PROGRESS EVALUATION OF THE UNICEF EDUCATION IN EMERGENCIES AND POST-CRISIS TRANSITION PROGRAMME (EEPCT)

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PREFACE

The purpose of this evaluation was to identify and assess progress of the Education in Emergencies and Post-Crisis Transition (EEPCT) Programme and to enable systematic reflection towards improving programme results. The EEPCT Programme was examined at global, regional and country levels through quantitative and qualitative methods that combined comprehensive coverage with in-depth analysis.

The EEPCT Programme began in 2006 as a four year (later extended to five), US $201 million dollar partnership between UNICEF and the Government of the Netherlands. The EEPCT Programme aims to "put education in emergency and post-crisis transition countries on a viable path of sustainable progress toward quality basic education for all." EEPCT funds support UNICEF education programming in 39 countries and territories and are also used to advance the global agenda for education in crisis-affected contexts.

The Evaluation Office commissioned this independent global evaluation in June 2010. The evaluation was overseen by a Reference group led by internal and external technical experts in evaluation, education, and emergencies. The evaluation was conducted by Columbia Group for Children in Adversity, associated with Columbia University. The independent team of consultants was led by Neil Boothby and Peter Buckland. The evaluation was managed by Silvia De Giuli (Evaluation Specialist), and Ashley Wax (Evaluation Specialist).

The evaluation methodology included: extensive document review; six in-depth country case studies in Angola, Colombia, Cote d'Ivoire, Liberia, the Philippines, and Sri Lanka; extensive interviews; on-line surveys for key programme staff; comprehensive focus group discussions; review and analysis of data collected against the programme Logical Framework.

Special thanks to UNICEF staff across the organization and to the Reference Group who both participated actively and provided substantive comments on emerging issues and interim reports. We would like to acknowledge, in particular, the support of Susan Durston, Chief of Education, and Jordan Naidoo Senior Advisor, Education Section. Genuine appreciation goes to the Government of the Netherlands, European Commission and other partners who have supported education in emergencies and post-crisis transition, as well as evidence-based decision-making.

Samuel Bickel
Officer-in-Charge
Evaluation Office
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CONTENTS

ACRONYMS

ALP	Accelerated Learning Programme
CAFS	Conflict-Affected Fragile State
CEO	County Education Officer
CFS	Child Friendly School
CFSI	Child Friendly School Initiatives
CGCA	Columbia Group for Children in Adversity
CO	Country Office
CRC	Convention on the Rights of the Child
CUE	Catch-Up Education
DAC	Development Assistance Committee
DEO	District Education Officer
DepEd	Department of Education
DFID	Department for International Development
DOC	Division of Communication
DRR	Disaster Risk Reduction
EC	European Commission
ECD	Early Childhood Development
ECHO	European Commission's Humanitarian Aid Department
EE	Education in Emergencies
EEPCT	Education in Emergencies Post-Crisis Transition
EFA	Education for All
EMIS	Education Monitoring information System
EMOPS	Office of Emergency Programmes
EPF	Education Pooled Fund
EPRP	Emergency Preparedness and Response Plan
ETF	Education Transition Fund
EU	European Union
FGD	Focus Group Discussion
FTI	Fast Track Initiative
GDP	Gross Domestic Product
GIS	Geographic Information System
GoSL	Government of Sri Lanka
HQ	Headquarters
IASC	Inter-Agency Standing Committee
IDP	Internally Displaced Person
INEE	Inter-Agency Network for Education in Emergencies

INGO	International Non-Governmental Organization
IRC	International Rescue Committee
ISDR	International Strategy for Disaster Reduction
LAB4LAB	Learning Along Borders for Living Across Boundaries
LTA	Long Term Agreements
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MICS	Multiple Indicator Cluster Survey
MoE	Ministry of Education
MRE	Mine Risk Education
NGO	Non-Governmental Organization
NSDRM	National Strategy for Disaster Risk Management
OECD	Organization for Economic Co-operation and Development
OSI	Open Society Institute
PBA	Programme Budget Allocation
PCR	Primary Completion Rate
PRES	Programme Review and Evaluability Study
PREV	Progress Evaluation
PRM	Participative Ranking Methodology
RO	Regional Office
RTF	Rewrite the Future
SZOP	School in Zones of Peace
TLS	Temporary Learning Spaces
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WHO	World Health Organization

EXECUTIVE SUMMARY

Overview

Education is a fundamental right for children. However, it is estimated that 72 million children remain out of school, 54% of whom are girls.[1] UNICEF's Education in Emergencies and Post-Crisis Transition (EEPCT) programme began in 2006 as a four- (later extended to five-) year, US $201 million dollar partnership between UNICEF and the Government of the Netherlands. Additional support for the EEPCT Programme was provided through a contribution of €4 million from the European Commission (EC). The EEPCT Programme aims to "put education in emergency and post-crisis transition countries on a viable path of sustainable progress toward quality basic education for all." It seeks to accomplish this through four principle goals:

1. Improved quality of education response in emergencies and post-crisis transition countries;

2. Increased resilience of education sector service delivery in chronic crises, arrested development, and deteriorating contexts;

3. Increased education sector contributions to better prediction, prevention and preparedness for emergencies due to natural disaster and conflict; and

4. Evidence-based policies, efficient operational strategies and fit-for-purpose financing instruments for education in emergencies and post-crisis situations.

UNICEF sees the EEPCT programme as the centrepiece of its education-programme activities in humanitarian crises, post-crisis and transition situations. EEPCT funds support UNICEF education programming in 39 countries and territories[2] and are also used to advance the global agenda for education in crisis-affected contexts.

Methods

The purpose of this Progress Evaluation (PREV) is to identify and assess progress in the strategic goals of the Programme and to enable systematic reflection that results in concrete programme improvements. The EEPCT Programme was examined at global, regional and country levels through quantitative and qualitative methods that combined comprehensive coverage with in-depth analysis. Data collection took place June-August 2010, and included primary and secondary source literature reviews, key informant interviews, staff and partner surveys, global surveys and blogs, UNICEF self-assessments and field visits, observation during site visits, focus groups, and interviews. The evaluation reviewed the 39 EEPCT countries and territories.[3]

The methodology is described in detail in Annex 1.

Evaluation Findings

Programme Design and Management
The original programme proposal was both ambitious in scope and imprecise in laying out the programme's expected results. The visionary rhetoric and lack of precision in the proposal allowed for rapid start-up in activities, but the delay in clarifying specifics of the proposal undermined overall programme coherence and effectiveness.

Funding was directed through well-established UNICEF channels, which track resources by donor, generating a good record of the flow of funds. While this mechanism provides for tracking of funds allocated and expended according to donor and country programme, it does not permit easy analysis of expenditure by goal or activity.

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[1] *EFA monitoring report: Reaching the marginalized.*

[2] Northern and Southern Sudan are listed separately as UNICEF manages separate programmes in each area of Sudan.

[3] Ten of the 39 were not able to comply with the HQ requested Revised Logic Framework Exercise, which is a key global data collection tool for this evaluation. There are fewer reliable data than for the other 29. However, they are included in the evaluation.

The evaluation identified difficulties related to the flow of funds to countries. Funds are received late in the fiscal year, which leads to a scramble to allocate them in the year received. The process by which funds are allocated to countries was substantially improved in 2009 and 2010.

Communication within UNICEF was not sufficient for country offices to understand EEPCT's aims and objectives. EEPCT has been used more as a fund to support existing country programmes than to support the programme's global objectives. In 2009, UNICEF undertook significant steps to address the lack of clarity regarding the objectives of EEPCT at the country level, and understanding at the country level has improved.

EEPCT Goals

Besides the overall findings described above, the evaluation also reviewed the programme against its four specific goals.

Goal One seeks to **support improved quality of response in education systems in emergency and transition countries.** Overall, EEPCT funds have enabled UNICEF to work in a more flexible, timely and responsive manner with partners and governments to promote a more coordinated, higher-quality education response in emergencies and post-crisis transitions. Moreover, the flexibility of EEPCT is in line with OECD-DACs'[4] Principles of Engagement in Fragile States and Situations to "act fast and stay engaged to give success a chance." EEPCT funding is especially well-suited to support elements of education in situations where predictable funding for education is lacking, and coordination amongst actors – including donors -- is weak.

Almost all the 39 countries or territories supported by EEPCT funds are involved in various child-friendly schools initiatives (CFSI).[5] Briefly stated, child-friendly schools spring from a rights-based approach to education, and aim at an environment in which children are motivated to learn, with friendly and welcoming staff. The breadth of coverage is an indication of the extent to which the concept has brought a measure of coherence to UNICEF's efforts to change the quality and conditions of learning in all countries. However, the extent and manner of implementation varied substantially and there appeared to be confusion between reporting on the number of child-friendly schools (CFS) and the number of schools that were not CFS as such, but were involved in child-friendly school initiatives (CFSI).

Goal Two is to **support the increased resilience of education service delivery**. Resilience is a key concept in post-crisis reconstruction. Globally, resilience is defined as the "capacity of a system to absorb disturbance, undergo change and still retain essentially the same function, structure, identity, and feedbacks."[6] However, at an operational level, the concept of resilience is not well understood. This confusion undermines the coherence and effectiveness of efforts to build resilient education systems.

At both the global and country levels, EEPCT support for the Education Cluster system is enhancing coordination and coherence as key elements of resilient education service delivery in emergency and post-crisis-transition contexts. Sub clusters, round tables and other alternative coordination platforms are enhancing system resilience across these contexts. In nine EEPCT countries reviewed,[7] Accelerated Learning Programmes (ALPs) have enabled over-age children to re-enter or complete their education. This was found to be an effective and impactful resilience building practice that could be taken to scale.

However, the evaluation findings raise concerns about the relevance and sustainability of the Learning Along Borders (LAB4LAB) programmes in West Africa. These programmes aim to provide access to education for all children, including refugees and the displaced, in areas bordering the civil war-ravaged countries of Côte d'Ivoire, Liberia, and Sierra Leone. The concerns identified include the cost of maintenance and upkeep, programmatic support, UNICEF's long-term engagement and expectations of

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[4]   Development Assistance Committee.

[5]   *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission.*

[6]   Resilience Alliance *Glossary.*

[7]   Some countries report ALP under Goal One; others under Goal Two. Regardless of its placement within the logical framework, ALP emerged as one of the most promising and potentially scalable EEPCT supported interventions.

the communities' capacity to support the schools long-term. One school has opened in Liberia and five remain under construction in Côte d'Ivoire but they are not connected as a cross-border regional programme as intended.

Goal Three is to **increase education-sector contribution to better prediction, prevention and preparedness for emergencies caused by natural disaster and conflict.** This goal supports countries in the fulfilment of the Hyogo Framework.[8] Traditional examples of Disaster Risk Reduction often focus on natural disasters. EEPCT is forward thinking in including post-conflict countries that remain vulnerable to a recurrence of violence years after the cessation of the conflict.

Progress towards Goal Three objectives is being achieved in the majority of 29 EEPCT countries reviewed.[9] A number of promising policy initiatives and good-practice examples are also emerging; however, the results of these endeavours are not being tracked. Steps to improve school and child safety were also identified in a number of case-study countries as making an important contribution to risk reduction. However, case-study country assessments of school construction projects found that high percentages of child-safety elements are absent.

Goal Four relates to **evidence-based policies, efficient strategies and fit-for-purpose financing.** Realization of Goal Four can help countries emerge from the emergency or post-crisis transition phase and start on a path of long-term development through a combination of evidence-based policies, systems development, research and analysis and fit-for-purpose financing modalities.[10]

Country case studies found inconsistent implementation of good programme practices (situational assessments, monitoring and evaluation and programme-learning feedback loops). While Education Monitoring information Systems (EMISs) exist, data collected is still of poor quality. Limited progress was also noted in regards to innovative and fit-for-purpose financing instruments, with only a few examples (the Liberia Pooled Fund, Zimbabwe Education Transition Fund) identified by this evaluation.

The Liberia Pooled Fund emerged as the strongest example of a "fit-for-purpose financing mechanism". While there are reservations about the efficiency of the management of this fund, and relevance of communication concerning its performance, the establishment of the fund represents a significant step forward in experimenting with a novel approach to addressing a problem that has produced many ideas and documents, but few practical initiatives, over the past five years.

Cross-Cutting Issues
Rights-Based Approach: In emergency situations, the need to act fast to respond to the life-saving needs often hampers child and community participation. UNICEF has made considerable efforts to better ensure children's rights, and integrates participation into its emergency response through training that includes children's rights and their integration into programmatic language. However, within the EEPCT programmes in the six case-study countries did not strongly feature children's participation.

Gender: While gender is perceived to be a cross-cutting issue within the EEPCT Programme, its integration into education programmes is uneven. In Côte d'Ivoire, UNICEF partnered with the government on the Strategic Plan for Girls' Education; in Colombia, however, there were no programmes related to gender, and UNICEF itself identified it as an area for improvement. In Angola gender was a core element of all programming, but evaluators detected a gap between the presence of gender in programme design and its impact on day-to-day life in schools. Across several case studies, schools failed to consistently have gender-separate latrines or locks on the latrine doors – two elements of the CFS criteria that directly relate to making the schools friendly and safe for girls.

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[8] The full title is the Hyogo Framework for Action 2005-1015: Building the Resilience of Nations and Communities to Disasters. The Framework was adopted at the World Conference on Disaster Reduction, which was held in January 2005 in Kobe, Hyogo, Japan.

[9] 29 countries of 39 EEPCT funded countries-territories complied with the HQ requested Revised Logic Framework Exercise, which is a key global data collection tool for this evaluation.

[10] *2009 Progress Report to the Government of the Netherlands and the European Commission.*

Sensitivity to Conflict and Fragility: Of the 29 countries able to provide quantitative responses to the Revised Logic Framework, 26 can be defined as fragile to varying degrees. However, countries have adopted different approaches to this cross-cutting theme, depending on the nature of their own fragility. Of the 26 that were fragile, 11 implemented conflict risk-reduction and management programmes (peace education, LAB4LAB schools, Talent Academies, schools in zones of peace, and psychosocial support). 17 countries also reported activities targeting parent/community. Of the evaluation case-study countries, Liberia emerged as the strongest example of a country programme's "conflict-sensitive approach," and maintaining peace is a key underlying theme in many of its education programmes.

Monitoring and Reporting: Lack of adequate monitoring and evaluation systems and capacities emerged as an issue that plagued EEPCT across countries and implementation periods. This hampered quantitative data collection and analysis, and prevented the reliable reporting of Goals One and Two results in the EPPCT Revised Logframe. Better reporting of results was achieved through Goal Three and Four indicators, which were qualitative in nature and simpler to report against.

OECD-DAC Aggregate Review
Four OECD-DAC criteria (relevance/appropriateness, effectiveness, efficiency and coherence/ coordination), supplemented by two additional criteria (impact and sustainability),[11] were employed in the evaluation.

Relevance/Appropriateness: The distribution of EEPCT funding suggests that UNICEF targeted relevant contexts. The countries receiving the largest share of funds were those in Transition, Deteriorating or Chronic Crisis. These countries suffer from shortage of funds in the gap between humanitarian intervention and development, and EEPCT funding helps fill that gap. In addition, EEPCT funds supported work in the neediest countries and addressed issues that largely reflect local needs.

Effectiveness: In many cases it was only possible to observe activities and review programme outputs, since, with many country-level interventions, it is too early to assess their effectiveness. Nonetheless, as the findings for Goal One indicate, EEPCT funds have enabled UNICEF to work in a more flexible, timely and responsive manner with partners and governments to promote a more coordinated, higher-quality education response. In addition, there is some evidence of effective contributions to resilience emerging in Goal Two, at least with respect to the Accelerated Learning Programme, the most frequently supported activity. The successful continuation of Disaster Risk Reduction (DRR) activities under Goal Three also points to significant potential for effectiveness, which can be realized if local-level ownership and engagement is ensured through continued work and follow-up.

Efficiency: Many of the interventions reviewed in this evaluation have yet to produce significant outputs, and/or what outputs have been delivered have not been consistently captured by the reporting system. Nonetheless, it appears that the greatest challenge to the efficient use of EEPCT resources was the substantial disbursement lag in the first two years of implementation. The recent administrative measures, such as improved communication and reallocation of unspent funds, have had a very positive impact on expenditure rates.

Coherence and Coordination: Programme coherence was limited by inadequate internal communication about EEPCT objectives and strategic intent, particularly in the first two years of implementation. The findings also identify significant progress in coordination through the Cluster system, which is enabling greater coherence, effectiveness and efficiency between operational partners and government authorities at the country level.

Sustainability: The strength of the EEPCT programme is that the transition from needs-driven response to strategy-driven programmes is inherent, thereby enabling UNICEF to play a more active role in this transition phase. Within this context, UNICEF has undertaken significant efforts to integrate sustainability

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[11] Analysis of these two OECD-DAC criteria focused on identification of trends and strategic approaches to building alliances, strengthening national capacities and promoting scaled-up investments.

into programming at the global, national and local levels. However, some DRR initiatives, which have effectively established capacity at the central level of governments, were not widely understood or owned at school and community levels.

UNICEF Capacity Development and Partnership Building
UNICEF HQ: EEPCT has provided over US $17 million to UNICEF HQ Divisions (New York, Geneva and Copenhagen) to help realize programme goals through active visibility and communication, monitoring, evaluation and knowledge generation, and supply management. These funds have significantly enhanced the capacity of several divisions to effectively address relevant education concerns, including Division of Communication, Recovery and Risk Reduction, Early Childhood Development (ECD), and Supplies Division. However, Education Section staffing has been insufficient to effectively lead the EEPCT programme**.**

UNICEF Regional Offices (ROs): ROs received substantial support[12] to play leadership roles in knowledge management, quality control, building preparedness and response capacities, fund mobilization, communication and advocacy. Regional Education Officers, in particular, have played vital roles in promoting new training, capacity building and policy initiatives that otherwise would not have taken place. However, the evaluation identified inconsistent technical support to country programmes as contributing to the inconsistent quality of programming and results-based reporting.

Global Partnerships: UNICEF provided US $7 million to partnerships perceived to be important to the field of emergency education, including the Education Cluster, INEE and ISDR. A range of these EEPCT supported partnership initiative have, in turn, significantly enhanced education sector coordination and programme learning at global, regional and country levels.

Conclusions

As a fund, EEPCT has contributed to UNICEF's work in emergency education, and to notable achievements at global, regional and country levels. EEPCT has therefore helped UNICEF establish a niche for itself as a leading partner in the field of supporting education in emergencies and a significant player in post-crisis transition. As a programme, however, EEPCT's impact has been limited by a lack of clarity regarding its identity, purpose and goals.

Recommendations

RECOMMENDATION: The current allocation of remaining EEPCT funds should be reviewed against expenditure and projected implementation rates and where necessary reallocated to ensure optimum utilization of the remaining funds.

An urgent exercise should be conducted to ensure that the present allocation of funds will result in optimum utilization of funds, and where necessary, a reallocation exercise should be carried out along the lines of that conducted in 2009. Some of these reallocated resources could be deployed to finance immediate activities suggested in the recommendations that follow, to ensure that UNICEF is well placed to mobilise and manage resources.

RECOMMENDATION: The monitoring and reporting system for education in UNICEF needs to be reviewed so that it reflects a manageable number of relevant indicators.

The monitoring and reporting system is broken. Fixing it will require engaging country, regional and headquarter actors in the critically important task of collectively identifying and agreeing to a set of indicators that are sensitive to field realities while also responding to the need to compile results globally.

RECOMMENDATION: Flexible arrangements must be put in place for "light" but rigorous review of programme proposals to ensure that basic requirements for monitoring are in place.

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[12] As of September 2010 they had received a total of $12,555,162, of which they had spent 52%.

Few programmes reviewed in the six case study countries included situational assessments, baselines, outcome related monitoring criteria or other good programming practices. The capacity to reliably monitor programme progress is also inadequate. It will be important, in moving forward, to consistently align relevant country, regional and headquarter staff in a peer review process.

RECOMMENDATION: The Education Section should develop a capacity building initiative to ensure education personnel at country level are conversant with global standards, guidelines and programme learning knowledge.

UNICEF will further need to embark on a rigorous initiative to ensure its education personnel at country level are conversant with global standards, guidelines and programme learning knowledge.

RECOMMENDATION: UNICEF should proceed urgently with review of its involvement in construction, especially in post-crisis transition countries, where some involvement is likely to be unavoidable.

Review should begin with identification of best practices, promotion of HQ support and guidelines for the establishment of construction units within Country Offices.[13] However, improved oversight, technical staff and systems guidelines are lacking. In addition, improvement of country level management, monitoring and reporting systems is also required.

RECOMMENDATION: UNICEF communication should provide more critical and accurate reporting on results and analyses of implementation challenges and programme performance.

UNICEF external communication does not reflect the challenges country teams face in implementing education programmes in emergency, transition and fragile state contexts. Donor reports, in turn, review programme activities but do not provide sufficient evidence on the results of these activities. Implementation constraints are usually glossed over and direct and indirect beneficiary numbers are not differentiated.

RECOMMENDATION: UNICEF should better define and operationalise the concept of a resilience education system and rethink its approach to resilience building accordingly.

Since the concept of resilience is so important to the EEPCT Programme, it warrants the commissioning of a study of existing literature, and then a thorough consultation process within UNICEF and outside to generate some consensus around a working definition.

RECOMMENDATION: The inclusion of DRR in core UNICEF education activities should be consolidated and supported by information-sharing and advocacy.

The success achieved by UNICEF, supported by EEPCT funds, to institutionalise DRR into UNICEF core activities in education represents an important programmatic shift. Further progress could take the form of an initiative to share the key messages and lessons learned in a form that makes it accessible at local and community level, and support this with some well monitored pilots to carry messages to the school and community level.

RECOMMENDATION: For the remaining years of EEPCT funding, UNICEF should focus efforts on consolidating gains and identifying goals where selective application of funds will have the greatest impact.

The significant strides at global (Education Cluster, INEE) and country (Temporary Learning Spaces, Accelerated Learning Programmes) levels with EEPCT support should be consolidated and expanded.

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[13] *Q&A Feedback from Carlos Vasquez on Construction, South Asia Education Meeting, 2010.*

Refining and positioning these promising practices to be taken scale is a priority for the remainder of the EEPCT Programme.

RECOMMENDATION: UNICEF should develop a more flexible approach to CFS for emergency and post-crisis transition contexts to support the CFS goal of creating change within schools and education systems.

Building upon the existing CFS and Emergency Education Manuals, the approach should articulate clearer options, provide more focused guidance to enhance quality of decision making and project implementation. The focus should be less on creating model schools and more on the incorporation of standards into mainstream policy.

