curriculum developers: Curriculum review: where are we now and where do we want to go?	2015	UNESCO-IIEP	Global	Guidelines	Resilient Education Systems	http://unesdoc.unesco.org/images/0023/002348/234815e.pdf
Safety, resilience, and social cohesion: a guide for curriculum developers: Getting started: how do we organize the process?	2015	UNESCO-IIEP	Global	Guidelines	Resilient Education Systems	http://unesdoc.unesco.org/images/0023/002348/234812e.pdf
Safety, resilience, and social cohesion: a guide for curriculum developers: Key content: what are the desired learning outcomes?	2015	UNESCO-IIEP	Global	Guidelines	Resilient Education Systems	http://unesdoc.unesco.org/images/0023/002348/234814e.pdf
Safety, resilience, and social cohesion: a guide for curriculum developers: Overview: curriculum enhancement to promote safety, resilience, and social cohesion	2015	UNESCO-IIEP	Global	Guidelines	Education Sector Planning	http://unesdoc.unesco.org/images/0023/002348/234808e.pdf

Title	Year	UNESCO Entity	Geographical Scope	Type of Material	Theme	Link
Safety, resilience, and social cohesion: a guide for curriculum developers: Textbooks and other education materials: what key messages do we want to convey and how?	2015	UNESCO-IIEP	Global	Guidelines	Resilient Education Systems	http://unesdoc.unesco.org/images/0023/002348/234817e.pdf
Safety, resilience, and social cohesion: a guide for curriculum developers: Teacher development: how will we support and train teachers?	2015	UNESCO-IIEP	Global	Guidelines	Resilient Education Systems	http://unesdoc.unesco.org/images/0023/002348/234818e.pdf
Disaster risk reduction and management handbook (Nepali)	2015	UNESCO Kathmandu Office	National	Guidelines	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0024/002437/243740nep.pdf
Disaster risk reduction and management: resource materials for policy makers and stakeholders (Nepali)	2015	UNESCO Kathmandu Office	National	Guidelines	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0024/002437/243741nep.pdf
Disaster risk reduction and management: resource materials for students of class 1 - 5 (Nepali)	2015	UNESCO Kathmandu Office	National	Learning material	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0024/002437/243743nep.pdf
Disaster risk reduction and management: resource materials for students of class 6-10 (Nepali)	2015	UNESCO Kathmandu Office	National	Learning material	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0024/002437/243744nep.pdf
Disaster risk reduction and management: resource materials for teachers (Nepali)	2015	UNESCO Kathmandu Office	National	Learning material	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0024/002437/243742nep.pdf
Education in emergencies: self-learning materials for non-formal education learners	2015	UNESCO Kathmandu Office	National	Learning material	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0023/002331/233109nep.pdf
Palestine: Lessons from UNESCO's crisis-disaster risk reduction programme in Gaza	2015	UNESCO-IIEP	National	Policy Briefs	Resilient Education Systems	http://unesdoc.unesco.org/images/0023/002347/234791e.pdf
Post disaster teaching aid material, part 1: Psychosocial support and learning preparedness	2015	UNESCO Kathmandu Office	National	Learning material	Psychosocial Support	http://unesdoc.unesco.org/images/0023/002332/233229nep.pdf
No more excuses: Provide education to all forcibly displaced people	2016	UNESCO GMR/GEM	Global	Policy Briefs	Emergency Response	http://unesdoc.unesco.org/images/0024/002448/244847E.pdf
Assessment and Preparedness Toolkit	2016	UNESCO Hanoi Office	National	Toolkit	Disaster Risk Reduction	http://unesdoc.unesco.org/images/0024/002445/244511e.pdf
Nepal: Lessons from integrating peace, human rights, and civic education into social studies curricula and textbooks	2016	UNESCO-IIEP	National	Policy Briefs	Peacebuilding	http://unesdoc.unesco.org/images/0023/002347/234790E.pdf
Leaving no one behind: How far on the way to universal primary and secondary education?	2016	UNESCO GMR/GEM	Global	Policy Briefs	Education in Armed Conflict	http://unesdoc.unesco.org/images/0024/002452/245238E.pdf

Annex 4: Terms of Reference: Evaluation of UNESCO's role in education in emergencies and protracted crises

October 2015 (updated in March 2016)

Background

Natural disasters and armed conflicts are becoming more frequent and more complex. Moreover, as natural disasters frequently occur in countries and territories that are already facing civil or political unrest, their effects are further exacerbated due to existing tensions. The result is that in situations of natural disaster, war and other emergencies, education is often interrupted, delayed or denied. Consequences of this are grave: children are exposed to health concerns and developmental delay; adolescents are at risk of early marriage and pregnancy; while others still are subject to recruitment in armed groups or to forced labour. Furthermore, youth and adults' education is disrupted and their participation in the job market is impaired.

Education is both a fundamental human right and a precondition to reaching other development objectives to help build peace and sustainable development. According to the Report of the United Nations Special Rapporteur on the right to education¹⁰⁴, in times of conflict education provides physical, psychosocial and cognitive protection that can be both lifesaving and life-sustaining. By providing safe spaces for learning, education provides the knowledge, skills and support that are necessary to survive a crisis. At the same time, education mitigates the psychosocial impact of conflict and disasters by providing a sense of normality, stability, structure and hope, while providing essential building blocks for social reconstruction and future economic stability. The right to education in emergency situations was affirmed in [resolution 64/290](#) of the UN General Assembly in 2010.