RECOMMENDATION: UNICEF should develop a more systematic approach to managing innovation and learning both for the remainder of EEPCT support and to enhance innovation in the future.

Some of the remaining resources should be directed to consolidate the learning from new and "innovative initiatives" to provide a basis for future. This could start with an overview of the two existing West African initiatives, LAB4LAB and Talent Academies, and thereafter to put into place a more systematic approach to innovation, one that recognises that innovation takes considerable planning, substantial support, close monitoring and reasonable time.

RECOMMENDATION: UNICEF should initiate discussions with potential partners for a follow-up programme to EEPCT that is focused on enabling UNICEF to play a role as a leading partner in education response in emergencies, and to strengthen its role in post-crisis transition.

UNICEF has established itself as a leading partner in the field of supporting education in emergencies and a significant player in post-crisis transition. With EEPCT support it has pioneered effective partnerships with other leading agencies, such as Save the Children in the Cluster initiative, and FTI partners in post-crisis transition. Enabling UNICEF to continue to a leadership role will require continued access to operational funds for well proven emergency response strategies. Funds will also be required to enable UNICEF to continue to play the role of "funder of last resort" when other funding mechanisms, such as flash and consolidated appeals, do not sufficiently prioritise the education sector.

RECOMMENDATION: UNICEF should position itself to be an effective supervising or implementing partner in crisis affected countries, so that it can help ensure these countries get the best possible access to the new consolidated FTI fund.

In positioning itself for the future, UNICEF could useful build on the lessons learned from the Liberian and Zimbabwe (non-FTI) initiatives, and the other countries where it is playing this role with FTI funds. This would also involve continued support for development of national interim plans that would give emergency and post-crisis transition countries better access to the resources that FTI can mobilize, both domestically, bilaterally and through the consolidated FTI fund.

RESUMEN EJECUTIVO

Aspectos generales

La educación es un derecho fundamental para los niños. Sin embargo, se calcula que 72 millones de niños siguen sin escolarizar, de los cuales el 54% son niñas[14]. El programa de Educación en las Emergencias y en las Transiciones Posteriores a las Crisis (programa EEPCT) de UNICEF comenzó en 2006 como una alianza de cuatro años (ampliada posteriormente a cinco) entre UNICEF y el Gobierno de los Países Bajos, financiada con 201 millones de dólares. El programa EEPCT recibió además apoyo suplementario por medio de una contribución de 4 millones de euros de la Comisión Europea. El programa EEPCT tiene como objetivo "colocar a la educación de los países en emergencias y en transiciones posteriores a las crisis en una senda viable de progreso sostenible hacia una educación básica de calidad para todos". Pretende lograr este objetivo mediante cuatro metas:

1. Mayor calidad en la respuesta educativa a emergencias y a las transiciones posteriores a las crisis;
2. Un aumento en la capacidad de resistencia de la prestación de servicios al sector educativo en las crisis crónicas, en el desarrollo detenido y en los contextos en deterioro;
3. Mayor contribución del sector educativo al pronóstico, prevención y preparación frente a las emergencias causadas por los desastres naturales y el conflicto; y
4. Políticas basadas en la evidencia, estrategias operacionales eficientes y los instrumentos de financiación "adecuados para su propósito" para la educación en emergencias y en situaciones posteriores a las crisis.

UNICEF considera el programa EEPCT como el elemento central de sus actividades relativas a los programas educativos en las crisis humanitarias y las situaciones de transición después de una crisis. Los fondos del programa EEPCT apoyan la programación educativa de UNICEF en 39 países y territorios[15] y se utilizan también para avanzar el programa mundial en favor de la educación en los contextos afectados por crisis.

Métodos

El objetivo de esta Evaluación sobre los progresos es determinar y evaluar los progresos hacia los objetivos estratégicos del Programa y facilitar una evaluación sistemática que produzca mejoras concretas en el programa. El programa fue examinado a nivel mundial, regional y nacional por medio de métodos cuantitativos y cualitativos que combinaron una amplia cobertura con un análisis en profundidad. La recopilación de datos incluyó un análisis de las fuentes primarias y secundarias de los materiales impresos, entrevistas con informantes clave, encuestas entre el personal y los aliados, encuestas y bitácoras mundiales, autoevaluaciones de UNICEF y visitas sobre el terreno, observación durante las visitas a los sitios, deliberaciones con grupos de personas seleccionadas, y entrevistas. La evaluación examino los 39 países y territorios donde se aplica el programa EEPCT[16].

La metodología se describe minuciosamente en el Anexo 1.

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[14] *Informe de Seguimiento de la Educación para Todos: Llegar a los marginados*.

[15] El Sudán del norte y el Sudán del sur se presentan por separado debido a que UNICEF gestiona programas separados en cada zona del Sudán.

[16] Diez de los 39 países no pudieron cumplir con el Ejercicio revisado de marco lógico, que es un instrumento fundamental de recopilación de datos generales para esta evaluación. Los datos son menos fiables que para los otros 29. Sin embargo, se han incluido en esta evaluación.

Conclusiones de la evaluación
Diseño y gestión del programa

La propuesta inicial del programa era al mismo tiempo ambiciosa en su alcance e imprecisa en la descripción de los resultados que se esperaban del programa. La retórica visionaria y la falta de precisión en la propuesta facilitaron que las actividades se iniciaran de forma rápida, pero el retraso para clarificar las cuestiones específicas de la propuesta menoscabó la coherencia y la eficacia generales del programa.

La financiación se asignó mediante canales ya establecidos de UNICEF, que rastrean los recursos por donante, y generan un registro adecuado de este flujo de fondos. Aunque este mecanismo facilita el rastreo de fondos asignados y gastados según el donante y el programa de país, no permite un análisis sencillo de los gastos por objetivo o actividad.

La evaluación estableció dificultades relacionadas con el flujo de fondos a los países. Los fondos se reciben en el último tramo del año fiscal, y esto genera prisas para asignar estos fondos durante el mismo año en que se han recibido. El proceso según el cual los fondos se asignan a los países mejoró considerablemente en 2009 y 2010.

La comunicación interna de UNICEF no fue suficiente para que las oficinas de país comprendieran los propósitos y objetivos del programa EEPCT. Este programa se utilizaba más como un fondo para apoyar programas de país existentes que para apoyar los objetivos generales del programa. En 2009, UNICEF tomó medidas importantes para abordar la falta de claridad con respecto a los objetivos del programa EEPCT a nivel de país, y la comprensión del mismo a ese nivel ha mejorado.

Metas del programa EEPCT
Además de las conclusiones generales descritas anteriormente, la evaluación examinó también el programa con respecto a sus cuatro objetivos específicos.

El objetivo uno trata de **apoyar una mayor calidad en la respuesta educativa a emergencias y a las transiciones posteriores a las crisis.** En general, los fondos del programa EEPCT han facilitado que UNICEF trabaje de una manera más flexible, oportuna y receptiva con los aliados y los gobiernos para promover una respuesta educativa más coordinada y de mayor calidad en las situaciones de emergencia y las transiciones después de una crisis. Además, la flexibilidad del programa EEPCT está en consonancia con los Principios para el compromiso internacional en estados frágiles y en situaciones de fragilidad de la OCDE-CAD[17] que exhortan a actuar rápidamente y mantenerse comprometidos para aumentar las posibilidades de éxito. La financiación del programa EEPCT es especialmente adecuada para apoyar elementos de la educación en situaciones donde no hay una financiación previsible para la educación, y la coordinación entre los actores –incluidos los donantes – es deficiente.

Casi todos los 39 países o territorios que recibieron apoyo de los fondos del programa EEPCT participan en diversas iniciativas de escuelas amigas de la infancia[18]. En términos generales, las escuelas amigas de la infancia se fundamentan en un enfoque de la educación basado en los derechos, y tienen por objetivo un entorno en el que los niños estén motivados para aprender, con un personal amigable y acogedor. La amplitud de la cobertura es una indicación del alcance en que el concepto ha aportado un cierto grado de coherencia a las actividades de UNICEF para cambiar la calidad y las condiciones del aprendizaje en todos los países. Sin embargo, la amplitud y la forma en que se pone en práctica varía considerablemente y parece haber confusión entre la información sobre el número de escuelas amigas de la infancia y el número de escuelas que no eran amigas de la infancia como tales, pero que participaban en iniciativas de escuelas amigas de la infancia.

El objetivo dos es **apoyar un aumento en la capacidad de resistencia de la prestación de servicios al sector educativo.** La capacidad de resistencia es un concepto clave en la reconstrucción después de

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[17] Comité de Asistencia al Desarrollo.

[18] *Informe consolidado de los progresos del Gobierno de los Países Bajos y la Comisión Europea de 2009.*

una crisis. En general, la capacidad de resistencia se define como "la capacidad de un sistema para absorber disturbios, llevar a cabo cambios y mantener todavía esencialmente la misma función, estructura, identidad y retroalimentación[19]". Sin embargo, a un nivel operacional, el concepto de capacidad de resistencia no se comprende bien. Esta confusión menoscaba la coherencia y la eficacia de los esfuerzos para establecer sistemas educativos con capacidad de resistencia.

Tanto a nivel mundial como nacional, el apoyo del programa EEPCT al sistema de grupos temáticos de la educación está mejorando la coordinación y la coherencia como elementos clave para lograr un servicio educativo con capacidad de resistencia en los contextos de situaciones de emergencia y transiciones posteriores a las crisis. Los subgrupos, las mesas redondas y otras plataformas alternativas de coordinación están mejorando la capacidad de resistencia del sistema en todos estos contextos. En nueve de los países examinados donde se aplican programa EEPCT[20], los Programas Acelerados de Aprendizaje han permitido a los niños que han superado la edad volver a matricularse o terminar su educación. La conclusión fue que se trata de una práctica eficaz y con impacto para fomentar la capacidad de resistencia, y que su escala puede ampliarse.

Sin embargo, las conclusiones de la evaluación plantean problemas sobre la pertinencia y el carácter sostenible de los programas Learning Along Borders (LAB4LAB) en África occidental. Estos programas tienen el objetivo de proporcionar acceso a la educación para todos los niños, incluidos los refugiados y los desplazados, en las zonas fronterizas de países asolados por la guerra civil como Côte d'Ivoire, Liberia y Sierra Leona. Entre los problemas señalados cabe destacar los gastos de mantenimiento y conservación, el apoyo programático, el compromiso a largo plazo de UNICEF y las expectativas sobre la capacidad de las comunidades de apoyar las escuelas a largo plazo. En Liberia se ha abierto una escuela y hay cinco en construcción en Côte d'Ivoire, pero no están conectadas como un programa regional transfronterizo tal como se pretendía.

El Objetivo Tres consiste en **aumentar la contribución del sector educativo al pronóstico, prevención y preparación frente a las emergencias causadas por los desastres naturales y el conflicto.** Este objetivo apoya a los países en el cumplimiento del Marco de Hyogo[21]. Los ejemplos tradicionales de la reducción del riesgo de desastre se centran a menudo en los desastres naturales. El programa EEPCT es pionero en el sentido de que incluye países que han dejado atrás un conflicto y siguen siendo vulnerables a un retorno de la violencia años después de la terminación del conflicto.
Los progresos hacia las metas del Objetivo Tres se están logrando en la mayoría de los 29 países del programa EEPCT examinados[22]. También están surgiendo una serie de iniciativas prometedoras de política y de ejemplos de buenas prácticas; sin embargo, no se están registrando los resultados de estas iniciativas. También se consideró que una serie de medidas para mejorar la seguridad de las escuelas y los niños en varios estudios monográficos sobre países contribuían de manera importante a la reducción de riesgos. Sin embargo, las evaluaciones de los estudios monográficos de los países sobre los proyectos de construcción de escuelas encontraron que faltaba un alto porcentaje de elementos relativos a la seguridad de los niños.

El Objetivo Cuatro se refiere a las **políticas basadas en la evidencia, estrategias operacionales eficientes y los instrumentos de financiación "adecuados para su propósito".** El logro del Objetivo Cuatro puede ayudar a los países a salir de la situación de emergencia o de la fase de transición posterior a las crisis e iniciar una vía de desarrollo a largo plazo por medio de una combinación de

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[19] *Glosario* de Resilience Alliance*.*

[20] Algunos países informan sobre el Programa Acelerado de Aprendizaje a bajo el Objetivo Uno; otros bajo el Objetivo Dos. Independientemente del lugar que ocupa en el marco lógico, el Programa Acelerado surgió como una de las intervenciones de apoyo más prometedoras y con mayor potencial de ampliación del programa EEPCT.

[21] El título completo es Marco para la Acción de Hyogo 2005-1015: Aumento de la Resistencia de las Naciones y las Comunidades ante los Desastres. El marco fue aprobado en la Conferencia Mundial sobre la Reducción de Desastres que se celebró en enero de 2005 en Kobe, Hyogo, Japón.

[22] 29 de los 39 países o territorios que reciben financiación del programa EEPCT cumplieron el Ejercicio revisado de marco lógico, que es un instrumento fundamental de recopilación de datos generales para esta evaluación.

políticas basadas en pruebas, desarrollo de sistemas, investigación y análisis y modalidades de financiación adecuadas para su propósito[23].

Los estudios monográficos de los países encontraron que la aplicación de las buenas prácticas del programa (valoración de la situación, seguimiento y evaluación y retroalimentación del programa de aprendizaje) no era uniforme. Si bien hay en marcha Sistemas de seguimiento de la información sobre educación, los datos recopilados siguen siendo de mala calidad. También se observó un progreso limitado en lo que respecta a los instrumentos de financiación innovadores y adecuados para su propósito, con sólo algunos ejemplos (el Fondo Conjunto de Liberia, el Fondo de transición de la educación de Zimbabwe) identificados por esta evaluación.

El Fondo Conjunto de Liberia surgió como el ejemplo más firme de un "mecanismo de financiación adecuado para su propósito". Si bien existen reservas sobre la eficacia de la gestión de este fondo y la pertinencia de la comunicación relativa a su rendimiento, la creación del fondo representa un importante paso adelante en la experimentación de un nuevo enfoque para abordar un problema que ha producido muchas ideas y documentos, pero pocas iniciativas prácticas en los últimos cinco años.

Cuestiones intersectoriales

Enfoque basado en los derechos: En las situaciones de emergencia, la necesidad de actuar con rapidez para responder a las necesidades de socorro obstaculiza a menudo la participación de los niños y la comunidad. UNICEF ha hecho un esfuerzo considerable para garantizar mejor los derechos de los niños, e integra la participación en su respuesta de emergencia por medio de un proceso de formación que incluye los derechos del niño y su integración en el lenguaje de la programación. Sin embargo, en los programas EEPCT de los seis países objeto del estudio monográfico no se otorga una importancia firme a la participación infantil.

Género: Si bien el género se percibe como un tema intersectorial en el programa EEPCT, su integración en los programas de educación es desigual. En Côte d'Ivoire, UNICEF se asoció con el gobierno en el Plan Estratégico para la Educación de las Niñas; en Colombia, sin embargo, no había programas relacionados con el género, y UNICEF lo consideró como una esfera de mejora. En Angola, el género es un elemento central en toda la programación, pero los evaluadores detectaron una laguna entre la presencia del género en el diseño del programa y sus repercusiones en la vida cotidiana en las escuelas. En varios estudios monográficos se destaca que las escuelas carecen sistemáticamente de letrinas sistemáticamente separadas o de cerrojos en las puertas de las letrinas, dos elementos de los criterios de las escuelas amigas de la infancia que se relacionan directamente con lograr que las escuelas sean acogedoras y seguras para las niñas.

La sensibilidad hacia los conflictos y la fragilidad: De los 29 países capaces de dar respuestas cuantitativas a la versión revisada del marco lógico, 26 se pueden definir como estados frágiles en diversos grados. Sin embargo, los países han adoptado diferentes enfoques hacia este tema intersectorial en función de la naturaleza de su propia fragilidad. De los 26 países que eran frágiles, 11 implementaron programas de reducción de riesgos y gestión de conflictos (educación para la paz, las escuelas LAB4LAB, academias de talento, escuelas en zonas de paz, y apoyo psicosocial). Otros 17 países también informaron sobre actividades dirigidas a los padres y la comunidad. De los países evaluados en los estudios monográficas, Liberia surgió como el ejemplo más firme de un "enfoque sensible al conflicto" en un programa de país, y el mantenimiento de la paz es un tema clave que subyace en muchos de sus programas de educación.

Seguimiento y presentación de informes: La falta de supervisión adecuada y de sistemas y capacidades de evaluación surgió como un problema que afecta al programa EEPCT en varios países y períodos de aplicación. Esto menoscabó la recopilación y el análisis cuantitativo de los datos, e impidió una presentación de informes fiables de los resultados de los Objetivos Uno y Dos. Una mejor notificación de los resultados se logró por medio de los indicadores de los Objetivos Tres y Cuatro, los cuales fueron de carácter cualitativo y su verificación fue más sencilla.

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[23] *Informe consolidado de los progresos del Gobierno de los Países Bajos y la Comisión Europea de 2009.*

Examen agregado de la OCDE-CAD

En la evaluación se emplearon cuatro criterios de la OECD-CAD (pertinencia/idoneidad, eficacia, eficiencia y coherencia/coordinación), complementados por los criterios adicionales (impacto y sostenibilidad)[24].

Pertinencia/idoneidad: La distribución de los fondos del programa EEPCT sugiere que UNICEF seleccionó contextos pertinentes. Los países que recibieron la mayor parte de los fondos se encontraban en una situación de transición, deterioro o de crisis crónica. Estos países sufren escasez de fondos en la transición de la asistencia humanitaria al desarrollo, y la financiación del programa EEPCT ayuda a llenar ese vacío. Además, los fondos del programa EEPCT apoyaron la labor en los países más necesitados y abordaron cuestiones que reflejan en gran medida las necesidades locales.

Eficacia: En muchos casos, sólo fue posible observar las actividades y revisar los resultados del programa, ya que, debido a que muchas intervenciones se hacen a nivel de país, es demasiado pronto para evaluar su eficacia. Sin embargo, como indican los resultados del Objetivo Uno, los fondos del programa EEPCT han permitido a UNICEF trabajar de una manera más flexible, oportuna y receptiva con los aliados y los gobiernos para promover una respuesta en materia de educación más coordinada y de una calidad superior. Además, con respecto al Objetivo Dos surgen algunas pruebas sobre las contribuciones efectivas para la capacidad de resistencia, al menos en lo que respecta al Programa de Aprendizaje Acelerado, la actividad que recibe apoyo con mayor frecuencia. La continuación satisfactoria de las actividades de reducción del riesgo de desastres bajo el Objetivo Tres también apunta hacia un potencial significativo para la eficacia, que puede lograrse si se garantiza la apropiación y la participación a nivel local mediante una labor continua y un trabajo de seguimiento.

Eficiencia: Muchas de las intervenciones examinadas en esta evaluación aún no han producido resultados significativos, y/o el sistema de presentación de informes no ha captado de manera uniforme cuáles son los resultados obtenidos. Sin embargo, parece que el mayor desafío para el uso eficiente de los recursos del programa EEPCT fue un importante retraso en los desembolsos durante los dos primeros años de aplicación. Las recientes medidas administrativas, como la mejora de la comunicación y la reasignación de fondos no utilizados, han tenido consecuencias muy positivas sobre las tasas de gastos.

Coherencia y coordinación: La coherencia del programa estuvo limitada por una falta de comunicación interna sobre los objetivos y la intención estratégica del programa EEPCT, sobre todo en los dos primeros años de aplicación. Las conclusiones también señalan avances significativos en la coordinación por medio del sistema de grupos temáticos, que está facilitando una mayor coherencia, eficacia y eficiencia entre los aliados operacionales y las autoridades gubernamentales a nivel nacional.

Sostenibilidad: La fuerza del programa EEPCT radica en que la transición desde una respuesta impulsada por las necesidades a programas impulsados por la estrategia es inherente, lo que permite a UNICEF desempeñar un papel más activo en esta fase de transición. En este contexto, UNICEF ha realizado esfuerzos importantes para integrar la sostenibilidad en la programación a escala mundial, nacional y local. Sin embargo, algunas iniciativas de reducción de riesgo de desastres, que han establecido de forma efectiva una capacidad al nivel central de los gobiernos, no se llegaron a comprender bien o no lograron que se produjera una apropiación a nivel de la escuela y la comunidad.

Desarrollo de la capacidad y fomento de las alianzas en UNICEF

Sede de UNICEF: El programa EEPCT ha proporcionado más de 17 millones de dólares a las divisiones de la sede de UNICEF (Nueva York, Ginebra y Copenhague) para ayudar a alcanzar las metas del programa mediante la visibilidad y la comunicación activas, el seguimiento, la evaluación y la generación de conocimiento, y la gestión de los suministros. Estos fondos han mejorado significativamente la capacidad de varias divisiones de responder eficazmente a preocupaciones pertinentes para la

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[24] Un análisis de estos dos criterios de la OCDE-CAD se centraron en identificar tendencias y enfoques estratégicos para establecer alianzas, fortalecer las capacidades nacionales y promover la ampliación de la escala de las inversiones.

educación, entre ellas la División de Comunicaciones, Recuperación y Reducción de Riesgos, Desarrollo en la primera infancia, y la División de Suministros. Sin embargo, la dotación de personal en la Sección de Educación ha sido insuficiente para dirigir con eficacia el programa EEPCT.

Oficinas Regionales de UNICEF (OR): Las OR reciben un importante apoyo[25] para desempeñar una función de liderazgo en la gestión del conocimiento, el control de la calidad, la creación de capacidades de preparación y respuesta, la movilización de fondos, la comunicación y la promoción. Los Oficiales Regionales de Educación, en particular, han desempeñado una función fundamental en la promoción de una nueva formación, el fomento de capacidades y la elaboración de iniciativas de política que de otro modo no habrían tenido lugar. Sin embargo, la evaluación puso de manifiesto una falta de uniformidad en el apoyo técnico a los programas nacionales, lo que contribuye a que la calidad de la programación y presentación de informes basada en los resultados sea desigual.

Las alianzas mundiales: UNICEF proporcionó 7 millones de dólares para las alianzas consideradas como importantes en el sector de la educación de emergencia, incluido el grupo temático de Educación, INEE e ISDR. Una gama de estas alianzas respaldadas por el programa EEPCT han mejorado considerablemente, a su vez, la coordinación del sector educativo y el aprendizaje programático a nivel mundial, regional y nacional.

Conclusiones

En su calidad de fondo, el programa EEPCT ha contribuido a la labor de UNICEF en la educación de emergencia, y ha conseguido logros notables en los planos mundial, regional y nacional. El programa EEPCT ha ayudado por lo tanto a UNICEF a establecer un espacio propio como aliado principal en el ámbito del apoyo a la educación en situaciones de emergencia y un agente importante en las transiciones posteriores a las crisis. Como programa, sin embargo, el impacto de EEPCT ha sido limitado por la falta de claridad con respecto a su identidad, propósito y metas.

Recomendaciones

RECOMENDACIÓN: Es preciso revisar la asignación actual de los fondos restantes del programa EEPCT con respecto a los gastos y las tasas proyectadas de aplicación y, en caso necesario, reasignarlos para garantizar una utilización óptima de los fondos restantes.

Es preciso llevar a cabo un ejercicio urgente para asegurar que la actual asignación de fondos se traduzca en una utilización óptima de los fondos y, en caso necesario, debe llevarse a cabo un ejercicio de reasignación con los mismos lineamientos del que se realizó en 2009. Algunos de estos recursos reasignados se podrían utilizar para financiar las actividades inmediatas que se sugieren en las recomendaciones que siguen a continuación, para asegurar que UNICEF esté en condiciones de movilizar y gestionar recursos.

RECOMENDACIÓN: Es preciso revisar el sistema de seguimiento y presentación de informes de UNICEF sobre la educación para que refleje un número manejable de indicadores pertinentes.
El sistema de seguimiento y presentación de informes no funciona. Para solucionar esta situación será necesaria la participación de los países, de los actores regionales y de la sede en la tarea de fundamental importancia de identificar y acordar de forma colectiva una serie de indicadores que reflejen las realidades sobre el terreno al mismo tiempo que respondan a la necesidad de compilar resultados a nivel mundial.

RECOMENDACIÓN: Hay que poner en marcha disposiciones flexibles para realizar un examen simple pero riguroso de las propuestas programáticas para asegurar la aplicación de los requisitos básicos en materia de seguimiento.

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[25] Hasta septiembre de 2010 habían recibido un total de 12.555.162, de los cuales habían gastado un 52%.

Un escaso número de los programas revisados en los seis países objeto de estudio incluyeron evaluaciones sobre la situación, puntos de referencia, criterios de seguimiento relacionados con los resultados o buenas prácticas de programación. La capacidad para realizar un seguimiento fiable de los avances del programa también es insuficiente. Para avanzar, será importante equiparar de manera uniforme al personal pertinente a nivel nacional, regional y de la sede en un proceso de revisión entre pares.

RECOMENDACIÓN: La Sección de Educación debería preparar una iniciativa de fomento de capacidad para asegurar que el personal de educación a nivel nacional esté familiarizado con las normas, directrices y conocimientos del aprendizaje programático a nivel internacional.

UNICEF seguirá necesitando poner en marcha una iniciativa rigurosa para asegurar que su personal de educación a nivel nacional esté familiarizado con las normas, directrices y conocimientos del aprendizaje programático.

RECOMENDACIÓN: UNICEF debería llevar a cabo inmediatamente la revisión de su participación en la construcción, especialmente en los países en transición después de las crisis, donde algún tipo de participación es probable que sea inevitable.

La revisión debe comenzar por una determinación de las mejores prácticas, la promoción del apoyo de la sede y directrices para la creación de unidades de construcción dentro de las oficinas de país[26]. Sin embargo, no existe ni una mejor supervisión, ni personal técnico ni directrices sobre los sistemas. Además, también se necesita una mejora de la gestión a nivel de país y el establecimiento de sistemas de seguimiento y presentación de informes.

RECOMENDACIÓN: La comunicación de UNICEF debería proporcionar información más crítica y precisa sobre los resultados y un análisis de los desafíos en la ejecución y el rendimiento de los programas.

La comunicación externa de UNICEF no refleja los desafíos a los que hacen frente los equipos de país en la aplicación de programas de educación en los contextos de emergencia, transición y estados frágiles. Los informes de los donantes, a su vez, revisan las actividades del programa, pero no presentan pruebas suficientes sobre los resultados de estas actividades. Los obstáculos a la ejecución se pasan generalmente por alto y no se diferencia el número de beneficiarios directos e indirectos.

RECOMENDACIÓN: UNICEF debe definir y poner en práctica mejor el concepto de un sistema educativo basado en la capacidad de resistencia y replantear en consecuencia su enfoque del fomento de la capacidad de resistencia.

Dado que el concepto de capacidad de resistencia es tan importante para el programa EEPCT, se justifica la puesta en marcha de un estudio de la documentación existente, y luego un proceso de consultas dentro y fuera de UNICEF para generar consenso en torno a una definición de trabajo.

RECOMENDACIÓN: Es preciso consolidar y apoyar la inclusión de la reducción del riesgo de desastres en las actividades básicas de educación de UNICEF mediante el intercambio de información y la promoción.

El éxito logrado por UNICEF, con el apoyo de los fondos del programa EEPCT, en la institucionalización de la reducción del riesgo de desastres en las actividades básicas de UNICEF en la educación representa un cambio programático importante. El progreso en el futuro podría adoptar la forma de una iniciativa para compartir los mensajes clave y las lecciones aprendidas de manera que sea accesible a nivel local y comunitario, y prestarle apoyo con algunos ejercicios piloto adecuadamente supervisados para llevar los mensajes al nivel de la escuela y la comunidad.

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[26] *Cuestionario de retroalimentación sobre la construcción de Carlos Vásquez, Reunión sobre la educación de Asia meridional, 2010.*

RECOMENDACIÓN: Durante los años que quedan de la financiación del programa EEPCT, UNICEF debe centrar sus esfuerzos en consolidar los avances y determinar los objetivos que faciliten que una aplicación selectiva de los fondos tenga el mayor impacto.

Los avances significativos a nivel mundial (grupo temático de la educación, INEE) y de país (espacios temporales de aprendizaje, programas de aprendizaje acelerado) con el apoyo del programa EEPCT deben consolidarse y ampliarse. Perfeccionar y posicionar estas prácticas prometedoras para ampliar su escala es una prioridad para el resto del programa EEPCT.

RECOMENDACIÓN: UNICEF debería adoptar un enfoque más flexible con respecto a las escuelas amigas de la infancia en los contextos de emergencia y transiciones posteriores a las crisis para apoyar el objetivo de las escuelas amigas de la infancia de promover el cambio en las escuelas y los sistemas de educación.

Sobre la base de los manuales sobre las escuelas amigas de la infancia y la Educación en situaciones de emergencia, el enfoque debería articular opciones más claras, proporcionar una orientación más centrada para mejorar la calidad de la toma de decisiones y la ejecución del proyecto. La atención debería centrarse menos en la creación de escuelas modelo y más en la incorporación de las normas a la política general.

RECOMENDACIÓN: UNICEF debería desarrollar un enfoque más sistemático de la gestión de la innovación y el aprendizaje tanto para el resto del programa EEPCT como para mejorar la innovación en el futuro.

Algunos de los recursos que quedan deberían orientarse a consolidar el aprendizaje de "iniciativas innovadoras" y nuevas a fin de proporcionar una base para el futuro. Esto podría comenzar con una visión general de las dos iniciativas existentes en África Occidental, LAB4LAB y las Academias de talento, y, posteriormente, poner en su lugar un enfoque más sistemático para la innovación, que reconozca que la innovación requiere una planificación considerable, un apoyo sustancial, un seguimiento minucioso y un tiempo razonable.

RECOMENDACIÓN: UNICEF debería iniciar conversaciones con aliados potenciales para establecer un programa de seguimiento de EEPCT que se centre en capacitar a UNICEF para que desempeñe una función como aliado destacado en la respuesta educativa en situaciones de emergencia, y reforzar su papel en la transición posterior a la crisis.

UNICEF se ha establecido como un aliado principal en el ámbito del apoyo a la educación en situaciones de emergencia y un actor importante en la transición posterior a la crisis. Con el apoyo del programa EEPCT ha sido pionero en la creación de alianzas efectivas con otros organismos importantes, como Save the Children en la iniciativa de grupos temáticos, y los aliados de la Iniciativa para la Vía Rápida (FTI por sus siglas en inglés) en la transición después de la crisis. Habilitar la UNICEF para que mantenga su función de liderazgo exigirá un acceso continuo a los fondos operativos para las estrategias de respuesta de emergencia de eficacia probada. Los fondos también serán necesarios para que UNICEF siga desempeñando el papel de "proveedor de fondos de último recurso" cuando otros mecanismos de financiación, tales como los llamamientos urgentes y consolidados, no den un carácter suficientemente prioritario al sector educativo.

RECOMENDACIÓN: UNICEF debería posicionarse como un aliado eficaz en la supervisión o la ejecución en los países afectados por crisis, de tal modo que pueda ayudar a asegurar que estos países tengan el mejor acceso posible al nuevo fondo consolidado de la FTI.

Al posicionarse para el futuro, UNICEF podría aprovechar las lecciones aprendidas de las iniciativas de Liberia y Zimbabwe (que no corresponden a la FTI), y los demás países donde está desempeñando esta función con fondos de la FTI. Esto requerirá también un apoyo continuo para la elaboración de planes nacionales provisionales que darían a los países en situaciones de emergencia y en transiciones

posteriores a las crisis mayor acceso a los recursos que la FTI puede movilizar a nivel nacional, a nivel bilateral y por medio del fondo consolidado de la FTI.

RÉSUMÉ ANALYTIQUE

Vue d'ensemble

L'éducation est un droit fondamental pour les enfants. On estime néanmoins que 72 millions d'enfants ne vont toujours pas à l'école, dont 54 % de filles[27]. Le programme de l'UNICEF Éducation dans les urgences et la transition d'après-crise (EEPCT) a été lancé en 2006 sous forme d'un partenariat de quatre ans (porté ensuite à 5 ans) entre l'UNICEF et le Gouvernement des Pays-Bas engageant un financement de 201 millions de dollars. Un soutien supplémentaire a été apporté à ce programme par une contribution de 4 millions d'euros de la Commission européenne. Le programme EEPCT a pour but de « mettre l'éducation dans les pays en situation d'urgence et les pays en transition d'après-crise sur une voie de progrès durables vers une éducation de base de qualité pour tous. » Dans cette perspective, le programme se fixe quatre objectifs principaux :

1. Amélioration de la qualité de l'intervention en matière d'éducation dans les pays en situation d'urgence ou de transition d'après-crise;
2. Renforcement de la résilience dans la mise en œuvre des services du secteur de l'éducation dans les situations de crise chronique, de développement bloqué et de situation en voie de détérioration;
3. Augmentation de la contribution du secteur éducatif à l'amélioration de la prédiction, de la prévention et de la préparation aux situations d'urgence causées par les catastrophes naturelles ou les conflits;
4. Mise en place de politiques à base factuelle, de stratégies opérationnelles efficaces et d'instruments financiers adaptés, au bénéfice de l'éducation dans les situations d'urgence et d'après-crise.

L'UNICEF considère que le programme EEPCT est la clé de voûte des ses activités dans le domaine des programmes d'éducation dans les situations de crise humanitaire, d'après-crise et de transition. Les fonds du programme EEPCT contribuent aux activités d'éducation dans 39 pays et territoires[28] et sont aussi utilisés pour soutenir les projets élaborés au niveau mondial pour l'éducation dans les contextes de crise.

Méthodes

Le but de la présente évaluation de l'état d'avancement du programme est d'identifier et d'évaluer les progrès réalisés vers les objectifs stratégiques définis et de permettre de mener une réflexion systématique qui conduise à apporter des améliorations concrètes au programme. Le programme EEPCT a été examiné au niveau mondial, régional et national au moyen de méthodes quantitatives et qualitatives qui ont permis d'associer une couverture d'ensemble à une analyse approfondie. La collecte des données a inclus un examen de la documentation existante à partir de sources primaires et de sources secondaires, des entretiens avec des informateurs clés, des sondages auprès du personnel et des partenaires, des enquêtes au niveau mondial et une revue des blogues, des auto-évaluations et des visites sur le terrain menées par l'UNICEF, des observations conduites au cours de visites de sites, les résultats de groupes de discussion et d'entretiens. L'évaluation a concerné les 39 pays et territoires mentionnés[29].

La méthodologie utilisée est décrite en détail à l'Annexe 1.

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[27] *Rapport mondial de suivi EPT : Atteindre les marginalisés.*

[28] Le nord et le sud du Soudan sont mentionnés séparément étant donné que l'UNICEF gère des programmes différents dans chacune de ces régions du pays.

[29] Dix d'entre eux n'ont pas pu répondre à la demande du siège de l'UNICEF de procéder à un exercice de cadre logique révisé, un outil essentiel de collecte de données au niveau mondial pour la présente évaluation; il y a donc moins de données fiables dans leur cas que pour les autres 29 pays et territoires, ils sont néanmoins inclus dans l'évaluation.

Résultats de l'évaluation
Conception et gestion du programme

La proposition d'origine définissant le programme était à la fois d'une portée ambitieuse et imprécise dans sa définition des résultats attendus de sa mise en œuvre. La rhétorique visionnaire et le manque de précision de cette proposition ont permis un démarrage rapide des activités, mais le retard pris dans la clarification des détails spécifiques de la proposition a affaibli la cohérence et l'efficacité globale du programme.

Le financement a été mis en place par des voies bien établies à l'UNICEF qui permettent d'assurer le suivi des ressources par donateur individuel et de bien documenter ce flux des fonds. Bien que ce mécanisme permette un suivi des fonds alloués et déboursés en fonction des donateurs et des programmes de pays, il ne se prête pas à une analyse des dépenses par but fixé ou par activité.

L'évaluation a mis en lumière des difficultés liées au mouvement des fonds vers les pays concernés. Ces fonds sont reçus à une date tardive dans l'année budgétaire, ce qui provoque leur répartition précipitée pour pouvoir les utiliser dans les délais de l'année d'attribution. Le processus d'allocation aux pays de ces crédits a été substantiellement amélioré en 2009 et en 2010.

Au sein de l'UNICEF, une communication insuffisante n'a pas permis aux Bureaux de pays de bien comprendre les cibles et les objectifs du programme EEPCT; celui-ci a été plus utilisé pour contribuer aux programmes de pays existants que pour permettre d'atteindre les objectifs qu'il définissait au niveau mondial. L'UNICEF a pris en 2009 des mesures afin de remédier au manque de clarté concernant les objectifs du programme EEPCT au niveau des pays, ce qui a mené à une amélioration de leur compréhension au niveau national.

Les objectifs du programme EEPCT
Les résultats généraux de l'évaluation présentés ci-dessus ont été complétés par un examen du programme en fonction de ses quatre objectifs spécifiques.

L'objectif n° 1 était **l'amélioration de la qualité de l'intervention en matière d'éducation dans les pays en situation d'urgence ou de transition d'après-crise.** Globalement, les fonds du programme EEPCT ont permis à l'UNICEF de travailler d'une manière plus flexible, opportune et réactive avec ses partenaires et les gouvernements et de favoriser ainsi une intervention mieux coordonnée et de meilleure qualité dans le domaine de l'éducation dans les situations d'urgence et les contextes d'après-crise. De plus, la flexibilité du programme EEPCT est conforme aux « Principes pour l'engagement international dans les États fragiles et les situations précaires » du Comité d'aide au développement de l'OCDE qui préconise « agir vite … mais rester engagé assez longtemps pour avoir des chances de réussite. » Le financement du programme EEPCT est particulièrement bien adapté au soutien financier de certains éléments du système éducatif dans des situations où son financement a un caractère imprévisible et où la coordination de l'action des différents acteurs – y compris des donateurs – est faible.

Pratiquement tous les 39 pays et territoires bénéficiant du financement du programme EEPCT sont impliqués dans des initiatives « Écoles amies des enfants »[30]. Résumé brièvement, les écoles amies des enfants sont le produit d'une approche fondée sur les droits de l'enfant qui vise à la création d'un environnement éducatif qui motive les enfants encadrés par un personnel amical et accueillant. L'étendue de la couverture réalisée par cette initiative est une indication du degré auquel le concept a permis d'apporter une mesure de cohérence aux efforts faits par l'UNICEF pour modifier les conditions et la qualité de l'éducation dans tous les pays. En dépit de cela, l'ampleur de sa mise en œuvre et la manière dont elle a été réalisée ont varié de manière substantielle et il semble exister une confusion dans les rapports entre le nombre d'écoles amies des enfants et le nombre d'écoles qui, tout en ne pouvant pas être classées par elles-mêmes dans cette catégorie, ont été impliquées dans des initiatives Écoles amies des enfants.

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[30] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission.*

L'objectif n° 2 était **le renforcement dans la résilience de la mise en œuvre des services du secteur de l'éducation**. La résilience est un concept clé dans la reconstruction d'après-crise. La résilience est définie comme la « capacité d'un système d'absorber des perturbations, de subir des changements tout en conservant essentiellement les mêmes fonctions, la même structure, la même identité et les mêmes mécanismes rétroactifs[31]. » Cependant, le concept de résilience n'est pas parfaitement appréhendé au niveau opérationnel; cette confusion affaiblit la cohérence et l'efficacité des efforts accomplis pour mettre en place des systèmes d'éducation résilients.

Au niveau international comme au niveau des pays, le soutien que le programme EEPCT apporte au système de Groupe sectoriel (*cluster*) Éducation renforce la coordination et la cohérence comme éléments clés de l'organisation des services éducatifs dans les situations d'urgence et de transition d'après-crise. Dans tous ces contextes, l'organisation de sous-groupes sectoriels, de tables rondes et d'autres plateformes de coordination permettent de renforcer la résilience. Dans neuf des pays qui ont fait l'objet d'un examen[32], les Programmes d'éducation accélérée ont permis à des enfants ayant dépassé l'âge normal de reprendre ou de terminer leurs études; cet outil a été jugé comme un moyen efficace et effectif de renforcer la résilience et dont l'utilisation peut être généralisée à grande échelle.

Les résultats l'évaluation soulèvent néanmoins des interrogations sur la pertinence et la durabilité des programmes « Apprendre le long des frontières » (LAB4LAB) en Afrique de l'Ouest. Ces programmes visent à fournir à tous les enfants, y compris ceux des populations réfugiées et déplacées des zones frontalières de pays ravagés par des guerres comme la Côte d'Ivoire, le Libéria, et la Sierra Leone, un accès à l'éducation. Les questions soulevées concernent les coûts de maintien et d'entretien, le soutien programmatique, l'engagement à long terme de l'UNICEF et les perspectives concernant les capacités de la communauté à apporter un soutien à long terme à ces écoles. Une école a ouvert ses portes au Libéria et cinq sont encore en construction en Côte d'Ivoire, mais elles ne sont pas liées à un programme régional transfrontalier comme il l'était prévu.

L'objectif n° 3 était **l'augmentation de la contribution du secteur éducatif à l'amélioration de la prédiction, de la prévention et de la préparation aux situations d'urgence causées par les catastrophes naturelles ou les conflits.** Cet objectif aide les pays à mettre en place le cadre d'action de Hyogo[33]. Les exemples traditionnels de réduction des risques de catastrophe concernent souvent les catastrophes naturelles. Le programme EEPCT, lui, va au-delà de cette perspective en tenant compte des pays en situation d'après-conflit qui restent exposés à une reprise des hostilités des années après la fin d'un conflit.

Des progrès vers les cibles de l'objectif 3 sont en train d'être réalisés dans la majorité des 29 pays concernés par le programme EEPCT qui ont fait l'objet de l'évaluation en utilisant un cadre logique révisé[34]. Un certain nombre d'initiatives politiques prometteuses et d'exemples de bonnes pratiques a également vu le jour, cependant les résultats de ces actions ne font pas l'objet d'un suivi. Dans un certain nombre des pays soumis à une étude de cas, des mesures destinées à améliorer la sécurité des écoles et des enfants ont été identifiées comme apportant une contribution importante à la réduction des risques; néanmoins, les évaluations des projets de construction d'école menées dans le cadre de ces études de cas de pays ont conclu qu'un important pourcentage des éléments concernant la sécurité des enfants y reste absent.

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[31] *Resilience Alliance*, Glossaire.

[32] Certains pays mentionnent les Programmes d'éducation accélérée au titre de l'objectif 1, d'autres au titre de l'objectif 2; quel que soit son placement dans le cadre logique, ce programme s'est révélé être une des interventions les plus prometteuses et les plus susceptibles de se prêter à une transposition à grand échelle de toutes celles qui sont soutenues par le programme EEPCT.

[33] Le titre complet du cadre d'action de Hyogo pour 2005-20015 est : « Pour des nations et des collectivités résilientes face aux catastrophes. Renforcer la résilience aux catastrophes des pays et des communautés ». Ce cadre a été adopté à la Conférence mondiale sur la prévention des catastrophes organisée en janvier 2005 à Kobe-Hyogo au Japon.

[34] 29 des 39 pays et territoires recevant un financement du programme EEPCT ont répondu à la demande du siège de l'UNICEF de procéder à un exercice de cadre logique révisé, un outil de collecte de données au niveau mondial essentiel pour la présente évaluation.

L'objectif n° 4 concernait **la mise en place de politiques à base factuelle, de stratégies opérationnelles efficaces et d'instruments financiers adaptés.** La réalisation de l'objectif 4 peut permettre à un pays d'émerger d'une situation d'urgence ou de transition d'après-crise et d'entamer le chemin vers un développement à long terme par une association de politiques à base factuelle, de développement systémique, de recherches et d'analyse et de modalités de financement adaptées[35].

Les études de cas par pays ont constaté une mise en œuvre inégale des bonnes pratiques de programme (évaluation de la situation initiale, suivi et évaluation et mise en place de mécanismes rétroactifs permettant de tirer des enseignements de la mise en œuvre du programme). Bien que des Systèmes d'information sur la gestion des établissements d'enseignement (EMIS) existent, les données recueillies restent de médiocre qualité. Des progrès limités ont également été notés en ce qui concerne la mise en place d'instruments financiers innovants et adaptés. Seuls quelques rares exemples ont pu être identifiés au cours de la présente évaluation (*Liberia Pooled Fund, Zimbabwe Education Transition Fund*).

Ce fonds libérien est apparu comme l'exemple le plus solide de « mécanisme financier adapté »; bien que l'efficacité de sa gestion et la pertinence des communications concernant ses résultats fassent l'objet de réserves, sa création représente un important pas en avant dans l'expérimentation d'une approche nouvelle d'un problème qui a donné lieu au cours des cinq dernières années à la production d'un nombre d'idées et de documents considérable, mais à peu d'initiatives pratiques.