An appropriate education response depends on the type of crisis, its scale and phase.¹⁰⁵ There are three broad categories of crises: conflict (war, insurgency), natural disasters (earthquakes, tsunamis, flooding, drought), and epidemics (Ebola, HIV). The phase and duration of a crisis also determine the nature of interventions in education, from preparedness, to response (in acute emergency situations, protracted crises, refugee/internal population displacement crises) and to recovery.

As the leading UN agency for the Education for All (EFA) movement and the only UN agency with a mandate in education for people of all ages, UNESCO supports education in emergencies and protracted crises. The Organization's previous [Medium-Term Strategy \(34C/4\) for 2007-2013](#) included a specific Strategic Objective on 'Support through UNESCO's domains to countries in post-conflict situations and post-disaster situations' and another one focussing on 'Contributing to disaster preparedness and mitigation'. The current [Medium-Term Strategy \(37C/4\) for 2014-2021](#) no longer has a specific objective on this theme, but states that UNESCO will "accompany countries in their education reform, paying particular attention to supporting the reconstruction of education systems in countries affected by conflict and natural disasters".

UNESCO's [Education Strategy for 2014-2021](#) indicates that the Organization has been "called upon to play a greater role, alongside other UN organizations, in responding to emergency situations and contributing to the reconstruction of education systems following natural disasters or armed conflicts." The Strategy also states that UNESCO's work in education planning and reform gives priority to countries facing particular development challenges or recovering from armed conflicts, political crisis or natural disasters.

UNESCO's work in education in emergencies and protracted crises is undertaken by entities throughout the Organization (Headquarters, Institutes such as the International Institute for Educational Planning, the Institute for Lifelong Learning and the UNESCO Institute for Statistics, and the field network) and, especially, by those Field Offices located in or near countries affected by conflict and natural disasters. Of the 52 countries and territories in crisis according to the World Bank, the Inter-Agency Network for Education in Emergencies (INEE), or the Office for the Coordination of Humanitarian Affairs (OCHA), UNESCO has a field office, antenna or project office in 20 of them, but its cluster offices cover additional countries.¹⁰⁶ The Organization's work in education in emergencies and

¹⁰⁴ Muñoz, V., (2008) Promotion and protection of all human rights, civil, political, economic, social and cultural rights, including the right to development: Right to education in emergencies: Report of the Special Rapporteur on the right to education, Vernor Muñoz, New York: UN General Assembly.

¹⁰⁵ Nicolai, S., Hine, S., Wales, J. (2015) Education in emergencies and protracted crises – Towards a strengthened response, Overseas Development Institute.

¹⁰⁶ The list of countries and territories considered to be in emergency situations or protracted crises for the purpose of this evaluation was determined by the appearance of a country in one (or more) of the following lists: i) The Harmonized List of Fragile Situations FY16 (<http://pubdocs.worldbank.org/pubdocs/publicdoc/2015/7/700521437416355449/FCslist-FY16-Final-712015.pdf>); ii) INEE's Crisis Spotlight Series (<http://www.inee.org/en/crisis-spotlights>); and iii) List of 2015 Strategic Response Plans prepared by UN OCHA, as accessed on 20 August 2015 (<https://fts.unocha.org/pageloader.aspx?page=emerg-emergencies§ion=CE&year=2015>).

protracted crises is furthermore coordinated by the Education in Emergencies Desk in the Executive Office of the Education Sector and by a Coordinator for Crisis and Transition Response in the Office of the Director-General.¹⁰⁷

UNESCO participates in a number of international mechanisms that contribute to a coordinated response for education in emergency situations and protracted crises:

- International Network for Education in Emergencies (INEE): As one of its founding members, UNESCO is represented at INEE in the Steering Group, which is responsible for providing strategic vision and overall governance to the network. UNESCO is present in the INEE Working Group on Minimum Standards and in specific Working Groups such as the Education and Fragility Working Group and the Education Cannot Wait Advocacy Working Group.
- Global Education Cluster which is co-lead by UNICEF and Save the Children: UNESCO forms a part of a global partnership of 19 organizations that are working on education preparedness and response in emergencies and early recovery. Country level clusters are activated when called upon to do so by a Humanitarian Coordinator and where the scale of the emergency is beyond the response capacity of national authorities. UNESCO is currently participating in most active education clusters and working groups in the countries where it is resident.
- United Nations Country Teams (UNCT): UNESCO operates in UNCTs on issues mostly relating to preparedness and recovery from crisis. With respect to emergency response, in the framework of the cluster approach (see above), UNESCO is sometimes part of the Humanitarian Country Team.

UNESCO is also a key contributor to the following:

- Global Partnership for Education (GPE): Along with UNICEF and the World Bank, UNESCO has a seat in the GPE Board of Directors. As a key multilateral partner of GPE, UNESCO plays a role in implementing educational programs and supervising grant agreements and the disbursement of funds.
- United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA): UNESCO provides technical support and funds a number of posts in the Agency's education programme.