Questions transversales

Approche axée sur les droits fondamentaux : dans les situations d'urgence, la nécessité d'agir rapidement pour répondre aux besoins les plus vitaux entrave souvent la participation de l'enfant et de la communauté. L'UNICEF a fait des efforts considérables pour mieux garantir les droits de l'enfant, pour intégrer la participation dans ses interventions d'urgence en mettant en place une formation qui inclut les droits de l'enfant et leur intégration dans le langage des programmes. Dans les six pays ayant fait l'objet d'une étude de cas, les programmes EEPCT n'affichaient pas une forte participation des enfants.

Sexospécificité (*gender*) : bien que la question de la sexospécificité soit perçue comme un problème transversal dans les programmes EEPCT, son intégration dans les programmes d'éducation est inégale. En Côte d'Ivoire, l'UNICEF s'est associé au gouvernement dans le cadre du Plan *stratégique pour l'éducation des filles*; en Colombie en revanche il n'existe aucun programme prenant en compte la dimension de la sexospécificité et l'UNICEF lui-même estime que c'est un domaine où des progrès sont à réaliser. En Angola, la sexospécificité est un élément central de tous les programmes, mais les évaluateurs ont détecté un écart entre sa présence dans la conception des programmes et ses effets réels dans la vie quotidienne au sein des écoles. Plusieurs études de cas ont constaté que les écoles ne disposaient pas systématiquement de latrines séparées pour les deux sexes ou de serrures sur les portes de ces latrines – deux éléments du programme Écoles amies des enfants qui ont une influence directe sur la mise en place d'écoles accueillantes et sécurisées au bénéfice des filles.

Sensibilisation aux conflits et à la fragilité : sur les 29 pays qui ont pu fournir des réponses quantitatives pour le cadre logique révisé, 26 peuvent être définis comme fragiles à des degrés divers; cependant, les pays concernés ont adopté différentes approches de ce thème transversal suivant la nature de leur fragilité propre. Sur les 26 pays classés comme fragiles, 11 ont mis en œuvre des programmes de réduction et de gestion des risques de conflit (éducation à la paix, écoles du programme « Apprendre le long des frontières » [LAB4LAB], programmes de développement des talents créatifs ou sportifs [*Talent Academies*], écoles de zones de paix et soutien psychosocial). Dix-sept pays font également état d'activités ciblant les parents/la communauté. Parmi les pays qui ont fait l'objet d'une étude de cas, le Libéria présente le meilleur exemple de programme de pays doté d'une « approche sensibilisée aux conflits », la préservation de la paix constitue un thème clé sous-tendant un grand nombre de ses programmes d'éducation.

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[35] *2009 Progress Report to the Government of the Netherlands and the European Commission.*

Suivi et documentation : le manque de systèmes et de capacités de suivi et évaluation adéquats est apparu comme un des plus gros obstacles aux programmes EEPCT, quels que soient les pays et les périodes de mise en œuvre; ceci a entravé la collecte et l'analyse de données qualitatives et empêché une documentation fiable des résultats sur les objectifs 1 et 2. Une meilleure documentation a été obtenue pour les indicateurs des objectifs 3 et 4, qui étaient de nature qualitative et plus simples à documenter.

Bilan global en fonction des critères CAD-OCDE
Quatre des critères du Comité d'aide au développement de l'OCDE (pertinence/caractère approprié, efficacité, efficience et cohérence/coordination) ont été employés dans la présente évaluation, ils ont été complétés par deux critères supplémentaires (impact et viabilité [durabilité])[36].

Pertinence/caractère approprié : la distribution des fonds des programmes EEPCT suggère que l'UNICEF a ciblé les contextes pertinents. Les pays qui ont reçu la plus grande partie de ces crédits étaient des pays en situation de transition ou en situation de crise chronique ou de crise en voie d'aggravation. Ces pays souffrent d'un manque de ressources dans la période de transition de l'intervention humanitaire à celle de l'aide au développement et le financement du programme EEPCT contribue à combler cette lacune. De plus, les fonds du programme EEPCT ont aidé à intervenir dans les pays ayant les plus grands besoins et permis de traiter des questions reflétant largement les besoins au niveau local.

Efficacité : dans de nombreux cas, il a seulement été possible d'observer des activités et d'examiner les produits du programme; il est en effet trop tôt pour pouvoir évaluer l'efficacité au niveau d'un pays de nombreuses interventions. Néanmoins, comme l'indiquent les résultats concernant l'objectif 1, les crédits du programme EEPCT ont permis à l'UNICEF de travailler d'une manière plus flexible, opportune et réactive avec ses partenaires et les gouvernements et de favoriser une intervention mieux coordonnée et de meilleure qualité dans le domaine de l'éducation. De plus, il semble que des contributions efficaces ont été apportées à l'objectif 2 concernant la résilience, au moins dans le domaine des Programmes d'éducation accélérée, l'activité qui bénéficie le plus souvent de ce soutien. La poursuite et le succès des activités de réduction des risques de catastrophe (DDR) de l'objectif 3 manifestent également un important potentiel d'efficacité qui peut être concrétisé si l'appropriation et l'engagement sont assurés au niveau local par un travail suivi.

Efficience : un grand nombre des interventions examinées au cours de la présente évaluation n'ont toujours pas fourni de produits notables ou ont fourni des produits qui n'ont pas été notés de manière systématique par les méthodes d'examen utilisées. Il apparaît néanmoins que le plus grand défi auquel fait face l'usage efficient des ressources apportées par le programme EEPCT a été le retard pris par leur décaissement au cours des deux premières années de mise en œuvre. Les mesures administratives récemment appliquées, comme l'amélioration de la communication et la réaffectation des crédits non utilisés, ont eu des effets très positifs sur le rythme d'engagement des dépenses.

Cohérence et Coordination : la cohérence du programme EEPCT a été limitée par des communications internes inadéquates sur ses objectifs et ses visées stratégiques, plus particulièrement au cours des deux premières années de sa mise en œuvre. Les résultats de l'évaluation mettent également en lumière des progrès importants dans le domaine de la coordination réalisés grâce au système de groupe catégoriel qui permet d'obtenir une plus grande cohérence, une meilleure efficacité et une efficience améliorée au niveau d'un pays dans la collaboration entre partenaires opérationnels et autorités gouvernementales.

Viabilité (durabilité) : la force du programme EEPCT réside dans le fait que le passage d'une intervention suscitée par les besoins à des programmes stratégiques y est inhérente, ce qui permet à l'UNICEF de jouer un rôle plus actif dans cette phase de transition. Dans ce contexte, l'UNICEF a entrepris d'importants efforts pour intégrer la durabilité dans ses programmes aux niveaux mondial,

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[36] L'analyse de ces deux critères de l'OCDE s'est concentrée sur l'identification des tendances et des approches stratégiques concernant la mise en place d'alliances, le renforcement des capacités nationales et la promotion d'investissements à une échelle élargie.

national et local. Cependant, les activités de réduction des risques de catastrophe (DDR), qui ont permis de mettre en place efficacement des capacités au niveau central des autorités gouvernementales, ne font pas l'objet d'une compréhension et d'une appropriation très large au niveau des écoles et des communautés.

Développement des capacités et mise en place de partenariats par l'UNICEF
Siège de l'UNICEF : le programme EEPCT a fourni plus de 17 millions de dollars aux différentes divisions du Siège de l'UNICEF (New York, Genève et Copenhague) et leur a permis de mettre en œuvre des programmes en améliorant de manière active leur visibilité et leur communication, leurs activités de suivi et d'évaluation, leur production de connaissances et leur gestion des approvisionnements. Ces crédits ont nettement renforcé les capacités de plusieurs départements de traiter de manière efficace les questions d'éducation pertinentes, entre autres la Division de la communication, les sections Relèvement et réduction des risques, Développement de la petite enfance et la Division des approvisionnements. Les effectifs de la section Éducation sont cependant restés trop restreints pour pouvoir diriger de manière efficace le programme EEPCT.

Bureaux régionaux de l'UNICEF (BR) : les Bureaux régionaux ont reçu une aide substantielle[37] pour leur permettre de jouer un rôle de direction dans le domaine de la gestion des connaissances, du contrôle de la qualité, du renforcement des préparatifs et des capacités d'intervention, de la mobilisation des ressources financières, de la communication et du plaidoyer. Les administrateurs régionaux responsables du secteur éducation ont en particulier joué un rôle vital dans la promotion de nouvelles activités de formation, de renforcement des capacités et dans des initiatives programmatiques qui n'auraient autrement pas vu le jour. La présente évaluation a cependant mis à jour un manque de continuité dans le soutien technique aux programmes de pays qui a contribué à la qualité inégale des programmes et de la documentation à base factuelle.

Partenariats de niveau mondial : l'UNICEF a apporté 7 millions de dollars à des partenariats perçus comme importants dans le domaine de l'éducation dans les situations d'urgence, dont ceux constitués par le Groupe catégoriel Éducation, le Réseau interinstitutionnel pour l'éducation dans les situations d'urgence (INEE) et la Stratégie internationale de prévention des catastrophes (SIPC). Un certain nombre de ces initiatives de partenariat soutenues par le programme EEPCT ont en retour permis d'améliorer substantiellement la coordination du secteur de l'éducation et les enseignements tirés des programmes au niveau mondial, régional et national.

Conclusions

En tant que fonds, le programme EEPCT a contribué au travail de l'UNICEF dans le domaine de l'éducation en situation d'urgence ainsi qu'à des succès notables obtenus au niveau mondial, régional et national. Le Programme EEPCT a par conséquent permis à l'UNICEF de se positionner comme partenaire principal dans le domaine du soutien à l'éducation en situation d'urgence et comme acteur important dans les situations de transition d'après-crise; par contre en tant que programme, son impact a été limité par un manque de clarté concernant son identité, sa visée et ses objectifs.

Recommandations

RECOMMANDATION : l'affectation actuelle des crédits EEPCT devra être revue au regard des dépenses engagées et des rythmes de mise en œuvre projetés des activités, et remaniée pour assurer une utilisation optimale des fonds restants.

Un examen urgent doit être engagé afin de s'assurer que l'affectation actuelle des crédits permettra d'obtenir une utilisation optimale de ces fonds, et là où c'est nécessaire, de modifier l'affectation des fonds en s'inspirant de la manière dont cela a été fait en 2009. Certains de ces crédits réaffectés pourront être redéployés pour financer immédiatement les activités suggérées dans les recommandations

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[37] À la date de septembre 2010, ils avaient reçu un total de 12 555 162 dollars dont ils avaient engagé 52 %.

présentées ci-dessous, assurant que l'UNICEF soit dans la meilleure position possible pour mobiliser et gérer les ressources nécessaires.

RECOMMANDATION : le système de suivi et de documentation de l'éducation utilisé par l'UNICEF doit être réexaminé afin qu'il puisse intégrer un nombre gérable d'indicateurs pertinents.

Le système de suivi et de documentation ne fonctionne plus. Pour le réparer, il faudra impliquer les acteurs nationaux et régionaux et ceux du Siège de l'UNICEF dans la tâche indispensable d'identification collective d'un ensemble d'indicateurs qui devra faire l'objet d'un consensus et qui être adapté aux réalités du terrain, tout en permettant de compiler des résultats au niveau mondial.

RECOMMANDATION : des arrangements souples doivent être mis en place pour permettre une analyse « allégée », mais rigoureuse, des propositions de programme qui assure que les exigences minimales nécessaires au suivi sont respectées.

Peu de programmes examinés dans les six pays ayant fait l'objet d'une étude de cas comprenaient une analyse de situation initiale, des éléments de référence, des critères de suivi relatifs aux produits attendus ou d'autres bonnes pratiques de programme. Les capacités destinées à assurer de manière fiable le suivi des progrès du programme sont également insuffisantes. Il sera important pour pouvoir avancer de constamment s'assurer par un processus d'évaluation par les pairs que les personnels concernés au niveau national, régional et mondial suivent les mêmes procédures.

RECOMMANDATION : la section Éducation devra lancer une initiative de renforcement des capacités pour assurer que le personnel du système éducatif du pays soit familiarisé avec les normes, les directives et les enseignements tirés de la mise en œuvre des programmes qui ont été développés au niveau international.

L'UNICEF devra également se lancer avec rigueur dans une initiative destinée à assurer qu'au niveau d'un pays son personnel éducatif soit familiarisé avec les normes, les directives et les enseignements tirés de la mise en œuvre des programmes qui ont été développés au niveau international.

RECOMMANDATION : l'UNICEF devra procéder de manière urgente à un examen de sa participation dans des activités de construction, particulièrement dans les pays en situation de transition d'après-crise où une certaine implication dans ces activités est probablement inévitable.

Cet examen devra débuter par l'identification des meilleures pratiques, la promotion du soutien et des directives du Siège concernant l'établissement de services de construction au sein des Bureaux de pays[38]; il faut cependant noter que mécanismes de contrôle améliorés, personnel technique et directives appropriées font défaut. Il est également nécessaire d'améliorer au niveau du pays les systèmes de gestion, de suivi et de documentation concernés.

RECOMMANDATION : la communication de l'UNICEF devra permettre de fournir une documentation plus critique et plus précise des résultats ainsi que des analyses sur les obstacles rencontrés par la mise en œuvre des programmes et les résultats qu'ils obtiennent.

La communication externe de l'UNICEF ne traduit pas les défis auxquels font face les équipes de pays dans la mise en œuvre des programmes d'éducation dans les situations d'urgence, les périodes de transition et le contexte d'États fragiles. Les rapports provenant des donateurs pour leur part analysent les activités des programmes, mais ne fournissent pas assez d'éléments d'information sur les résultats de ces activités. Les contraintes de mise en œuvre sont généralement négligées et les chiffres obtenus sur le nombre de bénéficiaires directs et indirects ne sont pas différenciés.

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[38] *Session Questions & Réponses avec Carlos Vasquez sur le sujet de la construction, Réunion sur l'éducation pour l'Asie du Sud, 2010.*

RECOMMANDATION : l'UNICEF devra mieux définir et mettre en œuvre sur le plan opérationnel le concept de résilience du système éducatif et repenser en conséquence son approche du renforcement de cette résilience.

Étant donné son importance pour le programme EEPCT, le concept de résilience mérite la commande d'une étude sur la littérature existante concernant le sujet, suivie d'un processus de consultation approfondi au sein de l'UNICEF et à l'extérieur de l'organisation qui permette de définir un certain consensus autour d'une définition pratique.

RECOMMANDATION : l'inclusion de la réduction des risques de catastrophe (DDR) dans les activités d'éducation de base de l'UNICEF doit être consolidée et soutenue par le partage de l'information et les activités de plaidoyer.

Le succès que l'UNICEF a obtenu, avec l'aide des fonds provenant du programme EEPCT, dans l'institutionnalisation de la réduction des risques de catastrophe au sein de ses activités centrales dans le domaine de l'éducation représente une importante évolution programmatique. De nouveaux progrès pourraient être obtenus par une initiative destinée à diffuser les messages clés et les enseignements tirés de la mise en œuvre sous une forme qui les rende accessibles au niveau local et communautaire, cette initiative pourrait être appuyée par des projets-pilotes faisant l'objet d'un suivi soigneux et destinés à transmettre ces messages au niveau des écoles et des communautés.

RECOMMANDATION : pour le reste des années de financement assuré par le programme EEPCT, l'UNICEF devra consacrer ses efforts à la consolidation des gains obtenus et à l'identification d'objectifs qui assureront le plus fort impact à l'utilisation de ces crédits.

Les progrès importants réalisés au niveau international (Groupe sectoriel Éducation, Réseau interinstitutionnel pour l'éducation dans les situations d'urgence) et à celui des pays (Espaces d'enseignement temporaires, Programmes d'éducation accélérée) grâce au soutien du programme EEPCT doivent être consolidés et élargis. Peaufiner ces pratiques prometteuses et les positionner pour les généraliser à grande échelle est une priorité pour la période restante d'existence du programme EEPCT.

RECOMMANDATION : l'UNICEF devra mettre au point une approche plus flexible de l'initiative Écoles amies des enfants dans les contextes de situation d'urgence et de transition d'après-crise afin de contribuer à atteindre l'objectif qu'elle s'est fixé d'impulser des changements dans les écoles et les systèmes éducatifs.

En se fondant sur les manuels relatifs à l'initiative Écoles amies des enfants et à l'éducation en situation d'urgence, cette approche devra définir des options plus claires et fournir des directives plus précises afin d'améliorer la qualité de la prise de décision et de la mise en œuvre des projets. Le but principal devrait être moins de créer des écoles modèles que de faire intégrer les normes indispensables dans la politique ordinaire de l'éducation.

RECOMMANDATION : l'UNICEF devra mettre au point une approche plus systématique de la gestion de l'innovation et des enseignements tirés de l'expérience, aussi bien pour la période restante du programme EEPCT que pour renforcer l'innovation à l'avenir.

Une partie des ressources restantes devrait être utilisée pour consolider les enseignements tirés des nouvelles initiatives et des « initiatives innovantes » afin de fournir une base solide aux activités futures. Ce processus pourra être amorcé par l'examen des deux initiatives africaines existantes, « Apprendre le long des frontières » (LAB4LAB) et celle des programmes de développement des talents créatifs ou sportifs (*Talent Academies*), qui serait suivi de la mise en place d'une approche plus systématique de l'innovation, une approche qui reconnaisse que l'innovation exige une planification considérable, un soutien substantiel, un suivi rigoureux et le temps nécessaire.

RECOMMANDATION : l'UNICEF devra lancer un débat avec ses partenaires potentiels concernant la mise sur pied d'un programme susceptible de prendre le relais du programme EEPCT et qui ait pour objectif de permettre à l'UNICEF de jouer un rôle de partenaire principal dans les interventions concernant le domaine de l'éducation en situation d'urgence ainsi que de renforcer son rôle dans les situations de transition d'après-crise.

L'UNICEF s'est fait une place de partenaire de premier plan dans le domaine du soutien aux activités d'éducation en situation d'urgence et d'acteur important dans les situations de transition d'après-crise. Grâce à la contribution du programme EEPCT, l'UNICEF a été un pionnier des initiatives de partenariat efficaces organisées dans les contextes de transition d'après-crise en liaison avec les autres grandes agences internationales, comme *Save the Children* avec laquelle il est associé dans le Groupe sectoriel Éducation ou avec ses partenaires de l'Initiative pour l'accélération de l'Éducation pour tous (EFA-FTI). Permettre à l'UNICEF de continuer à jouer ce rôle de premier plan exigera que l'organisation continue à avoir accès à des crédits opérationnels pour financer des stratégies d'intervention dans les situations d'urgence qui ont fait leurs preuves. Des fonds seront également requis pour permettre à l'UNICEF de jouer le rôle de « bailleur de fonds de dernière instance » quand les autres mécanismes de financement comme les procédures d'appel éclair et d'appel global n'accordent pas une priorité suffisante au secteur de l'éducation.

RECOMMANDATION : l'UNICEF devra se mettre en position de jouer un rôle de partenaire efficace dans les activités de contrôle et de mise en œuvre menées dans les pays touchés par une crise, pouvant ainsi aider à assurer que ces pays obtiennent l'accès le plus facilement possible au nouveau fonds consolidé consacré à l'Initiative pour l'accélération de l'Éducation pour tous (EFA-FTI).

En se positionnant dans une perspective d'avenir, l'UNICEF pourrait profiter des enseignements tirés de son expérience des initiatives lancées au Libéria et au Zimbabwe (hors cadre EFA-FTI) ainsi que des autres pays où l'organisation joue ce rôle en distribuant les fonds EFA-FTI. Ceci impliquerait de continuer à soutenir la mise au point de plans nationaux intérimaires qui donneraient aux pays en situation d'urgence et aux pays en transition d'après-crise un meilleur accès aux fonds mobilisés par le programme EFA-FTI, que ce soit sur le plan national, bilatéralement ou par le mécanisme de son fonds consolidé.

1.0 OVERVIEW

Education is a fundamental right for children; but although 192 countries have ratified the Convention on the Rights of the Child (CRC), it is estimated that 72 million children remain out of school, 54% of whom are girls.[39] More than half (37 million) live in conflict-affected fragile states (CAFS),[40] although the CAFS are home to only 13% of the world's population.[41] The millions of out-of-school children represent a significant challenge to the achievement of the education-focused Millennium Development Goals (MDGs) as well as the six Education for All (EFA) goals. The challenge has been compounded by the recent global financial crisis.

While education is essential to the development of all children, it is particularly important in countries that are experiencing, or recovering from, conflict. As Graça Machel noted in her landmark study on children in conflict, schooling represents a state of normalcy for children that can help children develop their cognitive, physical and psychosocial health.[42] However, promoting normalcy for children in countries affected by armed conflict has proven difficult. New drivers of conflict are evolving, including climate change, population pressures and renewed violence in post-conflict contexts. Respect for humanitarian principles and "humanitarian space" has increasingly come under attack. These threats have serious implications for children's education in conflict-affected countries. Often, humanitarian assistance must be provided in one location while peace-building, youth employment and other development efforts take place in other parts of the same country.

At the same time, the number of natural disasters world-wide is increasing. Over the past two decades, the number of recorded natural disasters has doubled from about 200 to over 400 per year.[43] In 2009 alone, UNICEF's humanitarian and recovery activities involved more than 230 different emergencies in more than 90 countries. Climate-related disasters, including storms, floods, landslides, drought and others, accounted for 85 emergency responses.[44]

The impact of natural disasters is greatest amongst the poor. Climate change, combined with under development, environmental degradation and urbanization, has become one of the most pernicious drivers of disaster risk. Already resource-constrained governments that struggle to meet urgent challenges posed by large-scale floods and mudslides or droughts and famines are often forced to cut back on service provision, including education. Poverty and crisis also call for different economic strategies at the household level, including having to limit children's attendance in school. In recent years, education has become a key entry point for child-focused DRR and prevention programmes, and humanitarian organizations have begun to prioritize emergency education.

Education in Emergencies and Post-Crisis Transition (EEPCT) Programme
UNICEF's Education in Emergencies Post-Crisis Transition (EEPCT) programme began in 2006 as a four-year (later extended to a five-year) partnership between UNICEF and the Government of the Netherlands, which provided US $201 million. Additional support was provided through a contribution of €4 million from the European Commission (EC). The EEPCT programme aims to "put education in emergency and post-crisis transition countries on a viable path of sustainable progress toward quality basic education for all." It seeks to accomplish this through four principle goals:

1. Improved quality of education response in emergencies and post-crisis transition countries;

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[39] *EFA monitoring report: Reaching the marginalized.*

[40] *Last in line, last in school: How donors can support education for children affected by conflict and emergencies* (Save the Children, London, 2008).

[41] Ibid.

[42] Machel, G., *Promotion and protection of the rights of children: impact of armed conflict on children* (UNGA, 1996)

[43] *Natural Disasters, Conflict and Human Rights: Tracing the Connections (*Brookings Institute/University of Bern, 2010).

[44] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission.*

2. Increased resilience of education sector service delivery in chronic crises, arrested development and deteriorating contexts;

3. Increased education sector contributions to better prediction, prevention and preparedness for emergencies due to natural disaster and conflict; and

4. Evidence-based policies, efficient operational strategies and fit-for-purpose financing instruments for education in emergencies and post-crisis situations.

UNICEF sees the EEPCT programme as the "centrepiece" of its education programme activities in humanitarian crises, post-crisis and transition situations. EEPCT funds support UNICEF education programming in 39 countries and territories,[45] and are also used to advance the global agenda for education in crisis-affected contexts. Globally, these funds support the Inter-Agency Standing Committee (IASC) Education Cluster and the Inter-Agency Network for Education in Emergencies (INEE). They are used to promote capacity building and partnerships at the regional level, as well as to support education clusters, knowledge sharing and capacity building on the country level.

This progress evaluation builds upon a Programme Review and Evaluability Study (PRES) of the EEPCT programme, which was independently conducted between October 2009 and February 2010. The PRES represented the first stage of a phased approach to evaluation of EEPCT, with initial review of the programme's design and implementation.

2.0 METHODOLOGY[46]

The purpose of this progress evaluation was to gauge the progress of the EEPCT programme to date and draw lessons and recommendations on how the programme may strengthen its efforts. Building on the earlier study mentioned above (PRES), it seeks to achieve four inter-related objectives:

- Taking stock of the first three years of implementation to determine the EEPCT programme's relevance/appropriateness, effectiveness, efficiency, coherence/coordination and, to the degree measurable, its impact and sustainability so far in relation to its objectives;
- Evaluating the processes set in motion by the programme, so as to critically examine the extent to which it adds value to education in general, and to its provision in emergencies and post-crisis transitions; and to assess UNICEF's specific contribution to the programme;
- Gathering relevant and applicable lessons learned on education interventions in emergencies, transition and fragility-affected contexts; and
- Providing recommendations to improve future programming.

The EEPCT programme was examined at global, regional and country levels. At the global level, the focus was on coordination oversight, management, capacity development and partnership. The regional focus was planning, capacity building and technical support functions. At country level, the evaluation focused on programme implementation, monitoring, reporting and outcomes in the context of the four EEPCT goal areas, as well as the application of EEPCT global objectives in the six case-study countries. The evaluation drew on both quantitative and qualitative methods, and used triangulation – that is to say, the use of three or more methods to validate a set of results.

Data collection included document reviews, interviews with key informants, surveys, field visits and beneficiary focus groups, and participatory ranking exercises. The information, collected in each instance according to the programming priorities of EEPCT, was used to identify and link results in terms of EEPCT approaches, processes and outputs.

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[45] Northern and Southern Sudan are listed separately as UNICEF manages separate programmes in each area of Sudan.

[46] The methodology is described briefly here, and in more detail in Annex I. See also the PREV's Inception Report for a thorough account of the evaluation's methodology.

- *Primary and Secondary Literature Review:* In the course of the evaluation, the team reviewed over 275 reports, surveys, assessments and other documents, from government documents to publications produced by local and international non-governmental organizations (NGOs) to academic literature.

- *UNICEF Self-Assessments and Revised Logframe:* The Evaluation Office asked Country Offices for self-assessments.[47] COs were asked to describe the local context and the specific aims and objectives that had been established for EEPCT, the extent to which these were being achieved, and the reasons why they were not. Of the 39 EEPCT-funded Country Offices (COs), only 13 responded. UNICEF Education Section and Evaluation Office requested all EEPCT funded countries-territories to use this Revised Logframe to report on the results of their respective country education programmes. The Education Section provided guidance notes to assist COs with this request. 29 of 39 countries submitted responses to this Revised Logframe.[48]

- *Key Informant and Stakeholder Interviews:* Interviews were conducted with relevant UNICEF staff, government officials, Non-Governmental Organization (NGO) staff and other key stakeholders. A total of 321 interviews were completed: 83 global-level interviews and 238 case-study interviews (see Annex V for detailed tables regarding key stakeholder interviews).

- *Staff and Partner Surveys:* The PRES employed a web-based survey through which 153 individuals offered their perspective on EEPCT progress and achievements. This yielded important findings, but UNICEF's Education Section raised questions about the validity of responses garnered in this manner. The evaluation therefore worked with the Education Section to identify 50 headquarters, regional and country level staff who were directly involved with the EEPCT programme. The evaluation team then followed up on these surveys with phone interviews and email exchanges to "dig deeper" into staff responses. A similar survey was developed for use with 21 Senior Emergency Education Specialists in partner organizations, but it was found that very few emergency education practitioners knew about the EEPCT programme, and the exercise was limited to 12 Senior Education Officers with a "working knowledge" of EEPCT.

- *Resilience Blog:* A "resilient education system" was amongst the least understood concepts regarding the EEPCT. The evaluation therefore collaborated with INEE to launch a web-site blog discussion on a case definition and indicators for a "resilient education system." The responses were compared with data on resilient education systems collected from some 112 children, youth, parents and teachers in the six case-study countries.

- *Field Visit:* UNICEF selected six countries as sites for case studies,[49] with eight weeks allowed per country. The research teams employed standardized surveys and checklists to document programme implementation. Participatory ranking exercises and focus group discussions (FGDs) were used to examine programme outcomes.

UNICEF indentified nine separate contexts for countries where it is active. The PREV examined countries within each of these contexts through the methods detailed above. The case-study countries were selected from six of the nine total contexts (see Table 1). Country programmes can of course be in more than one context (so the number of country contexts is greater than the number of countries examined).

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[47] UNICEF EO developed, disseminated and collected the Self Assessments. The six countries participating in the PREV case studies were required to complete the exercise; the self-assessment was option for the remaining 33 countries. The evaluation team was unable to determine why there was a low response rate, except to say it does not appear to be related to specific contexts such as emergency or fragile contexts. Three non compliant countries reported the absence (home leave) of Senior Education Officers.

[48] No pattern of non-respondent EEPCT funded countries or reasons for non-compliance could be identified.

[49] The numerous criteria UNICEF employed to select these six countries for case study research are outlined the evaluation's terms of reference.

Table 1: Overview of Evaluation Methods by Country Context

Context	Total # of Countries	Revised Logframe	Self Assessment	Case Study
Natural Disaster	10	8	3	2
Chronic Crisis	6	6	2	1
Deteriorating	6	3	-	-
Displacement	3	2	1	-
Contiguous	5	4	2	1
At Risk	5	3	1	-
Early Recovery	2	1	1	1
Post Conflict	1	1	1	1
Transition	6	5	2	2

Two evaluation leaders co-directed the progress evaluation, with support from New York-based support staff (programme officer, finance administrator and statistician, and 26 researchers in the six case study countries. Country case-study evaluations were led by a senior CGCA team leader and included three to six national researchers per country. New York-based staff and co-team leaders provided oversight and support for the country evaluations, and worked to ensure the data collection process was unified and comparable across teams and countries. Weekly country updates and problem solving discussions took place through Skype, e-mails, and other means. To achieve consistent quality across the six case study countries, training was conducted centrally for case-study team leaders, user guides were developed for each data collection tool and a consistent approach was developed for data entry; and there was scheduled data transfer from field sites to Columbia University and a set schedule for feedback and analysis. There was also training for national researchers in each country.

At the same time, there were limitations. No progress evaluation design can adequately control for economic, political or other external events during the life of a project. Explanations are also affected by the national and inter-agency nature of the EEPCT programme and the corresponding lack of a precise overall programme theory, missing variables and unclear implementation steps. The lack of clarity and common understanding of multiple terms within the sector among programme implementers and stakeholders limits a theory based approach to the EEPCT programme itself—and by extension—to this evaluation. This lack of definition consensus is not just a limitation of EEPCT or PREV, but of the sector at large.

As pointed out in the PRES, many country programmes had not established programme baselines or focused on monitoring and reporting beyond basic input-output levels. PREV case study evaluation teams had intended to address some of these concerns through the use of comparisons (programme and non-programme respondents) and retrospective baselines to determine programme outcome related findings. However, two factors worked against this approach. First, while EEPCT is described globally as a distinct or "coherent" programme, it does not operate as such on the country level (a finding in itself). It was not always possible for evaluation teams to identify appropriate comparison groups. A second factor working against the anticipated evidence based evaluation was that many EEPCT funded programmes, including LAB4LABs and Talent Academies in two case-study countries, do not yet have beneficiaries, so that evaluations were limited to reviews of progress through documentary evidence, observational checklists and key-informant interviews. Finally, school closures (some predictable) required alterations in focus and sampling plans. In two countries, security caused delays or changes in fieldwork plans. UNICEF was unable to provide accurate information on which schools had received assistance and which programmes were operating in two countries. Programme outcome data is therefore limited.

Nonetheless, the findings presented here are deemed credible. Where findings are qualified by data limitations, this will be mentioned in the text.

3.0 EVALUATION FINDINGS

3.1 Overview

This section reports on the achievements to date of the EEPCT programme, including intermediate results and the processes set in motion. These results are presented so as to critically reflect UNICEF's value-added and contribution to the field of education in emergencies, post-crisis and transition contexts through EEPCT.

The section begins with the coherence and effectiveness of UNICEF HQ management and oversight of EEPCT. It then examines results achieved for each of the EEPCT programme's designated goals. Given the range of activities that UNICEF attributes to the programme, and with resources to examine only a select number of countries, the scope of goal related findings is geared towards synthesized results and processes as the main level of analysis. Thus, the findings section presents country-level data to illustrate the relevance, effectiveness and coherence of issues inherent to the programme as a whole and does not report on individual interventions in detail.

The evaluation concentrated on the OECD-DAC criteria of relevance, appropriateness, effectiveness, efficiency and coherence/coordination. Impact and sustainability were also reviewed in terms of trends and approaches to strategic alliances and capacity development, rather than as detectable. OECD-DAC analyses are therefore reflected throughout the various findings sections, as well as summarized on a global aggregate at the end.

Goal-related findings are followed by reviews of progress against cross-cutting issues, paying particular attention to how effectively selected issues (gender, rights based programming, child participation, sensitivity to conflict and fragility and monitoring and reporting) have been integrated into programmatic responses. It concludes with findings on capacity development and partnership building, paying particular attention to the EEPCT programme's contribution to the thematic area of education in emergencies and transitions as well as the ability of UNICEF and the international community to deliver a more effective education response to crises.

3.2 Programme Design and Management

Finding One: The EEPCT programme design is both ambitious and imprecise
The original programme proposal was ambitious in scope but imprecise in detailing the programme's expected results.

The EEPCT programme was inspired by a vision of how UNICEF could improve the way it supports education in emergency and post-crisis transition countries. EEPCT's aim was to put education in emergencies and post-crisis transitions on a viable path of sustainable progress toward quality education. This was ambitious, given the number of children out of school in such countries, and given the operational challenges typical in resource poor settings. Interviews with a range of informants suggest that this enthusiastically articulated vision was an important factor in prompting support from the original donor. Interviewees who were asked to identify the "key success factors" behind the programme's initiation reported the "exciting" and "innovative" vision that offered a dynamic way forward.

A second key success factor identified by the PREV team was the position of UNICEF as the only organization with the global reach, country presence and track record of effective engagement in such difficult contexts. The idea of placing significant resources behind a powerful vision to be implemented by an experienced and well placed agency was key in mobilizing support for EEPCT before details, specific outputs and implementation arrangements were thought through. There is a sense in which the programme was itself an experiment in how to best to create sustainable progress on improving the

provision of education in emergencies. Due to this, there was a heavy emphasis on learning, monitoring and evaluation, with the expectation that the programme would be refined in terms of results and indicators as implementation progressed.

A review of the final draft of the programme proposal, dated September 2006, reveals the breadth of this vision. The strongest theme emerging from the executive summary of the programme proposal is captured in the word "innovative", which is used in the opening sentence: "This proposal outlines an innovative programme designed to improve education response and interventions in emergencies and post-crisis transition countries." This vision is repeatedly invoked in the text that follows, which goes on to offer a more limited list of results and indicators for each of the four designated goals that reflect only a small proportion of the activities described.

The ambitious aspirations, and lack of clear alignment between them and the broadly described results, seem to have been driven by a sense that a strong, well-resourced organization could use the resources flexibly to deliver results, and that that greater precision would be incorporated as implementation proceeded. The programme budget in the proposal is thus more indicative than precise, but does suggest the priorities accorded to activities. Expansion and intensification of service delivery was allocated some US $77 million (38%), and capacity building and capacity cultivation was allocated US $45 million (22%), while US $8 million (4%) was allocated to generating knowledge and building better models and US $6.5 million (3.2%) was allocated to monitoring and evaluation. The budget also presents a proposed allocation of funds by goal, with envisioned allocations to Goals One to Four were 50%, 27%, 18% and 9% respectively.
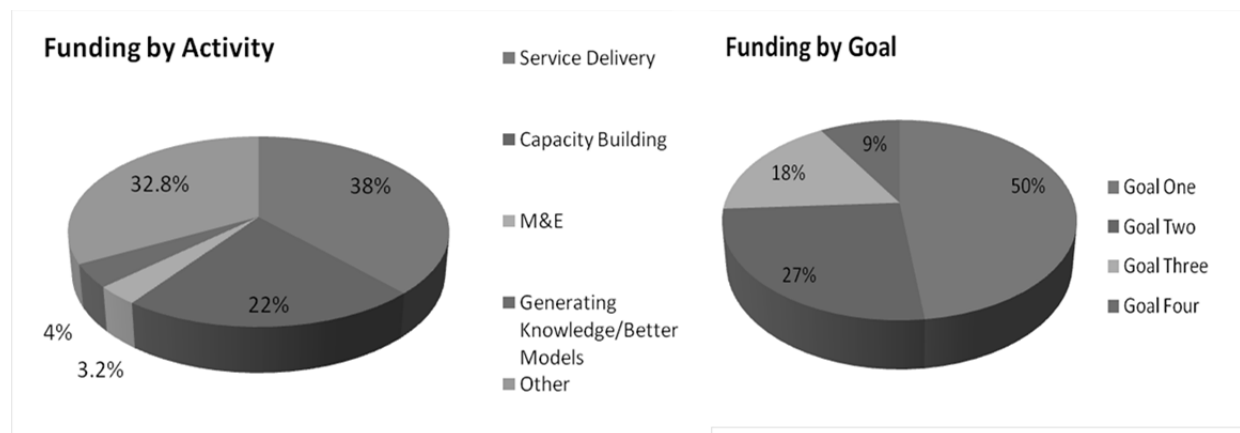
Chart 1: Funding by Activity Type   Chart 2: Funding by Goal

The visionary rhetoric and lack of precision in the proposal did allow for rapid start-up, and the first initiatives financed by EEPCT began late in 2006 with US $11.3 million expended that year. The flexibility that allowed this speedy start-up, however, was also responsible for two significant limitations which have hampered a clear drive for results and led to substantial difficulties in establishing monitoring and reporting practices.

The first is the lack of clarity and significant overlap between the different goal areas and activities that contribute to each goal. The text in the proposal refers, for instance, to the Child Friendly Schools Initiatives (CFSI) under Goals One (improving response) and Three (better prediction, prevention and preparedness), while the 2009 Report treats them at length under Goal One. The 2009 Consolidated Donor Report makes progress in clarifying this confusion through a systematic

> *"The country offices in (name of region) did not know the EEPCT programme had goals until last year."*
> -   Regional UNICEF Officer

allocation of outputs into a matrix, which imposes some retroactive framework on the wide range of

outputs. However, this rationale is not reflected with any clarity in the way countries reported on their own activities in the Self Assessment exercise. For example, some country self-assessments report that Child Friendly Schools (CFS) contribute to Goals One and/or Four (Angola, Philippines), while others (Chad, Sri Lanka) make little or no reference to the EEPCT goals at all. Even into mid-2010, the overlap between the global goals of the EEPCT programme and the goals of the country programmes was not well understood in most country programmes.

The second significant limitation lies in the choice of four goals and nine "Activity Categories" (listed as "expansion/intensification of service delivery; capacity building and capacity cultivation; piloting viable solutions; mainstreaming successful interventions; generating knowledge and building models; leadership and coordination; evidence-based policy advocacy; advocacy and social mobilization and monitoring and evaluation".[50] The nine activity categories cut across each goal area and present a challenge for clear monitoring and reporting.

In general, there was rapid progress toward implementation before there was agreement on a clear implementation, monitoring or reporting strategy. According to interviews with donor representatives and UNICEF managers, this was driven partly by a need of the donor to disburse funding before the end of 2006. In comparison, a similar programme, Rewrite the Future (RTF), undertaken by Save the Children, spent a year planning and refining their programming before implementation. UNICEF did not give this attention to planning and design of the EEPCT programme prior to programme inception. Subsequently, this lack of precision presented challenges when the European Commission (EC), preparing to commit funds, insisted on the development of a more precise logframe as the basis for monitoring and reporting. It was also a significant factor in the decision of at least one other donor not supporting the programme, although it had expressed interest in contributing.[51]

Finding Two: Financial reporting and management has been of high standard, using well-established UNICEF mechanisms. However, the financial management system does not permit analysis of allocation and expenditure by EEPCT goal area or activity.[52]

Funding was directed through well-established UNICEF channels, which track resources by donor, generating good records of this flow of funds. The funds were transferred to UNICEF in annual tranches as 'Other Resources (Regular)' for the Netherlands funding, and 'Other Resources (Emergency)' for the European Union (EU) contribution. Funds were then transferred through individual Programme Budget Allocations (PBAs) to each country programme through the allocation process. All PBAs for the programme were issued with an expiry date of December 2010, the initial closing date of the programme.

While this mechanism allows for the tracking of allocated funds as well as funds expended by donor and country programmes (through the expenditure reporting system), it does not permit an easy analysis of expenditure by goal or activity. However, these systems did allow a review of expenditure at differing levels which found that the expenditure rate in Headquarters (59%) and regional programmes (52%) is low when compared to the expenditure rates of country programmes.
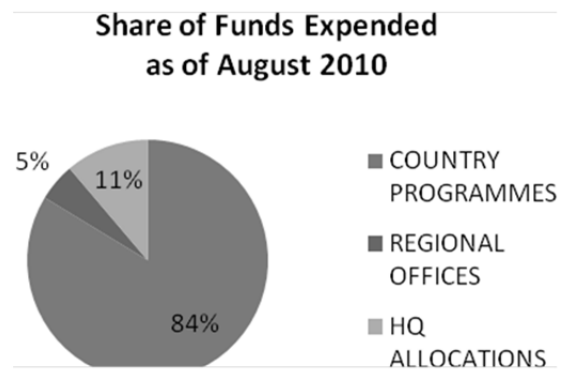
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[50] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission*, p. 66.

[51] Donor Interview No. 4.

[52] CGCA attempted to obtain more detailed expenditure information by goal in each of the six case study countries, but received the information only from two.
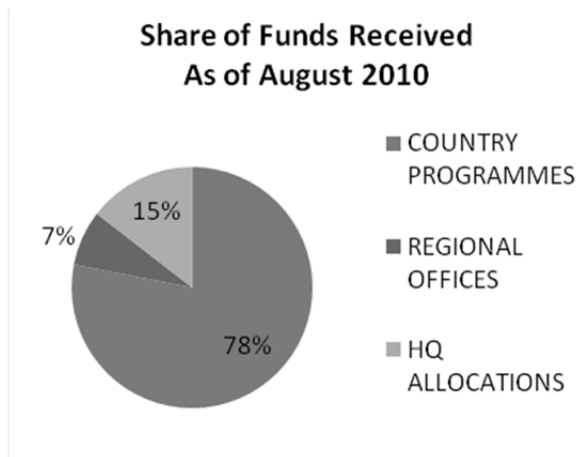
Chart 3: Share of Funds Received

Chart 4: Share of Funds Expended

Surveys and interviews with UNICEF staff confirmed that funds are received from donors late in the fiscal year, which leads to a scramble to allocate before the end of the year. Since all programme budget allotments (PBAs) for EEPCT expire in 2010, country staff are inclined to assign (or re-assign) expenditure on activities that may be covered by the EEPCT to 'Regular Resources' or 'Other Resources' that are scheduled to expire before then, contributing to slower than expected expenditure rates. In addition, the Education Section and COs were initially not aware that the Government of the Netherlands would only distribute further funds after the initial tranche of funds was expended and therefore did not prioritize prompt distribution.
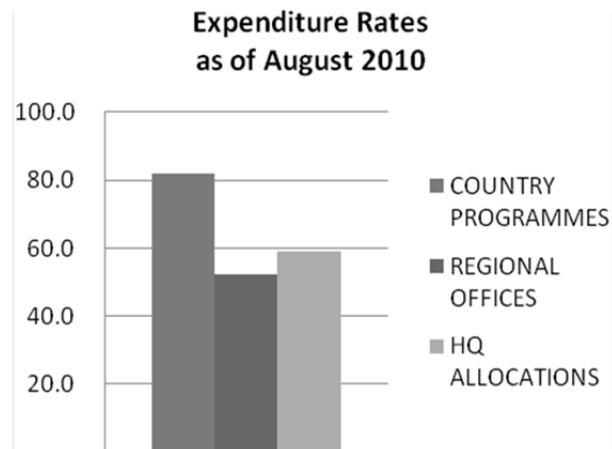

Chart 5: Expenditure Rates

Finding Three: The problems of delayed disbursement and slow start-up have been addressed.

The process by which funds are allocated to countries, which was identified by the PRES as a significant weakness in programme implementation, was substantially improved in 2009 and 2010 through more systematic communication and use of a web-based application process. Indeed, two key informants asserted that it had set a new standard for UNICEF, building on the processes used for 'Thematic Funding', while adding greater participation and transparency through use of the intranet site. The only reservation voiced was that the tool had become too complex.