UNESCO's education portfolio (RP and XB) in countries that in 2014-2015 were classified as crisis-affected countries (either protracted or emergency) is significant. Activities that can be classified under emergency response constitute only a small percentage of this portfolio. Most of the work is related to preparedness and recovery in countries in protracted crisis. In addition to programme costs, the Unit for Coordination of Crisis and Transition Response received a budget of 1.9 million USD for 2014-2015. Furthermore, the Participation Programme (with a budget of 16 million USD in 2014-2015) gives priority to proposals from post-disaster and post-conflict countries.

PURPOSE AND SCOPE

The purposes of the evaluation are the following:

- To map and analyse the strategic positioning of UNESCO's work in education in emergencies and (protracted) crises (dimension 1);
- To assess the Organization's emergency response framework: the procedures and capacities underpinning UNESCO's work at Headquarters and in Field Offices (dimension 2);
- To assess UNESCO's participation in coordination mechanisms within the UN and beyond at international and national levels (dimension 3); and,
- To develop forward-looking recommendations relating to the three dimensions listed above in order to inform UNESCO's future work in education in emergencies and protracted crises as well as its participation in joint UN mechanisms in view of the post-2015 development agenda.

A detailed list of questions for each of the three dimensions is attached in Annex I.

The evaluation will be conducted in two phases. During the first phase, the evaluation team will focus on a purposive sample of areas of work¹⁰⁸ in education of the Organization in the various types of crises – in response to emergencies, be they conflict or natural disasters, and in response to protracted crises – through four case studies. During the second phase, the team will undertake an overall assessment of three dimensions listed above and provide recommendations for UNESCO's future work in the field (part four of above purpose). The evaluation will focus on UNESCO's work in education in emergencies and protracted crises from 2012 to the present, covering the 36C/5 (2012-2013) and 37C/5 periods (2014-2015).

¹⁰⁷ During the previous 2012-2013 biennium, UNESCO's response to post-conflict post-disaster was coordinated by an Intersectoral platform situated in the Bureau of Field Coordination.

¹⁰⁸ Areas of work can refer to a particular project, portfolio of projects, cross-cutting theme, or a particular approach to emergency response or strategy.

Both phases of the evaluation aim to serve as a learning exercise for managers and staff working in education in emergencies and protracted crises. The final report of the evaluation will be presented to the fall session of UNESCO's Executive Board in 2016.

ROLES AND RESPONSIBILITIES

The evaluation will be managed by UNESCO's Internal Oversight Service (IOS). Data collection and analysis activities as well as the reporting will be undertaken by external experts in collaboration with IOS. The external consultants are expected to contribute specific expertise and knowledge of education response in emergencies and crises, including that of UN coordination mechanisms. They are further expected to contribute to data collection and analysis including fieldwork and to the drafting of various deliverables in English.

Phases 1 and 2 will be conducted by evaluators from IOS in collaboration with two external consultants (mid-level). A senior adviser will provide quality assurance and specific education expertise throughout both phases of the evaluation including on the Terms of Reference, on the selection of case studies, on the case study reports, on the inception report for Phase 2, and on the overall draft evaluation report.

A Reference Group will be set up to accompany the evaluation process and provide feedback on the Terms of Reference and the various deliverables of Phase 1 (case study selection and Case Study Reports) and of Phase 2 (Inception Report and Draft Evaluation Report). The Reference Group will include representatives of IOS, the Executive Office of the Education Sector, the Unit for UNESCO's Crisis and Transition Response in the Office of the Director-General, the Bureau of Strategic Planning and the Field Office Network.

PHASE 1: Case studies on UNESCO's work in education in emergencies and protracted crises

Specific purpose:

- To analyse particular aspects of UNESCO's work in education in emergencies and protracted crises through four specific case studies (guided by the questions in Annex I);
- To respond to specific evaluative demands by UNESCO entities working in education in protracted crises and emergencies (covered by the case studies); and,
- To collect information on the three dimensions of interest to the evaluation to inform Phase 2 of this evaluation (see below).

Timing:

September 2015 – February 2016

Methodology:

Phase 1 of the evaluation will rely on the following methodology:

Step 1: Preparatory desk study and portfolio analysis

A desk study of UNESCO strategic documents and documents from a sample of UNESCO activities in 10 countries¹⁰⁹ in various types of crises (acute emergencies due to conflict or natural disasters and protracted crises) will be conducted.

Step 2: Case study selection

On the basis of the preparatory desk study and interviews with UNESCO staff (HQ and FO) choices will be made about the selection of the theme and scope for each of the case studies.¹¹⁰ Selection of the case studies will be based on the following criteria:

- geographical diversity
- nature of the crisis/emergency
- phase of crisis

¹⁰⁹ The evaluation pre-selected ten countries of focus based on the following criteria: country / territory in crisis according to the World Bank, the INEE and OCHA, geographical balance, nature of the crisis (emergency response to natural disasters, emergency response to (post-)conflict situations, protracted crises), significant programme budgets with extrabudgetary projects over 100 000 USD, and a UNESCO field presence (office, antenna, or project office): Afghanistan, Democratic Republic of Congo, Haiti, Iraq, Myanmar, Nepal, Palestine, The Philippines, South Sudan, Syrian Arab Republic (refugees).

¹¹⁰ This applies to three of the four case studies. The fourth case study, which addresses the issue of quality of literacy training to the policy in Afghanistan (in the framework of a project called LEAP (Literacy empowering the Afghan Police)), is described in separate ToR. This case study was initiated prior to the start of this evaluation in response to a demand expressed by the Kabul Office.