There was also a reallocation exercise carried out in 2009, wherein unspent funds from slow-performing country programmes were reprioritized and reallocated to those which were performing better. This process was recognised as an important trend by UNICEF staff and donor partners alike. Two stakeholders interviewed within UNICEF reported that the pressure to spend funds may have contributed to a tendency to focus resources on rapid-disbursement, high-expenditure items such as supplies and construction. UNICEF interviews also revealed that many initially saw EEPCT funding as a onetime contribution which was constrained only by the need to be spent by the 2010 closing date. This perception reportedly led to some reshuffling of expenditures from the EEPCT PBAs to PBAs that expire annually. This was reduced somewhat from 2009 onwards, as it became clear that funds were expected
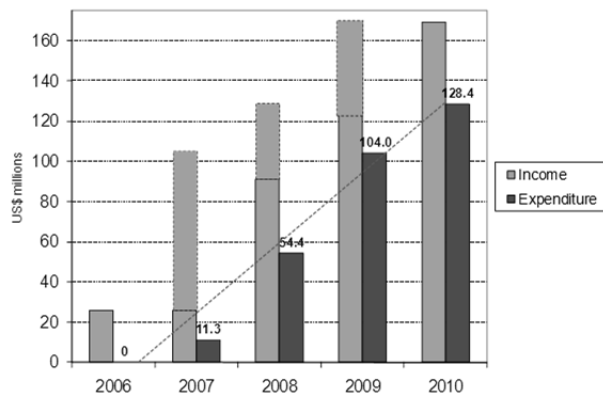
Chart 6: Cumulative income and expenditure

to be expended, to the extent possible, within the year. As the programme approaches its final closing date, this focus on expenditures will increase, making their close monitoring even more important. Chart 6 illustrates the rapid growth of expenditure against income. The income columns reflect both when funds were committed to UNICEF, and when they were allocated, since some funds reached UNICEF too late in the year to be allocated as income to countries in that year. Figures are cumulative.

Finding Four: Inconsistent communication has limited EEPCT effectiveness

The PRES reported that "Communication….appears to remain both an internal and external challenge for the remaining period of implementation in order to foster greater alignment and coordination with the activities of other actors."[53] While significant steps in 2009 and 2010 to improve communication from HQ were noted, the PREV's survey of UNICEF staff confirms the PRES finding, with 53.1% (26[54]) reporting that communication with UNICEF was not sufficient to understand EEPCT's aim and objectives. For example, a regional UNICEF staff member reported, "The country offices in (name of region) did not know the EEPCT programme had goals until last year." Responses from country-level informants were similar, with only 51.6% reporting that communication was sufficient to ensure programme coherence. One country office reported, "Until December 2009, when the request for proposals was introduced [by NYHQ], unknown criteria were used to allocate funds to the goal/related activities of the EEPCT programme…. It was therefore not possible to plan what would be funded by the following year."[55]

In addition, many of the UNICEF education staff at the country level (n=32) were unaware of the specific EEPCT products, tools and forms of technical support for country level efforts. For example, only 56.3% (18) of those who responded to this question were aware of the intranet programme to help with EEPCT applications, and only 35.5% (11) of those that provided responses (n=31) were aware of the Education in Transitions website. Only 28.1% (9) were provided with the Evaluation Office's Synthesis Report of Evaluation Findings in Education in Emergencies and Post-crisis Transition, and 12.5% (4) only were provided with copies of the Liberia Pooled Fund Report – though both products were financed with EEPCT funds.

The lack of awareness of partner agencies regarding EEPCT goals and objectives further underscores the perception of EEPCT as a fund rather than a coherent programme. Surveys and key informant interviews of 12 senior education specialists at INGOs and global mechanisms, such as INEE, the Education Cluster and Education Above All Foundation, revealed that only one of these leading practitioners was aware of EEPCT's four goal areas. None of these leading specialists were able to

> *"There is no EEPCT programme. There is only a (name of country) programme."*
> - Senior UNICEF Education Officer, EEPCT funded transition country

describe EEPCT's contribution to monitoring and evaluation activities or to reducing the likelihood of violence at the local level. The partner sample, while small, does include some of the most

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[53] *Programme Review and Evaluability Study (PRES) UNICEF's Education in Emergencies and Post-Crisis Transition (EEPCT) Programme.*

[54] Out of 49 survey participants that responded to the relevant question.

[55] Country Office Communication, received November 12 2010.

knowledgeable education-in-emergency specialists at the global level. As one respondent to the partner survey explained:

> "The level of external information provided by UNICEF regarding the EEPCT programme has been limited, and in fact this is the first time I have heard that name used. I don't know either its overall objectives or how the money as a whole has been distributed. I do know that the Education Cluster has received significant funding from UNICEF, and presumably from the Dutch funds, but this was always kept rather opaque. I am also aware of certain country programmes receiving funds, but there seemed to be little focus as to how these were spent, other than for 'education in emergencies'."[56]

Finding Five: HQ increased its efforts to promote EEPCT as a coherent programme in 2009

From the end of 2009 onwards significant efforts were made to address some of the challenges described in the previous section. Besides developing a more systematic and transparent mechanism for allocation of funds, UNICEF HQ provided clearer guidance to COs on the nature of the EEPCT programme and goals, the way these goals are reflected in specific activity areas and how the global goals and results relate to country goals and results. However, while this information was received and understood by country-level senior staff, this was rarely found to be the case among staff below that level.[57]

The above-mentioned challenges led to differing perceptions of EEPCT, which is frequently referred to in country reports and self-assessments as "EEPCT funds" or "Dutch funds". Given the widespread perception regarding the "flexibility" of these funds, especially in the early stages of the programme, it is not surprising that many COs treated the EEPCT funds as a means of continuing existing programmes' underfunded activities or financing un-funded activities. This led to situations such as the one in Colombia, where EEPCT financed some 42 different sub-programmes.

> *"Fortunately, when we had to report, a number of our programmes fit into the Dutch fund's four goals."*
> - Senior UNICEF Education Officer, EEPCT funded fragile state country

A second challenge involves how UNICEF, as a decentralized international development agency, responds to global initiatives in general. Every Country Office is faced with a multiplicity of goals and results with which their programmes are required to be aligned. There are broad goals and objectives defined by global frameworks such as the MDGs and the Education for All (EFA) Goals as well as very specific goals required by project donors. Many countries also have national versions of these goals with which the country programme must attempt to align itself. In addition, there are United Nations Development Assistance Framework (UNDAF) goals and results, and, where countries are spending Thematic Funds, there are further goals and results related to these.

As a decentralized organization where each CO is accountable for implementation of a UNICEF Executive Board-approved country programme, it makes sense that the management system is structured principally around these goals and results. The challenge, and it is not a new one, is to develop ways of reporting on activities against other goals and logic frameworks as well, using more than narrative accounts to ensure some level of coherence in the activities financed by the global programme.

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[56] Ibid, Partner Survey, Respondent 6.

[57] Key Informant Interviews and surveys – global and case study contexts.

3.3 Implementation of EEPCT Goals Results

Goal One: Improved quality of education response in emergency and fragile, transition countries

Summary of Findings

This goal seeks to ensure that UNICEF is working in a flexible, timely and responsive manner with partners and governments to promote a more coordinated, higher-quality education response in emergencies and post-crisis transitions. Most EEPCT access and quality-related interventions in 2009 included education system development and capacity building at various levels in order to sustain gains in enrolment and quality.[58] The following findings emerged from the analysis.

Despite some reported shortcomings, EEPCT funds have enabled UNICEF to work in a more flexible, timely and responsive manner with partners and governments to promote a more coordinated, higher quality education response in emergencies and post-crisis transitions. Moreover, the flexibility of EEPCT is in line with OECD-DACs' Principles of Engagement in Fragile States and Situations to "act fast and stay engaged to give success a chance." This principle emphasizes the need for donor flexibility to address issues of low capacity and take advantage of windows of opportunity.[59] EEPCT's support for UNICEF emergency response received high scores for relevance, effectiveness and efficiency. UNICEF education staff reported EEPCT funding to be well-suited to supporting elements of education in situations where predictable funding is lacking and coordination amongst actors, including donors, is weak.

Teacher training is a key element of an effective emergency response and perhaps even more critical in post-crisis and transition contexts. However, the relevance and effectiveness of teacher training was inconsistent. EEPCT funds were also used for school rehabilitation and construction in a number of EEPCT-supported countries. These efforts were found to have mixed results in case study countries.

Almost all countries supported by EEPCT funds are involved in various child-friendly schools initiatives (CFSI).[60] This breadth of coverage is an indication of the extent to which the concept has brought a measure of coherence to UNICEF's efforts. However, the extent and manner of implementation varied substantially, and there appeared to be confusion between reporting on the number of schools that were involved in CFSIs and the number of actual child-friendly schools (CFS). In case-study countries, where the on-the-ground implementation of these initiatives could be more fully examined, schools termed 'child friendly' often did not meet the CFS criteria chosen for analysis in this evaluation.

Overview of Goal One Activities

The evaluation reviewed Goal One activities in 39 EEPCT supported countries and territories. These data, along with activity and results data for the subsequent goals, were compiled through a number of different UNICEF reports,[61] and as such could not be independently verified.

The chart below summarizes programmatic interventions that have been used in efforts to improve the quality of education response in emergency, post-crisis and transition systems:

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[58] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission*, p. 26.

[59] *Principles for good international engagement in fragile states & situations, 2007.*

[60] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission.*

[61] 2007 Objectively Verifiable Indicators, *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission*, and Revised Logframe Exercise.

Table 2: Global Activities under Goal One

Restoring Learning			
Activity	**# Countries**	**Activity**	**# Countries**
School in Box/Carton	11	School rehabilitation/construction	27
Recreation Kits	9	Government training/capacity building	14
Temporary Learning Spaces	13	Back to School Campaign & Advocacy	7
Early Childhood Development Centres	7	Operational Strategies & Assessment Tools	6
Innovations in Emergency Education Supply			
Activity	**# Countries**	**Activity**	**# Countries**
Streamlining supply management processes	3	Classroom Furnishings (and design)	15
Prepositioning of Supplies	7	Medical Kits	1
Learning Equipment supplies	25	Teacher Kits	8
Replenishment kits	0		
Improving School Quality			
Activity	**# Countries**	**Activity**	**# Countries**
Components of Child Friendly Schools	18	Life skills based hygiene education manuals	1
School Governance/Management Training	12	Life skills education	17
"Build Back Better" Strategy	1	Approach on Gender	14
Peace education	9	Community Services	2
Teacher training	26	Parent/Community Inclusion	17
Math and Science kits	1	Parent Training	4
Quality education resource packs	1	INEE Minimum Standard Training	3
Rebuilding Education Systems			
Activity	**# Countries**	**Activity**	**# Countries**
EMIS	20	Teacher pay-roll system	0
Curriculum reform	8	RALS	5
Pre-School education	4		

The most frequently supported activities under Goal One were school rehabilitation/construction (27 countries), supply of learning equipment (25 countries), teacher training (26 countries) and support for EMIS (20 countries). While it is not possible to determine from this data what other activities were supported by other development partners in the countries concerned, it indicates that UNICEF was responding to local needs, in line with the most frequently financed activities that emerged from a World Bank study of 55 conflict-affected countries.[62]

In the most recent donor report, UNICEF has reported a number of Goal One accomplishments, including great strides towards ensuring relevant, quality education, which helps promote school enrolment and retention (particularly for girls). Infrastructure improvements and learning material supply programmes, such as the textbook programme in Liberia, have contributed to this progress. UNICEF reports that other interventions worked towards improvements in quality standards and inclusive education from the emergency phase through post-crisis transition, such as the implementation of CFS, curriculum reform and the Accelerated Learning Programme (ALP).[63] Additionally, UNICEF personnel reported that EEPCT funding had increased their ability to launch coordinated (and therefore more efficient) responses.[64]

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[62] *Reshaping the Future: Education and Post-Conflict Reconstruction.*

[63] Ibid, p. 21, 23-24.

[64] Programme Review and Evaluability Study (PRES), p. 35.

Numerically, UNICEF identified the following accomplishments with regards to Goal One[65] across EEPCT-supported countries:

> In 2009, more than 4.4 million children in 38 countries benefitted from EEPCT interventions to restore learning or improve the quality of education response in emergencies and post-crisis situations. Over 3 million children received learning materials. More than 26,000 schools and temporary learning spaces [(TLS)] were directly supported, rehabilitated or constructed. More than 73,000 teachers and other school staff received training.[66]

Goal One Key Findings

Goal One, Finding One: Despite reporting shortcomings, EEPCT Funds have enabled UNICEF to work in a more flexible, timely and responsive manner, and contributed to improving access to and quality of learning in many of the programme countries.

As noted below in the Cross-Cutting Issues section, PREV analysis of the results of the Revised Logframe reporting effort found that UNICEF is not able to provide a reliable global aggregation of Goal One results. The findings below are therefore based on a combination of staff perceptions (surveys and interviews), select country data,[67] secondary results related documents and relevant PREV case studying findings. That said, the evaluation's overall conclusion is that EEPCT funds have enabled UNICEF to work in a more flexible, timely and responsive manner with partners and governments in emergencies and post-crisis transitions. The flexibility of funding was the positive attribute of the EEPCT most often expressed regarding Goal One, a finding that was echoed by UNICEF staff responding to survey questions as well as government, UN, NGO and stakeholders responding to the EE-DAC Scorecard in case-study countries. This flexibility enabled UNICEF to respond to needs that were perceived as urgent, as well as those that evolved over time. This is in sync with OECD-DAC's Principles of Engagement in Fragile States to "act fast and stay engaged to give success a chance", principles that also emphasize the need for donor flexibility to address issues of low capacity and take advantage of windows of opportunity.[68]

This kind of flexibility also increases the relevance/ appropriateness of responses as it permits UNICEF to respond to local needs and priorities more consistently. For example, five education staff, who had worked in several different emergencies, reported in interviews that UNICEF was better able to achieve education-sector results within UNICEF's Core Commitments for Children in Humanitarian Action when EEPCT funds were available than when they were not. Predictability and flexibility of funding were cited by all five of the first responders asked to provide details on EEPCT-supported emergency responses in China, the Philippines, Myanmar and Haiti.[69] Comments by other country-level informants confirmed this. One respondent, for example, reported on the importance of a rapid emergency education response:

> "There is access to education as makeshift shelters are being provided by UNICEF through INGOs and local NGOs to support children's learning. Recreational materials are also provided to ensure that children play."[70]

Another respondent gave examples of how EEPCT has helped the country scale up its capacity to provide services during the transition from emergency to development:

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[65] These total numbers increase when factoring in accomplishments in other programme goals including resilience and system building.

[66] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission,* p. 21.

[67] Limited to logic framework data deemed to be reliable based on data collection methods and reporting sources.

[68] *Principles for good international engagement in fragile states & situations,* 2007.

[69] Global and Philippines Key Informant interviews.

[70] Survey Respondent 11.

Over the past three years the fund has been used to [. . .] strengthen [Ministry of Education] MoE-monitored, community-based education programmes for IDPs[71] and train more than 120 government, NGO, and community partners in emergency education preparedness and response. Through EEPCT-funded programmes in the south, UNICEF has increased its partnerships with local NGOs, reinforcing locally led education sub-clusters and scaled-up interventions to support the enrolment and retention of girls.

Another respondent stressed the importance of supporting agreements and donor coordination:

The EEPCT programme funds have supported the finalisation of the EFA-FTI[72] catalytic fund grant agreement, some of the key activities that guide the Basic Education Sector, [and] have helped increase donor harmonisation and have contributed to the process towards improving the quality of education whilst waiting on other funds.[73]

With regards to Goal One results, two-thirds (64%) of UNICEF staff directly involved with EEPCT-funded programmes at country, regional and global levels who responded to the key informant survey felt that EEPCT had made a substantial contribution to improving access to education in emergencies and post-crisis transitions while 26% felt it had made a moderate contribution. On a scale of one to four (with one being no contribution and four being a substantial contribution), the mean score for EEPCT's contribution was 3.6. Also, 30% (15) of survey respondents reported that EEPCT had made a substantial contribution to the quality of education in emergencies, while 58% (29) reported it had made a moderate contribution. The mean score was 3.2, meaning that on average survey respondents ranked EEPCT's contribution to quality as slightly better than moderate.
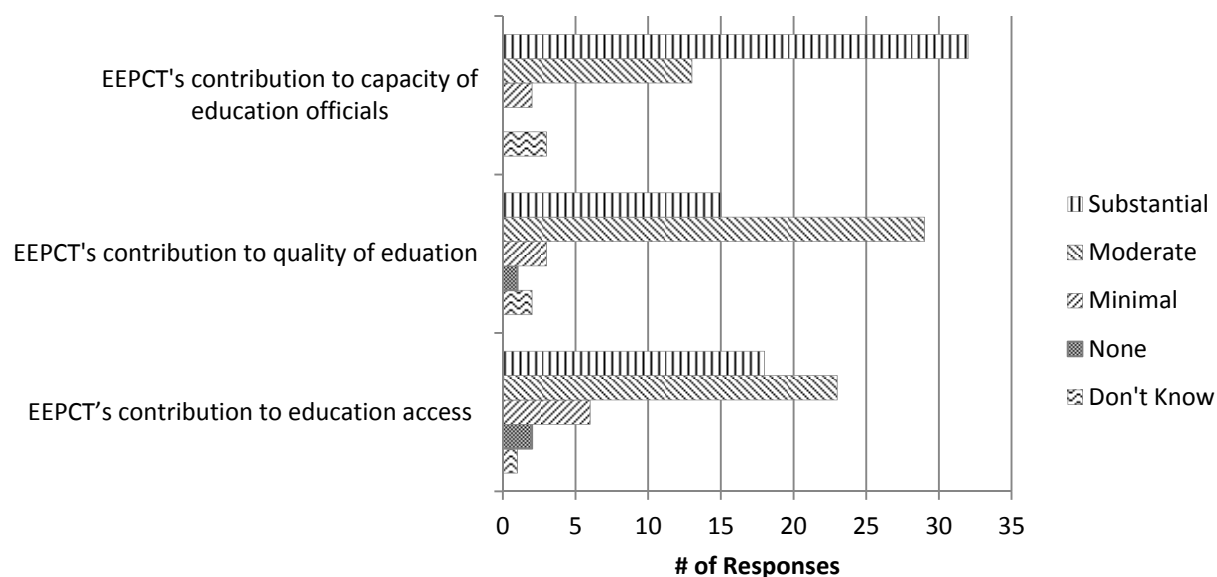
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[71] Internally Displaced Persons (IDPs)

[72] Fast Track Initiative (FTI).

[73] *Programme Review and Evaluability Study (PRES) UNICEF's Education in Emergencies and Post-Crisis Transition (EEPCT) Programme*, Country Survey Respondent 16.

Chart 7: Characterization of EEPCT's Contribution to Education Response-Related Areas

These findings are echoed by the results of the EE-DAC Scorecard Exercise used in the case-study countries. Government, NGO and UN respondents in these countries reported increases in both access to and quality of education. Reasons mentioned include more trained teachers, sufficient supplies, more schools and accelerated learning programmes. In emergencies as well as post-crisis and transition situations, EEPCT funding appears to have been effective in meeting education needs. Education supplies, construction and support to Ministries of Education and teachers were the three factors most referred to in the UNICEF staff survey.

Several countries were able to provide reliable data on returning students to school in the aftermath of acute emergencies. In China, for example, the UNICEF Country Office used EEPCT funds to address educational needs of 3.4 million students affected by the Sichuan earthquake. Initial support focused on the provision of temporary learning spaces (TLS) and education supplies; school-in-a-box (student's kits, teacher's kits and recreation kits); and warm clothing, boots and blankets as well as heating equipment for children in boarding schools. The second tranche of support focused on the provision of library, sports equipment and ECD materials to improve the quality of early care and education. UNICEF also supported capacity building in safer school construction and psychosocial support; and promotion of a national broadcast for children on disaster prevention, readiness and response. According to the Sichuan Education Commission, all 3.4 million students affected by the Sichuan Earthquake of 2008 returned to school at the beginning of the fall semester in 2008.[74] By December 2009, more than 95% of earthquake-affected students had moved from prefabricated buildings to permanent classrooms. (China had already achieved the MDGs Two and Three before the earthquake, and though the number of out-of-school children increased in 2008-2009, the MDGs have been achieved in earthquake-affected areas.

In Myanmar, the use of temporary learning spaces (TLS) in the aftermath of Cyclone Nargis proved effective and according to UNICEF, 90% of cyclone-affected schools were functioning within one month after this natural disaster. TLSs also met a vital need in Sri Lanka. In addition to supplies and infrastructure, education officers also listed emergency preparedness among the most relevant areas of focus.

Afghanistan provides a complex set of challenges against which Goal One results can be examined. In 2001-2002, there were less than one million children in school.[75] Since then, enrolment rates have

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[74] Sichuan Education Commission, http://www.edcn.cn/e21sqlimg/html_temple/2008-09-02/article_34977.htm.

[75] UNICEF Afghanistan. *Progress Report on support for UNICEF's Education in Emergencies and Post-Crisis Transitions programme.*

increased significantly. According to UNICEF, more than 50% of all school aged children (5.7 million) were enrolled by 2007, with girls representing 65% of the estimated 5.3 million children still out of school. By 2009, the number of out-of-school children had to an estimated 5 million (although it appears the percentage of enrolled girl students (37%) did not significantly improve).[76] Close to 1000 schools have been bombed or burned since 2006;[77] however, in especially insecure locations, community based schools (CBSs)have proven to be effective in offering schooling opportunities to children closer to their homes, and are credited with a significant percentage of the reported increased enrolment, including for girls.[78] The MoE, with UNICEF support, helped enrol 29,180 children in grade 1 in 815 CBS in different parts of the country in 2008. [79]

Goal One, Finding Two: Promising practices in post-crisis transition countries

The evaluation found examples of promising practices in post-crisis countries. In Colombia, the implementation of the child-friendly schools initiative (CFSI) for reintegrating children whose education has been interrupted into school appears to be relevant and effective. Also, the 'School Looking for the Child' programme identifies out-of-school students using door-to-door censuses. These students are then placed in a transition programme which assesses their readiness to attend school and provides social and academic support and supplies. Once students transition from the EEPCT programme into formal school or alternative education, the 'School Looking for the Child' programme emphasizes intensive family and community involvement and provides continued student support.

The 'School Looking for the Child' programme has returned highly vulnerable students to school who had not participated in the formal education system for many years. As discussed in more depth below in Goal One, Finding Three, the in-depth training received by teachers resulted in perceived improvements in teaching ability compared to other programmes with short-term training. While certain weaknesses exist, the programme is generally perceived as relevant and effective by participants. Several positive markers make this a promising programme to evaluate further for efficacy, cost-effectiveness and sustainability. Since the house-to-house census method for finding students has strong potential to locate recently displaced children, this programme shows promise for post-emergency settings in which educators are seeking to locate and re-engage children whose education has been interrupted.[80]

Textbook distribution also emerged as a programme with high potential impact. In Liberia in 2007, UNICEF distributed 140,000 Grade One and ALP supplementary learners' kits.[81] In 2008, the Liberian Education Pooled Fund (EPF) supported the procurement and distribution of 1.2 million English, Math and General Studies textbooks with teacher's guides, accompanied by training of principals and teachers on establishing systems for their retention and use, through the Liberian Primary Education Recovery Programme. The reported student to textbook ratio had been 27:1; these initiatives reduced it to 2:1.[82] The Liberian case study shows that the emerging good practice in this arena is not simply the printing and distribution of textbooks (which is done by UNICEF and many other agencies in many countries); in this case, effective strategies were put into place to make sure that books both reached the schools, and remained there for use by successive years of students. This included indicating on the cover of the

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[76] UNICEF Afghanistan Revised Logic Results Report, August 2010.