- presence of UNESCO
- nature of the crisis-related work by UNESCO
- size of UNESCO's portfolio (budget and scale)
- UNESCO evaluative demand for in-depth inquiry on a particular issue
- alignment with one or more of the three main dimensions of interest to the evaluation and the underlying evaluation questions

Step 3: Data collection and analysis

The following methods for data collection and analysis will be used for each of the case studies:

- Desk study of relevant documents and data.
- Interviews (in person and by telephone/Skype) with members of the UNESCO Secretariat (HQ, FO, Cat I (e.g. IIEP, UIS)) and external partners and stakeholders, including representatives of the main international mechanisms that respond to emergencies and crises.
- Missions to selected countries of relevance to the four case studies.
- Survey and statistical analysis (based on a quasi-experimental approach).¹¹¹

Step 4: Reporting

Each case study will be reported in a succinct report following a common framework.

Roles and Responsibilities:¹¹²

- The consultant will be responsible for developing a proposal for the selection and delimitation of the case studies, for developing the data collection tools, for conducting the necessary data collection and analysis, and for drafting three case study reports.
- IOS evaluators will participate in the selection of case studies, in the data collection, and will provide inputs to the case study reports.

Qualifications of External Consultant (mid-level):¹¹³

Required qualifications:

- University degree at Masters level or equivalent in Education, Social Sciences, Political Sciences, Economics, or any related field;
- At least five years of professional experience in the field of education in (protracted) crisis situations;
- At least five years of working experience acquired at the international level or in international settings;
- Experience in project and/or programme planning, management and/or evaluation;
- Knowledge of and experience in applying qualitative and quantitative data analysis techniques and Results Based Management (RBM) principles;
- Knowledge of United Nations emergency response coordination mechanisms;
- Excellent analytical and demonstrated drafting skills in English and working knowledge of French.

Desired Qualifications:

- Work experience in the UN;
- Understanding and knowledge of the UN mandates in relation to Human Rights and Gender Equality issues;
- Fluency in Arabic or Spanish would be an asset.

Schedule and Deliverables:¹¹⁴

Activity / Deliverable*	Timing
Selection of mid-level consultant	September 2015
Preparatory desk study and interviews	September and early October 2015
Selection of case studies (document)*	Early October 2015
Case study data collection and analysis	October 2015 – February 2016
Case study Reports*	March – April 2016

¹¹¹ For the LEAP case study only. The details of the methodological approach are described in separate ToR.

¹¹² Excluding the LEAP case study.

¹¹³ Idem.

¹¹⁴ Excluding the LEAP case study.

PHASE 2: Comprehensive evaluative perspective on UNESCO’s work in education in emergencies and protracted crises

Specific purpose:

- To conduct a comprehensive assessment of the three dimensions of interest to the evaluation (see above); and,
- To develop recommendations for UNESCO’s future work in education in emergencies and protracted crises.

Timing:

November 2015 – June 2016

Roles and Responsibilities:

- A mid-level consultant will be responsible for conducting the data collection and analysis activities to respond to the questions listed under each of the three dimensions in Annex I. He/she will be responsible for developing evaluation tools and for drafting the evaluation report.
- IOS evaluators will participate in the development of evaluation tools, in the data collection and analysis activities, and will provide inputs and comments on the draft evaluation report. The exact division of labour between the external consultant and IOS will be specified in the inception note.

Methodology:

Phase 2 will build extensively on the case study reports as well as the data collected from Phase 1. In addition, the following methodology will be used:

- Desk study of relevant data, the case study reports, and UNESCO strategic documents and programme documents related to the Organization’s work in education in various types of crises (acute emergencies due to conflict or natural disasters and protracted crises).
- Portfolio analysis of UNESCO’s response in education in emergencies and protracted crises, including natural disaster, (post-)conflict, protracted crises including refugee crises.
- Interviews (in person and by telephone/Skype) with members of the UNESCO Secretariat (HQ, FO, Cat I (e.g. IIEP, UIS)) and external partners and stakeholders, including representatives of the main international mechanisms that respond to emergencies and crises.

Qualifications of External Consultant:

Same as for Phase 1.

Schedule and Deliverables:

Activity / Deliverable*	Timing
Selection of consultant	March 2016
Inception Note (including and evaluation matrix and data collection tools)*	April 2016
Data collection and analysis	February 2016 – June 2016
Draft Evaluation Report*	June 2016
Final Evaluation Report*	July 2016

ANNEX I: Evaluation Questions

The following indicative evaluation questions will frame the scope of the exercise:

Dimension 1: Mapping UNESCO’s response and strategic positioning in education in emergencies and protracted crises:

- What are the main types of activities (co-)implemented by UNESCO with regard to education in emergencies and protracted crises?
- In which phase(s) of crises is UNESCO best placed to intervene: preparedness (prevention, mitigation), recovery, reconstruction? To what extent do UNESCO’s interventions in various phases of crises have clear linkages between them?

- How can UNESCO's work in emergencies and protracted crises be usefully categorized? What are the main differences and similarities between UNESCO's work in education in:
 - emergency response in natural disaster situations;
 - emergency response in (post-)conflict situations; and,
 - protracted crises, including refugee crises.
- What are UNESCO's (potential) comparative advantages in these three types of crises?
- To what extent does UNESCO promote lifelong learning and adult education in emergencies and protracted crises?
- What types of support can UNESCO provide to governments in emergencies / protracted crises in the field of education?
- What type(s) of support can UNESCO provide to refugees in the field of education?
- To what extent do UNESCO's responses in education draw on intersectoral approaches and expertise?
- To what extent do UNESCO interventions in education in emergencies and protracted crisis focus on reaching girls and women and other disadvantaged groups?
- What is UNESCO's approach for integrating peacebuilding in its education response to emergencies and protracted crises?
- How are UNESCO materials (data, guidelines, publications) on education in emergencies and protracted crises used?

Dimension 2: UNESCO's frameworks and capacities in education in emergencies and protracted crises:

- To what extent does UNESCO have a clear strategy / approach for its work in education in emergencies and (protracted) crises?
- How does UNESCO brand and communicate about its work in education in emergencies and (protracted) crises?
- Which UNESCO entities (Headquarters, Cat I (e.g. IIEP, UIS), Field Offices) have been active in particular emergency and protracted crises?
- How is emergency response for education organized within the Secretariat (Headquarters and Field Offices)?
- What are the main bottlenecks for developing 'fast track' procedures and mechanisms to facilitate emergency response?
- What capacities and resources are in place for UNESCO's work in education in emergency situations at HQ, Cat I Institutes and in Field Offices?
- How are resources mobilized for emergency responses?

Dimension 3: UNESCO's participation in UN system-wide (and other non-UN) responses to emergencies and protracted crises:

- How does UNESCO coordinate its work with UN organizations and other institutional actors at the global and national levels?
- What is UNESCO's role in the Inter-Agency Standing Committee Education Cluster and the Education Cluster Working Groups?
- To what extent does UNESCO contribute to the elaboration of Strategic Response Plans, formerly known as Consolidated Appeals?
- How is UNESCO represented in international networks and coordinating mechanisms and what role does UNESCO play in them? (Global Partnership for Education, Inter-Agency Network for Education in Emergencies, Local Education Groups)

Developing recommendations to inform UNESCO's future work in education in emergencies and protracted crises:

- How should UNESCO more clearly position itself in education in protracted crises?
- How should UNESCO strengthen its emergency response framework in education?
- How can UNESCO increase its participation in UN system-wide responses in the field of education in emergencies and protracted crises?

ANNEX II: References (selected)

UNESCO Strategic Documents:

- 34C/4 Medium-Term Strategy for 2007 – 2013: <http://unesdoc.unesco.org/images/0014/001499/149999e.pdf> especially pages 32-33
- 37C/4 Medium-Term Strategy for 2014 – 2021: <http://unesdoc.unesco.org/images/0022/002278/227860e.pdf>, paragraph 27, pages 27-28
- Evaluation of UNESCO strategic programme objective 14: support through UNESCO's domains to countries in post-conflict situations and post-disaster situations: <http://unesdoc.unesco.org/images/0016/001611/161185e.pdf>
- UNESCO Crisis and Transition Responses webpage: <http://www.unesco.org/new/en/unesco/themes/pcpd/education-in-emergencies/>
- Education in Post-Conflict and Post-Disaster Situations Brochure: <http://unesdoc.unesco.org/images/0021/002147/214776e.pdf>
- UNESCO Education Strategy 2014-2021: <http://unesdoc.unesco.org/images/0023/002312/231288e.pdf> especially pages 14, 35-36

UN Reports on Education in Emergencies:

- Right to education in emergency situations, Report of the Special Rapporteur on the right to education, Vernor Muñoz: <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/G08/135/33/PDF/G0813533.pdf?OpenElement>
- The right to education of migrants, refugees and asylum seekers, Report of the Special Rapporteur on the right to education, Vernor Muñoz: http://www2.ohchr.org/english/bodies/hrcouncil/docs/14session/A.HRC.14.25_en.pdf
- Resolution adopted by the General Assembly on 9 July 2010, 64/290. The right to education in emergency situations: http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/64/290

Research on Education in Crises:

- EFA Global Monitoring Report 2011: Armed Conflict and Education: Summary document: <http://unesdoc.unesco.org/images/0019/001911/191186e.pdf>; Full document: <http://unesdoc.unesco.org/images/0019/001907/190743e.pdf>.
- Evolution of responses to support education in post-conflict situations and the aftermath of natural disasters, Susan Nicolai, Background paper prepared for the Education for All Global Monitoring Report 2015: <http://unesdoc.unesco.org/images/0023/002324/232425e.pdf>.
- Education in emergencies and protracted crises: toward a strengthened response, 2015, Overseas Development Institute: <http://www.odi.org/publications/9688-education-emergencies-protracted-crises-toward-strengthened-response>.
- Investment for education in emergencies, 2015, Overseas Development Institute: <http://www.odi.org/publications/9278-investment-education-emergencies>.
- A Review for NORAD: Education in Fragile Situations, Oxford Policy Management, 2013: [http://www.unicefemergencies.com/downloads/eresource/docs/Education/A_Review_for_Norad_\(2\).pdf](http://www.unicefemergencies.com/downloads/eresource/docs/Education/A_Review_for_Norad_(2).pdf).