[77] *It Takes a Village to Raise a School.*

[78] Dana Burde et al (2009), Presentation: "The effects of proximity on school enrolment—evidence from a randomized control trial in Afghanistan."

[79] UNICEF Afghanistan*, Progress Report on support for UNICEF's Education in Emergencies and Post-Crisis Transitions programme*, January – December 2009.

[80] United Nations Children's Fund Liberia *G3001 Netherlands.*

[81] Ibid.

[82] UNICEF Liberia. *Progress Report on support for UNICEF's Education in Emergencies and Post-Crisis Transitions programme*, January – December 2009.

textbooks that they were free and not for sale and putting in place a system to ensure that students returned textbooks at the end of each term. There is also evidence of learning across initiatives in that the Zimbabwe Education Transition Fund (ETF), which was modelled in some ways on the Liberia EPF, took similar steps, including the provision of lockable steel cabinets for storage and regular record keeping of books issued and returned.

The evaluation found that textbooks largely financed by EEPCT through the Education Pooled Fund were highly effective in supporting Liberian children's access to quality education, but as school was not in session evaluators could not accurately measure the student-to-textbook ratio. However, focus-group discussions revealed the perceived relevance of the programme, and students reported that the textbooks allowed them to teach other students. While thorough monitoring is needed in such widespread distribution projects, the input of textbooks on such a broad scale emerged as both effective and efficient through this case study. It is also important to note the lack of global guidance on how to design, implement and monitor textbook distribution at scale.[83]

Goal One, Finding Three: The timing and quality of teacher training in emergencies and transition/fragile state systems requires strengthening

In countries affected by acute emergencies, UNICEF country-based education staff most often reported EEPCT's contribution to quality of education to be of moderate or minimal importance only, whereas at global and regional levels it was seen as substantial to moderate. It appears that during emergency operations, EEPCT funds were predominately spent on emergency-related supplies and infrastructure projects and less on teaching and learning activities. Teaching and learning activities are more central to COs' education strategies in post-crisis and transition contexts than they are to UNICEF emergency operations. For example, substantial progress has been made in improving Emergency Early Childhood Education with EEPCT support. UNICEF has developed an Early Childhood Development (ECD) kit and assumed a leadership role in facilitating the integration of ECD into the INEE Minimum Standards and the Education Cluster.

In the case-study countries, teacher training was found to be a positive component of all country programmes – but also one which requires further strengthening. In Sri Lanka, the evaluation found no evidence that teachers received training, although teachers reported that training was offered by the Government of Sri Lanka (GoSL), donors and other special service organizations. The training was given priority. Its frequency varied according to province, education zone and external factors. In general, training has been implemented as a one-time intervention, limiting its effectiveness substantially. The concern about appropriateness and effectiveness of training can be found in several of the other case studies, including Liberia, Côte d'Ivoire and Colombia. While various local contextual factors account for limitations to the training provided, the studies do point to a clear need for a more systematic and coherent approach to teacher-training interventions in emergencies.

In Colombia, the evaluation compared teachers who received two-week modular training with those who received more extensive training. Teachers in several different kinds of programmes who received greater training as part of a broader capacity-building strategy reported significant improvements in their ability to teach (an average score of 4.3 out of 5). In contrast, teachers in two emergency-focused pilot programmes who only received two weeks of modular training (and no follow-up) did not report perceive an improvement in their ability to work and teach in emergencies.

In summary, UNICEF staff consider teacher training to be a key element of an effective emergency response and perhaps even more critical in post-conflict and transitions contexts. Nonetheless, the the quality of teacher training in all contexts is inconsistent. Key informant interviews identified the following constraints: prioritizing delivery of supplies over the provision of training; lack of dedicated capacity-

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[83] See for example: *Emergency Education: a resource tool kit and* UNICEF, *Child Friendly Schools Manual.*

building staff in emergency response teams; and an agency preference for large, short-term trainings over more thorough and sequenced learning.

Goal One, Finding Four: UNICEF support of reconstruction and construction requires improvement

The extent to which UNICEF should become engaged in school construction has been a contentious issue for decades. Managers, especially at the headquarters level, regarding it as a high-cost activity with high reputational and other risks, and with frequent poor performance in terms of quality, cost and time. Indeed, through a recent review process, UNICEF has concluded that construction is not an organizational strength and that it must identify and promote best practices if it is to continue working in this sector.[84] Nonetheless, EEPCT funds have supported significant school construction activities. Of the 28 country reports summarized in the 2009 consolidated report, 27 describe construction and/or rehabilitation activities under Goal One and more are referred to under Goal Three.

In case-study countries, EEPCT funds were used for school rehabilitation and construction. The results have been mixed. For example, the Liberian programme invested in the construction of 40 schools through the Education Pooled Fund (EPF), of which more than one-half have not been completed due to delays in implementation.[85] Similarly, in the Philippines, the Safe Schools Project supported the construction of classrooms at 88 schools, of which 12 received LAPUS[86] buildings, 24 received the Department of Education (DepEd) standard two-classroom building, and 52 schools benefited from repair to/rehabilitation of existing structures.[87] However, monitoring and tracking of school assistance was inadequate. UNICEF did not know the specific locations of schools that received EEPCT support. The list of schools that was eventually provided to the evaluation team included duplicates and schools that had not actually received support, while schools that had were not on the list.[88] Though partners monitor which schools receive assistance, the lack of a centralized database at the Philippines CO has led to inconsistencies in reporting.

CFS Criteria

Number of Criteria Observed

Cote d'Ivoire

Liberia

Philiippines
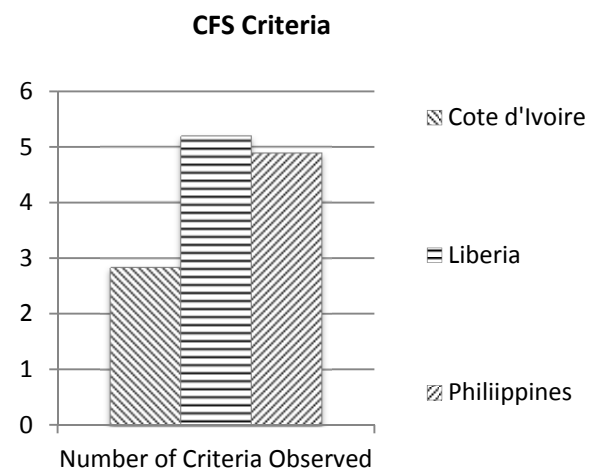
Chart 8: CFS Criteria

In addition, almost all countries supported by EEPCT funds are involved in various CFS initiatives (CFSIs). This shows the extent to which the concept has been applied to bring a measure of coherence to UNICEF's efforts to change the quality and conditions of learning. However, the extent and manner of implementation varies substantially and there appears to be some confusion between reporting on the number of schools that are involved in CFSI, and the number reported as actually being CFSs.

Several case-study evaluations examined the extent to which EEPCT-supported school construction projects are effectively meeting CFS criteria.[89] In Côte d'Ivoire, UNICEF reports the existence of 200 CFSs. Nine of these schools, which were either under construction or rehabilitated with EEPCT funds,

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[84] *Q&A Feedback from Carlos Vasquez on Construction, South Asia Education Meeting, 2010.*

[85] UNICEF Liberia. *Progress report for UNICEF's 'Education in emergencies and post-crisis transitions' programme*, January-December 2009.

[86] Typhoon resistant school buildings.

[87] One school received both a new standard design building and had existing structures repaired.

[88] CO Philippines emailed a revised list on November 12, 2010, which it suggests is now accurate and up-to-date.

[89] A standardized 12 criteria CFS Checklist was established using global CFS criteria. Some countries also used additional global CFS criteria which are detailed further in the individual case studies. While it is recognized that the criteria represent "ideal" conditions, the low percentage of observed schools that met them was noted by the teams.

were visited in the two zones of Man and San Pedro. Six were government schools rehabilitated in 2007 and are included in UNICEF's CFSI. One school met six of the 12 selected criteria from the CFS manual; one met three; and four met two of the 12 selected criteria. The remaining three schools examined in Côte d'Ivoire were LAB4LAB schools. All three schools visited were still under construction. From the progress thus far, only two of the 12 criteria were evident.[90]

Picture 1: LAB4LAB School - Côte d'Ivoire

In Liberia, a total of five schools were visited. Four of these schools were constructed as part of the MoE Liberia Primary Education Recovery Programme financed by the EPF. Three of these four schools were observed to meet four of the 12 criteria, while one met three. The fifth school visited in Liberia was the LAB4LAB School which met 11 out of 12 criteria. In the Philippines, 14 schools and one day-care were rated per CFS criteria. None of the schools observed fulfilled the full CFS criteria,[91] although many had numerous child-friendly aspects to them. The LAPUS-design classrooms most closely met the CFS criteria, fulfilling an average of eight out of 12 criteria on the checklist. By comparison, schools benefiting from new construction averaged five of 12 criteria when looking at UNICEF-assisted classrooms only. Schools receiving repairs fared the worst, averaging 3.7 of 12 criteria on the checklist.

Other countries have made strides towards CFS but have not yet achieved implementation. For example, the Government of Angola has accepted CFS as the framework for enhancing the quality of education in Angola and is supporting the further development of policy, action planning and implementation.[92] The CFS Policy and Action Plan were meant to be completed in January 2010; however, at the time of writing, they are still at the draft stage. CFS pilots were planned in five target provinces for April 2010 but have not yet occurred.

Picture 2: Classroom - Angola

The evaluation could not determine the causes of this general failure to integrate CFS into school construction and rehabilitation. However, two plausible explanations emerged. First, pilot projects were not developed, in case-study countries, to enable the government to recognize the benefits of CFS criteria before going to scale. Second, the failure of the schools to integrate CFS principles into construction and rehabilitation may also reflect the extent to which CFS are not suited to the realities of crisis-affected contexts. In either or both cases, UNICEF would be wise to rethink its role in support of school construction and repair. When it does engage directly in construction endeavours, it needs to ensure consistent proper oversight and technical support at the country level. Where it supports government or NGO/community construction, there is a need for greater clarity on how the CFS criteria

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[90] Data from these schools under construction are not included in Chart 4.

[91] The Philippines reported on a total of 16 criteria. See the case study for information on the additional four criteria.

[92] UNICEF Angola. *Progress report on support for UNICEF's 'Education in emergencies and post-crisis transitions' programme.* 1 April 2009 – 31.

can be incorporated into design, and some simple ways of monitoring the extent to which child-friendly criteria are reflected in construction.

Goal Two: Increased resilience of education service delivery in chronic crises, arrested development and deteriorating contexts

<u>**Summary of Findings**</u>

Resilience is a key concept in the international dialogue of state support and post-crisis reconstruction, and UNICEF seeks to ensure children attend school and receive a quality education through strategies that build resilience at the school, community and systems levels. Globally, resilience is defined as the "capacity of a system to absorb disturbance, undergo change and still retain essentially the same function, structure, identity and feedback."[93] Goal Two seeks to prevent the interruption or change in the quality of education in conflict-affected states, while at the same time using education interventions to help reduce of socio-political and/or economic fragility.[94] However, the evaluation found that there is not yet a clear consensus on what the term "resilience" means and how it can be used. In interviews with country level education staff some cited activities such as EMIS and capacity-building of government staff as critical to building system resilience. This lack of clarity undermines efforts to build resilient education systems, and was a significant stumbling block to coherent programming under this goal.

The 2009 UNICEF Consolidated Report to Donors proffered a list of activities that it considered should be listed as enhancing resilience. These are described in more detail in Table 3 below, but include a range of different "service delivery models", accelerated learning programmes, and two specific initiatives (LAB4LAB and Talent Academies) designed to "reduce conflict and fragility". The same report also points out that many EEPCT initiatives work towards increasing resilience by decentralizing education systems or increasing community ownership. Other related and sometimes-overlapping strategies include a focus on the quality and relevance of education across different sectors of society, targeting those groups that have been excluded from the formal education system.[95] The PREV team found it difficult to discern a strong logic underlying this selection of activities and projects. Country self-assessments revealed an even less focused understanding of resilience at the country level.

As part of an effort to establish a better understanding of any emerging consensus on the way in which the term is being understood in the education community, the evaluation included a blog discussion on the INEE website, and a review of available literature. The global blog exercise asked INEE members to define a "resilient education system" and identify its main components or characteristics. There were responses from 27 members from 12 countries. In contrast to UNICEF's project approach, INEE respondents emphasized a more holistic approach to resilience support. The most often cited characteristics or indicators of resilience in the education sector reflected an approach based on building the capacity of key stakeholders:

- Community involvement-ownership

- Government commitment

- Teacher capacity

The literature search yielded very few insights on the concept, as discussion of this concept in the education sector is at an early stage. However, more progress has been made in other sectors, and there are accepted definitions adopted by OECD DAC and other multilateral organizations. This provides a foundation for building consensus on its application to the sector. Recent work by Lynn Davies for the INEE Working Group on Education and Fragility adds new dimensions, with a distinction between individual, community and system resilience.[96] Meanwhile, however, the evaluation team should not

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[93] Resilience Alliance *Glossary.*

[94] *Concepts and dilemmas of state building in fragile situations: From fragility to resilience.*

[95] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission*, p. 33.

[96] *Understanding Education's Role in Fragility: synthesis of four situational analyses of education and fragility.*

unilaterally impose a definition as a basis for retrospectively evaluating UNICEF's achievements. Therefore, this section reviews UNICEF's engagement in activities that, by its own emerging definition, fall into the category of building resilience. The section that follows, therefore, reviews progress on the reported activities in the following areas: Accelerated Learning Programme (ALP – the activity most frequently cited reported as building resilience); various efforts to build and strengthen community involvement; use of alternative delivery models; and finally initiatives designed to reduce conflict and fragility (LAB4LAB and Talent Academies).

Overview of Goal Two Activities

Table 3 summarizes the range of activities UNICEF promotes to achieve Output Two related objectives:

Table 3: Global Activities under Goal Two

Building Models for Resilient Education				
Activity	**# Countries**	**Activity**		**# Countries**
Essential Learning Package	1	Flexible Service Delivery		3
School grants	2	Community-based schools		5
Home-school programme	2	Non-formal education programmes		8
Teacher mentoring	0			
Accelerated Learning Programmes (ALP)				
Activity	**# Countries**	**Activity**		**# Countries**
Revision of ALP textbooks	2	Training and guidelines		7
ALP Programme	9	ALP School Materials		7
Reducing Conflict and Fragility				
Activity	**# Countries**	**Activity**		**# Countries**
Talent Academies	2	LAB4LAB		3

A relatively small number of the sampled countries report activities under this goal area. ALP is the activity that is undertaken in the largest number of countries (nine), with eight countries reporting support for various forms of non-formal education. This relatively low frequency of activities reported for this goal underlines the need for greater clarity about the concept of "resilience."

UNICEF reports the following EEPCT supported achievements related to increased resilience of education service delivery[97]:

> In 2009, more than 1.5 million children and youth in 16 countries benefitted from programmes to increase the resilience of education sector service delivery. More than 3,700 schools in eight countries were directly supported, including provision of temporary learning spaces and school construction, and nearly 20,000 teachers, school staff and parents received training under the programme. Thousands of items of school equipment, from furniture to stationery to textbooks to toys, were also provided to over one million children.[98]

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[97] The majority of countries were not able to provide reliable data on indicators included under Goal Two of the revised Logic Framework. Aggregation of Goal Two findings is not possible and the numbers presented here therefore cannot be confirmed. See Monitoring and Report section under Cross cutting Issues below.

[98] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission*, p. 31.

Key Findings

Goal Two, Finding One: The absence of consensus on what is meant by a "resilient education system" hampers effective and focused responses

There is an absence of consensus within the education in emergencies community about what is meant by a "resilient education system." Under the objective of "building models of resilient education," for example, UNICEF promotes initiatives intended to strengthen decentralized and community-based models of service delivery such as community-based school programmes and home-based schooling. The EEPCT programme also envisions increasing educational attainment and improving the quality of education through a more equitable redistribution of educational opportunities as a means of conflict prevention. Initiatives seen as contributing to these objectives include ALPs, Talent Academies and LAB4LAB programmes. While these may be acceptable strategies to enhance accountability, programme efficiency and information collection,[99] a recent INEE study of 'fragile' States (Liberia, Cambodia, Bosnia/Herzegovina and Afghanistan) found that "decentralization" of the education sector is contextual and must also be balanced with "centralization" to support the formation of a national identity.[100] These and other critical issues are lost in a "fuzzy definition" of resilience and reflect a project, rather than systems-based, approach to achieving resilience.

Among UNICEF staff, there is also confusion about what resilience means and what can be done to promote it. Indeed, there are notable differences between countries and headquarters on which programmes warrant inclusion under Goal Two versus Goal One objectives. There is less certainty among UNICEF staff about EEPCT's contribution to Goal Two than there is with respect to Goal One: 36% (18) of survey respondents felt that EEPCT had made a substantial contribution, while 32% (16) perceived a moderate contribution by the programme. The mean score for resilience was 3.2, slightly higher than "moderate" contribution (see chart 9).
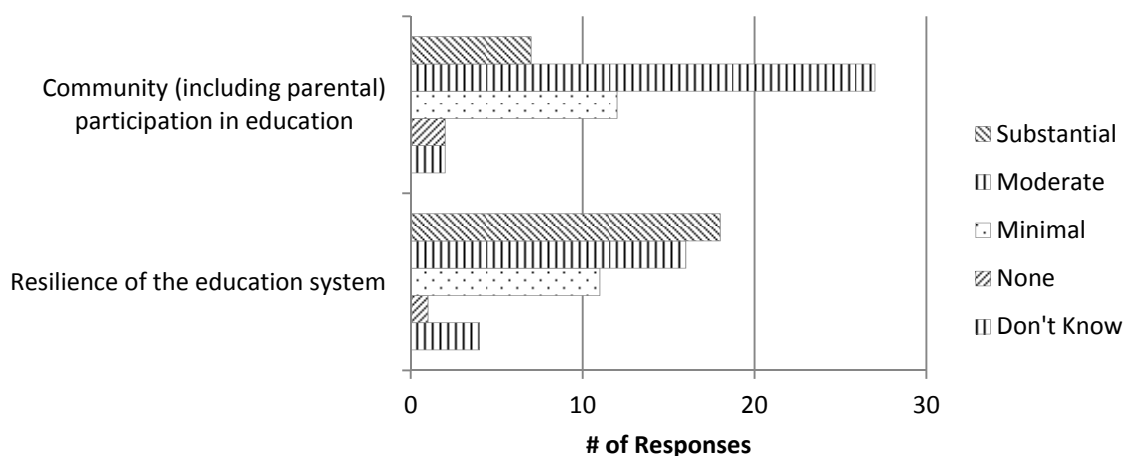
Chart 9: Survey respondents' opinion of EEPCT's Contribution to Resilience-related Areas

Most of the country-level respondents who reported moderate and substantial EEPCT contributions to the resilience goal worked in post-crisis countries, where the education programmes are focused on capacity development of Ministries of Education to achieve curriculum or policy achievements and reforms. Minimal or non-existent contribution responses were reported most often from UNICEF country-level education staff (9 out of 14 cases) working in emergencies and/or deteriorating contexts. In these, service delivery and/or school construction were the main activities, reflecting a perception that building resilience should be addressed principally in post-crisis transition contexts.

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[99] OECD *Concepts and dilemmas of State building in Fragile Situations: from fragility to resilience.*

[100] *Understanding Education's Role in Fragility: synthesis of four situational analyses of education and fragility*, p. 38.

Respondents also displayed less certainty about UNICEF's ability to mobilize community participation as a way of increasing resilience; 14% (7) believed a substantial contribution had been made, while 54% perceived a moderate contribution. Slightly more than half (54%) said that the integration and participation had been well-integrated into the EEPCT programme.

The six case studies provide some insight into this issue. The evaluation questions for Goal Two covered the following areas: the response to community identified needs, improvement of government information and analysis, timely training of teachers, integration of EEPCT programme within UNICEF financial and programme documents.

On the beneficiary- community level, the difficulty in conceptualizing resilience was a stumbling block. In Angola, for example, resilience of the education sector was not a commonly understood term among any of the participants in the evaluation. Due to ongoing confusion and even unfamiliarity with the word resilience itself, a definition was offered: "What would allow the education system to return to normal functioning as soon as possible after an emergency?" Under this definition, a fairly broad understanding of resilience emerged. Raising awareness to encourage children to return to school and rebuilding roads were mentioned most frequently, followed by access to medical care and access to potable water. Infrastructure and the rebuilding of roads were both most frequently mentioned and most highly ranked on average.

Community and parental involvement also emerged as important to resilience. In Sri Lanka, parents in the majority of evaluated and control schools displayed high levels of ownership and commitment to the school. Feelings that 'this is our school and therefore our responsibility' were particularly strong. 91% of the parents (129) in 11 FGDs, compared to 42% of the control group, reported that community involvement in school emergency planning had changed, which may be attributable to the awareness programmes conducted for the community under EEPCT programme. Of the parents that participated in FGDs, 71% stated that community ownership of school construction had changed positively.

Research is required to define and better understand the core components of a resilient education system in the context of complex emergencies, chronic crises and arrested development. Based on the evaluation's initial inquiry (global blog and case study country participatory ranking exercises), it appears what is needed is a combination of broader systems-building efforts with specific programmes to reach children in remote or endangered locations. Broad support would include ensuring dedicated programming and advocacy to ensure government commitment, community ownership and teacher capacity development. Specific programmes, such as ALP, community-based schools, remote learning projects and peace building may also be useful, depending on the specific challenges of ensuring education for all in crisis-affected countries. Integration of preparedness and risk-reduction activities within a resilience-building framework (see Goal Three findings below) would also add coherence and potential effectiveness to UNICEF's programming for humanitarian action. These issues are taken up in the recommendations section.

Goal Two, Finding Two: The Accelerated Learning Programme (ALP), a well-established practice with promising results, can make a significant contribution to building resilience by offering second-chance opportunities to youth excluded from the system by crisis or emergency.