International Mechanisms for Education in Emergencies:

- Global Education Cluster website: <http://educationcluster.net/>
- International Network for Education in Emergencies: <http://www.ineesite.org>
- Inter-Agency Standing Committee: <http://interagencystandingcommittee.org/iasc>
- United Nations Office for Disaster Risk Reduction (UNISDR) page on its cooperation with UNESCO : <http://www.unisdr.org/partners/united-nations/unesco>
- Education Clusters and Working Groups: <http://educationcluster.net/country-coordination/education-clusters-and-working-groups/>

Annex 5: Methodology

Overall Methodology

During the first phase of the evaluation, the team engaged in data collection and analysis for the four case studies. Methods included desk studies of relevant documents and country visits for interviews with UNESCO staff and external partners and stakeholders, including representatives of international coordination mechanisms in the field of education. Week-long country visits were undertaken to Afghanistan¹¹⁵, Lebanon and Jordan for the study on the Syria crisis, South Sudan and Nepal.

In the second phase of the evaluation, the team undertook four main activities: a mapping of UNESCO's EiE work, including a portfolio analysis of 10 crisis-affected countries; an analysis of the Organization's participation in international coordination mechanisms in the field of education; and, a review of UNESCO's strategies related to EiE work. In parallel, an internal audit covered the capacities and frameworks that underpin UNESCO's response in crisis-affected countries.

Identification of crisis-affected countries and territories and UNESCO's presence therein

As a first step, the evaluation sought to identify crisis-affected countries and territories around the world and establish UNESCO's presence therein. As neither UNESCO nor the United Nations (UN) have a list of crisis-affected countries and territories, the evaluation referenced three separate sources to compile a list of 52 countries and territories (See Annex 1 for full list): the Harmonized List of Fragile Situations by the World Bank, the Emergency Crisis Spotlight Series by the Inter-Agency Network for Education in Emergencies (INEE), and the Humanitarian Response Plans and Flash Appeals through the United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA).

The team then searched UNESCO's monitoring and results database (System of Information on Strategies, Tasks and the Evaluation of Results; SISTER) for education interventions in the 52 countries and territories and established that in the past five years (2012-2016) UNESCO had some level of activity in 50 of them.

Phase 1: Case studies on UNESCO's education response in crisis-affected countries

For an in-depth analysis of UNESCO's response to various types of crises, the team selected four¹¹⁶ out of the ten countries for specific case studies. These were chosen based on the following criteria: geographical location, nature of crisis/emergency (natural disaster, (post-)conflict situation, protracted crisis, country in transition), phase of crisis, presence of UNESCO, nature of the crisis-related work by UNESCO, size of UNESCO's portfolio (budget and scale), evaluative demand for in-depth inquiry on particular issues from colleagues, and alignment with one or more of the three objectives of the evaluation. The selection was informed by a desk study of documents from a sample of UNESCO activities in the 10 pre-selected countries, as well as by interviews with UNESCO staff in offices responsible for these countries, the EiE Desk in the Education Sector and the Crisis and Transition Response Unit (CTR) in the Office of the Director-General.

Phase 2: Mapping, portfolio analysis, analysis of coordination mechanisms, and audit of frameworks and capacities

In order to map UNESCO's work in the field of EiE, monitoring information on activities related to EiE was extracted from SISTER and analysed. This included activities undertaken by the Education Sector and the Education Category I Institutes as well as other programme sectors. Interviews were conducted with UNESCO staff to collect additional information and documents for further analysis. Information from the mapping was synthesized and combined with data collected from the case studies to identify niche areas where UNESCO has been active in EiE. (See Annex 7 for a list of references.)

In order to conduct a portfolio analysis of UNESCO's response in education in crises, the team selected a sample of 10 crisis-affected countries¹¹⁷ on the basis of the following criteria: geographical location, nature of crisis (natural disaster, (post-)conflict situation, protracted crisis, country in transition), budget volume with extrabudgetary projects over 100,000 USD, and UNESCO field presence (office, antenna, or project office).

The methodology for the portfolio analysis adopted a mixed-method approach. First, a quantitative analysis was conducted of UNESCO's interventions in education in ten selected countries with the aim of categorizing them

¹¹⁵ The methodology for the case study on Afghanistan also included a survey and statistical analysis (based on a quasi-experimental approach).

¹¹⁶ The selected countries included Afghanistan, Nepal, South Sudan, and Syrian Arab Republic. The case study on the Syria crisis examined UNESCO's response in education for Syrian refugees in neighbouring countries (Lebanon, Jordan, and the Kurdistan region of Iraq).

¹¹⁷ The 10 crisis-affected countries identified are: Afghanistan, Democratic Republic of Congo, Haiti, Iraq, Myanmar, Nepal, Palestine, the Philippines, South Sudan, and Syria.

according to pre-established groups of criteria (see note on portfolio analysis below). Preliminary findings were validated through interviews with UNESCO Field Offices. At a second stage, a document review was conducted (evaluation reports, project documents, narrative reports) that aimed at identifying UNESCO's specific contribution (i.e. niche areas) to education in the countries. Furthermore, interviews with stakeholders and partners (e.g. Education Clusters, Regional Organizations etc.) were held to gather external perspectives on UNESCO's work.

To analyse UNESCO's participation and contribution to various international coordination mechanisms, the team undertook missions to New York and Geneva to meet with partners and stakeholders in other organizations working in education (UNICEF, UNHCR, UN-WOMEN etc.), as well as coordination bodies (INEE and its working groups, Global Education Cluster, Inter-Agency Standing Committee). Furthermore, the evaluators conducted interviews with a number of additional partners including from the Global Coalition to Protect Education from Attack (GCPEA), the Global Alliance for Disaster Risk Reduction & Resilience in the Education Sector (GADRRRES), the Rapid Response Team of the Global Education Cluster, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), the Global Partnership for Education (GPE) and the Overseas Development Institute (ODI). (See Annex 6 for a full list of people interviewed.)

The evaluation team also undertook an extensive desk study of UNESCO's strategic and administrative documents, going back to the 1990's in order to map the evolution of the frameworks underlying EiE work. Interviews were conducted with current and former UNESCO staff involved in EiE work, as well as those coordinating the Organization's crisis and transition responses.

A separate internal audit, conducted in parallel with the evaluation, focused on assessing the emergency response frameworks, procedures and capacities underpinning the Organization's work at Headquarters and in Field Offices. The audit team consulted with UNESCO staff in programme sectors and central services (Bureau of Financial Management, Bureau of Human Resources, Sections for Mobilizing Resources, etc.) in order to map processes related to the deployment of staff at the onset of crises as well as to the mobilization, release and disbursement of funds. The team examined each process to identify risks of delays therein (preventing the Organisation from achieving its objective on time), assess corresponding controls and recommend improvements where needed. This includes identifying areas where risk appetite should be considered.

At the time of the current exercise, UNESCO established a Task Team on Fast-Track Procedures in Crisis Settings whose aim was to institute changes in the Organization's administrative and operational procedures in order to facilitate and expedite UNESCO's emergency response to crisis situations. Evaluation and internal audit team members participated in the work of this Task Team and its corresponding working groups. Analysis from the internal audit and the evaluation aimed to feed into the work of these working groups and vice-versa.

Methodological Note on the Portfolio Analysis

The methodology for the portfolio analysis is explained into two parts. The first part describes the construction of the project database, which was the source of the analysis, while the second part explains how the analysis was conducted.

Part 1: Database

Aim: To construct a database of education interventions (extrabudgetary projects – XB and regular programme activities – RP)¹¹⁸ in 10 selected countries. The database was composed of available monitoring reports from UNESCO's System of Information on Strategies, Tasks and the Evaluation of Results (SISTER). Furthermore, additional documents were collected on each intervention from Field Offices, wherever available (these include project documents, progress and final narrative reports, mid-term reviews, and external evaluations).

Timeframe: The database covers interventions that were implemented during the course of at least one of two biennia, namely 36 C/5 (2012-2013) and 37 C/5 (2014-2015).

Source of information: SISTER Reports were downloaded from UNESCO's intranet website. Additional documents were provided by the respective Field Offices.

Methodology: SISTER was searched using the following criteria: Education Sector, national scope (10 countries), implementing unit (Field Offices responsible for the 10 countries), and PCPD thematic areas.

Additionally, IOS sought supplementary documents, as the monitoring information in SISTER Reports was often incomplete. Field Offices provided available documentation on the interventions that were identified in SISTER.

¹¹⁸ RP activities are those activities that are funded by the regular programme budget passed by the General Conference of UNESCO, while XB projects are funded through external sources and not through UNESCO's budget.

Once the SISTER monitoring reports and additional documents were downloaded, they were coded to indicate the country, the template number of the intervention, and the type of document (SISTER Report from 36 C/5 or 37 C/5, project document, narrative report, evaluation report, etc.).

Only those WBS Elements¹¹⁹ were included that were national components of a regional or a geographically wider project. All Reports related to additional appropriations, staff hires, office costs, Participation Programme,¹²⁰ Institute Activities, and WBS Elements that are part of national projects, as well as interventions that were administratively closed or had not yet received funding were excluded from the database.

Limitations: The primary limitation for the construction of the database was missing or incomplete information in the SISTER Reports. In many instances, geographical scope was either missing, or was stated incorrectly. This resulted in an inefficient search for activities and projects as multiple rounds of searches were necessary in order to establish the full education portfolio of a given country.

Part 2: Analysis

Aim: The aim of the portfolio analysis is to map UNESCO's education interventions in 10 crisis-affected countries and provide quantitative evidence as well as general characteristics about them (e.g. whether they are related to a crisis or not, which phase of the crisis they are responding to, stakeholders involved in the implementation, type of support and activities, gender and peacebuilding components, financial resources allotted, education level targeted, and thematic areas).

Timeframe: The analysis covers two biennia, namely 36 C/5 (2012-2013) and 37 C/5 (2014-2015).

Identification of interventions: An intervention is identified as an XB project or an RP activity for which financial resources were allotted during the given biennia. The basic assumption underlying the analysis is that financial resources were available for implementation.

Source of information: Databank described above.

Methodology: In order to provide a quantitative description of UNESCO's intervention, a set of variables were identified and defined (see below). Interventions were then classified in categories using those variables and information gathered from databank.

Variables of interest: Interventions were classified according to the following variables of interest:

- **Financial Resources:** Resources allotted to the intervention during a biennium.
- **Implementing Unit:** As reported in SISTER.
- **Associated Implementing Unit:** As reported in SISTER.
- **Partnerships:** As reported in SISTER.
- **Scope:** The analysis differentiated between regional scope and national scope.
- **Implementation Level:** The analysis differentiated between implementation at the national and sub-national levels.
- **Setting of the Intervention:** The analysis differentiated between formal and non-formal education.
- **Primary Intended Beneficiaries:** The analysis differentiated between the following (Ministry of Education, other Ministries, Teachers, Adult, Youth, Research/Universities).
- **Indirect Intended Beneficiaries:** The analysis differentiated between the following (Ministry of Education, other Ministries, Teachers, Adult, Youth, Research/Universities).
- **Disadvantaged Groups:** The analysis focused on three groups: (i) Refugees; (ii) Internally Displaced People; and (iii) other vulnerable groups, such as people in need, vulnerable, minorities, marginalized, disadvantaged, segregation, people with disabilities, indigenous people.
- **Gender:** The analysis distinguished between gender mainstreaming and gender-specific programming (i.e. with at least one gender-specific objective).
- **Stage of Crisis:** The analysis examined whether the project/activity aimed at contributing to preparedness, relief, reconstruction, or to a longer-term development goal not specifically related to a crisis.
- **Type of Support Provided:** Interventions were classified by type of support provided: Advocacy, Technical assistance, Capacity development, Sector-wide Policy and Planning, Information systems (EMIS), Research, Procurement, or Other.

¹¹⁹ WBS Elements or Work Break Down Structures are created when a project is broken down into smaller parts for implementation. For instance, a regional project may be broken down into several national components for implementing activities in the respective countries. As a result, these broken down elements are separately included in SISTER as WBS Elements.

¹²⁰ The Participation Programme provides direct financial assistance to UNESCO Member States in the Organization's fields of competence. It is designed to promote national, subregional, regional or interregional activities that relate to UNESCO's major programmes.

- **Thematic Areas:** Following UNESCOs' classification of thematic areas in the Education Sector, interventions were classified according to the following: Lifelong Learning Systems, Literacy, Teachers, Skills for Work and Life, Monitoring and Coordinating Education Development, Education for Sustainable Development, Health HIV/AIDS Education, ICT in Education, Democracy and Global Citizenship and Peace Programmes, or Other.
- **Education Level:** Levels of education are, as follows: Early childhood development/Pre-primary education, Primary education, Secondary education, Technical and vocational training, Tertiary education, Adult education, and A combination/all.
- **Peacebuilding Component:** To assess whether a peacebuilding component was part of the intervention, its progress report/monitoring data had to show the following keywords: peace, peacebuilding, culture, non-violence, dialogue, conflict prevention, redistribution, reconciliation, recognition, justice, integration, or human rights.

Limitations of the present analysis: In some instances, the complexity and magnitude of multiple actions had to be summarized in one unique variable for each intervention. Furthermore, monitoring information for some interventions was limited. To complement the SISTER information, actual progress reports and narrative reports were consulted, when provided.

Annex 6: People Interviewed

Current UNESCO Staff

Rana Abdul Latif	Programme Assistant, UNESCO Beirut
Sardar Umar Alam	Head of Project Office, UNESCO Yangon
Zulfiqar Ali	Project Officer/Coordinator for Internally Displaced Persons & Syrian Refugees Response, UNESCO Baghdad
Agat Awasthi	Consultant (Education), UNESCO Kathmandu
Endris Adem Awol	Programme Officer (Education), UNESCO Juba
Philippe Billault Leiva	Team Leader (Benefits), Benefits and Entitlements Unit, UNESCO HQ
Lionel Chabeau	Budget Officer, Budget Monitoring and Reporting Section, UNESCO HQ
Mee Young Choi	Programme Officer (Education), UNESCO Jakarta
Geneviève Dallemand-Pierre	National Officer (Education), UNESCO Port au Prince
Salma Doghri	Finance Officer, Financial Compliance Unit, UNESCO HQ
Eddie Dutton	Project Officer (Education in Emergencies), UNESCO Amman
Mekdes Edjigayehu-Grandclaude	Senior Finance Officer, Field Operations Support Section, UNESCO HQ
Sonia Ezam	Senior Programme Assistant (Education), UNESCO Ramallah
Boriša Falatar	Coordinator, Crisis and Transition Response Unit, Office of the Director-General, UNESCO HQ
Lobna Farahat	Associate Executive Officer, UNESCO Baghdad
Brona Fleming	HR Officer (Recruitment and Classification), Organizational Design, Senior Post Management, Support Unit, UNESCO HQ
Leon Gaskin	Associate Project Officer, UNESCO Kabul
Lopamudra Giacobbi	Chief of Section, Financial Policy and Compliance Section, UNESCO HQ
Ricardo de Guimarães Pinto	Liaison Officer, UNESCO New York
Bilal Hamaydeh	Project Officer, UNESCO Gaza
Louise Haxthausen	Senior Coordinator, Crisis and Transition Response Unit, Office of the Director-General, UNESCO HQ
Julia Heiss	Programme Specialist, Section of Education for Sustainable Development and Global Citizenship, UNESCO HQ
Jo Hironaka	Programme Specialist, Section for ICT in Education, Science and Culture (former Coordinator of the PCPD Intersectoral Platform), UNESCO HQ
Kerstin Holst	Programme Specialist, Education in Emergencies Desk, UNESCO HQ
Peter Hyll-Larsen	Acting Education Programme Specialist, UNESCO Ramallah
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This list does not include stakeholders interviewed during missions for each of the four case studies conducted for this evaluation. These are provided within the case studies that are published separately.

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