ALPs, many of which began well before EEPCT, were supported by the programme in nine EEPCT countries reviewed, as part of either an emergency response or a resilience-building intervention. ALP refers to a wide range of formal and non-formal interventions that provide faster progression through the learning programme than is provided in the mainstream system. They are frequently established as an 'emergency' intervention to enable over-age children to re-enter or finish primary school through condensing the school curriculum from, for example, six years to three. However, they are more common in chronic crisis and post-crisis transition situations. Depending on the country, UNICEF provides learning, recreational and teaching materials, furniture, and refresher courses for the local teachers who run these programmes. These programmes generally report a positive impact in terms of extending enrolment to include formerly excluded children and youth.

In Angola, UNICEF reported that the ALP enrols nearly 7,000 adolescents and out-of-school youth.[101] Focus groups with parents, students and teachers consistently reported good quality teaching and improved appearance and hygiene of students as key programme strengths. Parents and teachers were most likely to mention the progressive and participatory teaching methods, including half of teachers' groups and half of parents' groups mentioning that children learn faster and that new methodologies are used. Additionally, groups mentioned that there are more students in school now compared to before the programme's inception. All eight student groups focused on access to books and pens and pencils; their excitement at participating in ALP; and to learn how to read and write. The weakness mentioned most frequently by students was the lack of potable water (eight out of eight groups and one parent group), followed by the absence of snacks (seven out of eight groups). Overall, the weaknesses reported as most important focused on inadequate resources: not enough books, not enough teachers and not enough classrooms.

Education service provision by way of Catch-Up Education (CUE) in Sri Lanka was rated a highly effective contributor to improved student performance, with 76% of the educators and 61% of youth in focus groups identifying it as a strength. CUE is a significant component of the EEPCT programme, providing relevant services for children who have dropped out of school or had long periods of absenteeism. It has effectively addressed the needs of children affected by the conflict in the North and East even though the programme was generally meant to address drop-outs or those who were on the verge of dropping-out.

In Liberia, UNICEF is the largest supporter of ALP, which it implements with the MoE. In 2009, the UNICEF-supported ALP was expanded from 11 to all 15 counties in the country.[102] In 2010, 30,785[103] students were enrolled in the UNICEF ALP, which accounted for 41% of the estimated 76,000 students nationally.[104]

While the Liberian ALP received high effectiveness marks from programme participants and shows promise, the Liberia evaluation raises questions about the relevance, appropriateness and sustainability of the ALP in its current form. In the 10 years since implementation began, ALP has not been significantly (programmatically) modified from its original emergency context. Specific concerns are raised regarding age criteria for ALP students of 10-18 years in relation to the primary school age criteria of 6-11 years.[105,]

In addition, primary school enrolment has increased by 31% from 2006/2007 to 2008/2009 while ALP enrolment has increased by 55% during the same time period. Interviews and the literature review indicate that the programme has shifted from serving those whose school has been interrupted, to becoming an expansion of or alternative to formal education.[106,107, 108] The efficacy of the programme is difficult to determine as primary data for student enrolment is not available and no systems are in place to track student's entry and progress in the primary or secondary education systems.

The Liberian evaluation indicates that the rapid growth of ALP requires longer-term planning to reduce the overlap in age ranges. In the case of Sri Lanka, the research team notes that the approach is being phased out and suggests adapting the approach to focus on other areas where minority groups are excluded from access.

Overall, ALP is now well-established as a strategy that contributes to both increasing access and building resilience. However, this evaluation also indicates that it requires careful planning and evaluation for

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[101] UNICEF Angola. *Progress report on support for UNICEF's 'Education in emergencies and post-crisis transitions' programme,* 1 April 2009 – 31 March 2010.

[102] *UNICEF Liberia: Annual Report 2009*

[103] Ibid.

[104] *Status of Education System in Liberia (2005/2006-2008/2009).*

[105] *Accelerated Learning Programme Policy Guidelines.*

[106] *Accelerated Learning Programme for Positive Living and United Service: Mid-term Evaluation.*

[107] *Accelerated Learning Programme Policy Guidelines.*

[108] *Interview.* Monrovia, Liberia. 27 July, 2010.

scaled-up implementation in emergency and post-crisis transition contexts. The evaluation identified the need for strategies to be developed and shared for re-focusing the programmes as countries' education sectors transition from emergency contexts into longer-term recovery. This is necessary to ensure that they do not constitute a longer-term parallel education system for school-age children, and are integrated into wider nonformal education provision for youth and adults.

ALP results are difficult to measure. None of the observed programmes had systems in place to ensure that ALP students remain enrolled after re-entering the education system. This is a common problem that has been identified by the Norwegian Refugee Council in Angola and Burundi as well.[109] Similar to the case-study findings, NRC's ALP evaluations identify weaknesses in assessment, sustainability, long-term impact on the standard education system, phase-out and the roles of government and communities.[110]

Goal Two, Finding Three: LAB4LAB and Talent Academy programmes in Liberia and Côte d'Ivoire are not sufficiently progressed to be considered promising practices

The LAB4LAB and Talent Academy programmes are being established in West and East Africa. Progress on these initiatives is still ongoing in both the West Africa case study countries, Côte d'Ivoire and Liberia. The LAB4LAB programme was initially conceived as contributing to resilience by helping to stabilize communities in border areas and by creating links between communities in the Mano River Region (Guinea, Côte d'Ivoire, Liberia and Sierra Leone). LAB4LAB schools are meant to serve as 'model' schools that incorporate UNICEF's CFS concept, use environmentally sensitive

Picture 3: LAB4LAB, Nimba County, Liberia

technology, such as the use of water catchment systems and solar power, and give students access to computer technology and the internet. While this initiative may have potential to play a 'model' role, it has yet to be demonstrated. None of the five schools in Côte d'Ivoire were operational at the time of this evaluation, while the school in Liberia has just opened for the 2010/2011 school year. One school in Guinea (which was not one of the evaluation case-study countries) has been operational since 2009, while Sierra Leone chose not to participate in the programme.

Both Liberia and Côte d'Ivoire lack detailed plans to effectively implement the vision of peace through education and regional coordination. The team found little evidence of cross-border communication beyond one regional planning meeting that focused primarily on construction issues. Evaluation findings raise concerns about the sustainability of this programme, including the cost of maintenance and upkeep, programmatic support (computers, radio, and peace programme), UNICEF's long-term engagement, and expectations of the communities' capacity to support the schools. As this programme was not yet fully operational in either of the case-study countries, assessment of the outcomes was not possible.

The second global initiative, the Talent Academies, is still in the nascent stages of development. This EEPCT livelihood training plan is built on the philosophy of identifying and building upon children's natural talents rather than starting with the deficit model found in other forms of vocational training.[111] Two other Talent Academies have been started in the region,[112] one in Guinea focusing on percussion music and

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[109] *One Step Closer – but how far?: a study of former TEP students in Angola and Burundi.*

[110] *Protecting Childrens Right to Education: evaluation of NRC's Accelerated Learning Programme in Liberia.*

[111] *Talent Academies – reconstructing lives and livelihoods – a brief concept note.*

[112] Talent academies are a well-established tradition in Central and Eastern Europe, and there may well be lessons from these initiatives, which have often been run with high levels of government support. Their creation in crisis-affected contexts adds

the other in Kenya focusing on sports and the performing arts.[113] Côte d'Ivoire is starting one Talent Academy, focused on fashion – which includes hairdressing and design. In Liberia and Côte d'Ivoire the Talent Academies were identified in interviews as lacking clarity at the local level. Liberia conducted an assessment and decided to not take this initiative forward. In Côte d'Ivoire the initiative has been developed in collaboration with the Ministry of Vocational Training. Consultations have been conducted with youth and the International Rescue Committee (IRC) has been selected as implementing partner. Criteria for Talent Academy candidates were being developed during the evaluation mission. The delayed implementation of this highly visible project raises concerns regarding its cost-effectiveness and long-term sustainability.

Goal Three: Increased education-sector contribution to better prediction, prevention and preparedness for emergencies caused by natural disaster and conflict

<u>**Summary of Findings**</u>

Investments in prevention, mitigation and emergency preparedness are important to reducing the negative effects of conflict and disaster on education. UNICEF responses in this goal area target three levels: children, schools and education systems. Work towards this goal helps countries to fulfil the *Hyogo Framework for Action 2005-1015: Building the Resilience of Nations and Communities to Disasters*. This is led by the United Nations International Strategy for Disaster Reduction (UNISDR), which defines Disaster Risk Reduction (DRR) as 'the concept and practice of reducing disaster risks through systematic efforts to analyze and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment and improved preparedness for adverse events.'[114] Traditional examples of Disaster Risk Reduction focus on natural disasters. EEPCT is forward-thinking in including post-conflict countries that remain vulnerable to a re-occurrence of violence many years after the cessation of the conflict.

Data on Goal Three-related results comes through three primary sources: the Revised Logframe, the EE-DAC Score Card exercise, and programme outcome review in case-study countries. The combined results of these analyses suggest that substantial progress towards Goal Three objectives is being achieved in the majority of EEPCT countries reviewed. In contrast, the results of the UNICEF staff survey suggest that agency-wide understanding of country-level achievements towards prediction, prevention and preparedness for emergencies is lagging behind.

Inconsistent country-level monitoring, coupled with school closures and security constraints, limited programme outcome evaluation efforts. Nonetheless, a number of promising practices emerged from secondary document reviews and in-depth interviews with key government, civil society and UN personnel in the six case-study countries. Steps to improve school and child safety were identified in a number of case-study countries as making an important contribution to risk reduction. However, site visits to schools and application of the CFS checklist yielded less encouraging findings.

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another dimension, since they have high unit costs, and rely on good administrative arrangements to ensure merit-based selection.

[113] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission.*

[114] *UNISDR Terminology on Disaster Risk Reduction.*

Overview of Goal Three Activities

The chart below summarizes UNICEF-supported activities towards Output Three objectives:

Table 4: Global Activities under Goal Three

Early Warning and Preparedness			
Activity	**# Countries**	**Activity**	**# Countries**
Preparedness Plans, Trainings and Simulations	10	Early Warning/Preparedness Management Tool	3
Cluster Planning	5	CCCs Training	0
Conflict Risk Reduction/Management			
Activity	**# Countries**	**Activity**	**# Countries**
Schools in Zones of Peace (SZOP)	3	Psycho-Social Support	10
Natural Disaster Risk Reduction			
Activity	**# Countries**	**Activity**	**# Countries**
Advocacy and Campaign Material	7	Preparedness and Risk Management Training	7
DRR Integrated Curriculum	5		

According to UNICEF, there have been a number of significant advances on these fronts, and emergency preparedness, contingency planning and early warning in particular have all shown considerable improvements.[115] In all of these areas, there has been a targeted focus on increasing international and national capacity, which paves the way for sustained, government-driven improvement. Notably, EEPCT has supported the integration of natural disaster and conflict DRR into the revision of INEE Minimum Standards. EEPCT peace education programmes are also reported to have contributed to goal three and continued conflict-prevention. Although the strength of accomplishments in DRR are not clear, it is relatively new to the field of education in emergencies and post-crisis transition, and therefore its full impact remains to be seen. EEPCT has increased education on and promotion of the need for DRR planning and implementation, which represents an important contribution in an area that has long been identified as urgently needed in vulnerable education systems.

In the 2009 Progress Report, UNICEF reported the systematic and far-reaching impact of Goal Three interventions at various levels and stressed their positive effects:

> "The EEPCT programme has enabled significant progress to be made in 2009 across these areas, working through key partnerships such as the Education Cluster, International Strategy for Disaster Reduction (ISDR) and INEE at the global level. At the country level, efforts involved a wide range of partners, in particular Ministries of Education, NGOs, civil society, communities and children themselves. Regional strategies enabled EEPCT programme reach and impact beyond the 38 programme countries.[116]

Key Findings

Goal Three, Finding One: Substantial progress towards Goal Three objectives is being achieved in the majority of EEPCT-funded countries; however, agency-wide understanding of these achievements is lagging behind

The Goal Three Revised Logframe results suggest that the 29 reporting countries can be grouped into four categories. Based on their achievements in developing policy, integrating this policy into curriculum and budget trends based on the above indicators, they have made no progress, or have organized some

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[115] Ibid, p. 39-40.

[116] Ibid, p. 39.

activities, or have made either progress or substantial progress. The following chart details the breakdown of these groupings:

Table 5: Breakdown of Revised Logframe Progress – Output Three

Substantial Progress	Bangladesh Nepal	Jordan Philippines	
Progress	China Kenya	Uganda Colombia	Bolivia Kosovo
Some Activities	Myanmar Côte d'Ivoire Sierra Leone Macedonia Sri Lanka	Iraq Ecuador Somalia oPt	Tajikistan Timor Leste North Sudan Zimbabwe
No Progress	Central African Republic Angola	DRC Liberia	Afghanistan

Using UNICEF's own categorization of "Context", it is worth noting that all but three of the countries (Myanmar, Sri Lanka, Ecuador) with a Natural Disaster context are in the Substantial Progress or Progress categories, and both report Some Activities. All the countries where the evaluation found No Progress are in chronic crisis (CAR, DRC, Afghanistan) or in transition from chronic crisis (Liberia, Angola). It is encouraging to note that Some Activities are found in three other Chronic Crisis countries/territories (Iraq, Somalia, OPT) and two Deteriorating (North Sudan and Zimbabwe). Two observations emerge from this. The greater progress made on DRR programming is reflected in the high proportion of disaster-affected countries that have made substantial progress. Second, there is less progress in deteriorating contexts to prediction, preparation and prevention activities.

The countries receiving the "substantial progress" ranking reported effective achievement of three to four of Goal Three indicators noted above. For example, in Nepal DRR/Education in Emergencies was included in the Department of Education's work plan with a budget line. A life-skills curriculum has been incorporated into schools since 2000, and the government formed a consortium in 2009 to support the National Strategy for Disaster Risk Management (NSDRM) which included school safety as a priority. While results of these efforts have not been documented, integration of Goal Three indicators into national policy, school curriculum and government budgets are indicative of sustainability and likely impact.

Countries deemed to have made 'progress' report solid achievements towards achieving Goal Three results, but still lack progress in key areas. For example, Kenya has developed a life-skills curriculum but did not report an increase in funding for these initiatives.

The ranking with the largest number of countries was of those who had undertaken 'some activities', which indicates that they have made some progress on achieving Output Three but have larger gaps in their progress than the first two categories. For example, in Myanmar work has been ongoing to include DRR in education, and a DRR sub-working group has been established; but the current political environment does not allow for policy-change discussions. Finally, six countries, based on their responses to the Revised Logframe, have made no meaningful progress on the indicators associated with Goal Three.

This finding is supported by results of the EE-DAC Scorecard exercise, which examined EEPCT's effectiveness by looking at the change in the education system's ability to recover from emergencies, and at change in government preparedness and early-warning knowledge. Overall, across the six case-study countries, stakeholders reported improvement (averaging 3.77 on a scale of 1 to 4) in this category since the beginning of EEPCT. When discussing why they believed improvement had taken place, stakeholders

mentioned improved policy and emergency-response plans, establishment and integration of curriculum on DRR and awareness campaigns.

In contrast, the survey of 50 country, regional and HQ staff who are directly involved with EEPCT implementation found that agency-wide, progress against Goal Three objectives is perceived to be minimal.[117] Over half (54%) of respondents characterized EEPCT's contribution to prediction and prevention of future crises as minimal, while only 8% (4) responded that EEPCT had made a substantial contribution to prediction and prevention of future crises and disasters. Responses to questions on disaster preparedness and DRR were more positive; 20% (10) of respondents suggested a substantial contribution to preparedness and 14% (7) a substantial contribution to DRR. On the other end of the spectrum, one-third (34%) felt it had minimal or no impact on disaster preparedness and 42% ranked the contribution to DRR as minimal or non-existent (See Chart 10). Very few respondents felt it had a protective effect against the likelihood of violence and/or conflict at the local level, with only 6% (3) responding that EEPCT substantially contributed to this effort.[118]
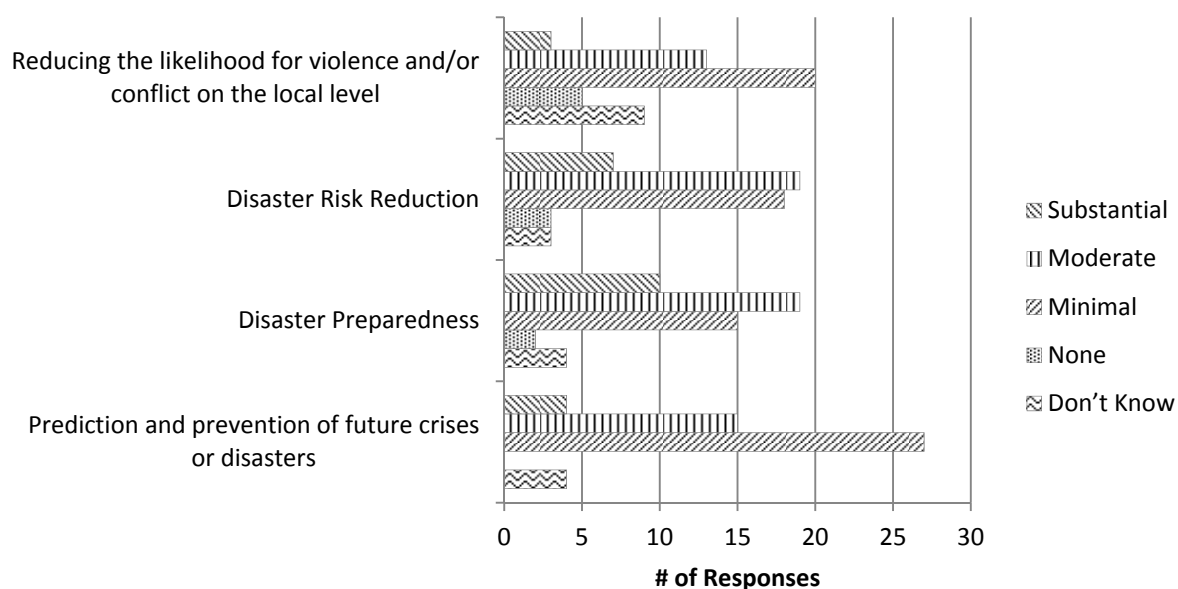
Chart 10: Characterization of EEPCT's Contribution to Disaster Risk Reduction-related Areas

This perception of the limited contribution of EEPCT-financed activities to DRR should be seen in the context of a number of factors. First, it is a relatively new concept for UNICEF staff to accommodate. Second, the role of schools and education systems in promoting DRR is relatively small, but nonetheless significant. On its own, no school or education-based initiative can make much impact on prediction, prevention, preparedness, risk reduction and conflict reduction. Each of these requires multi-sectoral interventions to make any significant impact. Third, changes in school attendance (including by gender) are an important predicator of family and community stress and protection needs. UNICEF's role in ensuring its inclusion in prediction and prevention work is therefore essential.[119] Fourth, it is quite challenging to measure the level of preparedness or risk reduction in an objective way, since there is rarely a good counterfactual: what would have happened without it? What is clear from international

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[117] The PRES survey also found that this larger pool of respondents gave relatively low ratings to the contribution of EEPCT to DRR and to prediction and preparedness for emergencies. 43.8% saw a minimal or nonexistent contribution to DRR, and about one third rated the contribution to prediction and prevention of disasters as minimal or lower. With regard to the gap between the perception of DRR's presence in EEPCT programming and its actual contribution in the field, the PRES notes that DRR is a relatively new field, and long term impacts are not yet apparent.[117]

[118] Country/Regional/HQ Knowledgeable Staff survey.

[119] Seaman, John and Celia Petty, The use of household economy approaches to provide information for the design of social protection policies and programmes.

experience is that "schools are the best venue for sowing collective... (DRR)...values."[120] Finally, at the HQ level, EEPCT funds have been the critical source of support for the agency's DRR unit's work, and relevant issues are also being taken up for the first time at the regional level. These developments are discussed below (in Capacity Development and Partnership Building).

Goal Three, Finding Two: Promising practices are emerging

While inconsistent project monitoring, school closures and security constraints limited programme outcome evaluation, a number of promising practices emerged from secondary document reviews and in-depth interviews with of key government, civil society and UN personnel in the six case-study countries. In Sri Lanka, the EEPCT programme was reported to have made relevant contributions towards strengthening the education sector to contribute to emergency preparedness. There are two aspects to these contributions: improved structural integrity of buildings, and increasing disaster preparedness skills among teachers, students and officials. Training received by some teachers from the Zonal Offices also contributed to emergency preparedness.

Collectively, under the EEPCT programme, about 30% of teachers had been trained on the Emergency Preparedness and Response Plan (EPRP), teaching in emergencies, Mine Risk Education (MRE) and psychosocial awareness. This has effectively increased their capacity to teach in emergency situations and to adapt during the aftermath.

With the exception of Liberia, the other case-study countries all report significant investment of EEPCT funds in preparedness, prediction and prevention, focusing largely on programmes to build capacity in DRR. Interviews and focus groups all reported favourably on the improvement to risk reduction that these interventions have made. This in itself is significant in a sector that has had very limited involvement with such issues. However, in at least four of the case-study countries, the level of understanding of the various risk-reduction strategies tended to be focused at relatively senior and technical levels among government and implementing partners in the capital, while the terminology was rarely used or understood at any level closer to the communities and schools. Over half of the schools visited in case-study countries that had been involved in DRR programmes did not have plans which they could share with the researchers.

Côte d'Ivoire offers a case study of good practice in DRR, which emerges as the most effective contribution that EEPCT has made in that country, despite a relatively low level of investment (US $60,000). The lessons that emerged are the importance of having a strong champion in the Ministry to lead the initiative, and effective piloting in key areas, with the identification of local level champions. This initiative has also generated upstream policy development, with a draft proposal for submission to Cabinet to gain top-level support for initiatives, thereby making it more likely that this work strand will be sustained.

EEPCT also financed DRR in the Philippines, with support for the development of a DRR framework and development and printing of resource and teaching materials. Across all three levels, focus groups rated the effectiveness of the EEPCT programme intervention as better now than before the programme began, specifically listing advancements in DRR as the primary reason for this. Members of government and NGOs alike considered the Cluster as playing an integral role in pushing forward the DRR agenda. On a national level, UNICEF and the Education Cluster have been advocating for wider inclusion of DRR into the education curriculum and raising its importance as an issue that needs prioritization within DepEd. DepEd is currently working on integrating DRR into its curriculum. One key government informant stated: "Before, DRR was not part of school planning; but after advocacy and provision of capacity-building it was slowly integrated, and as of today schools are now exerting more effort in preparedness." DepEd officials also noted stronger coordination around DRR and increased trainings and drills as key changes. For example, earthquake drills are now undertaken nationally, which allows students and schools the chance to practice how to react and respond in such situations. Further, a DepEd DRR Resource Manual for

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[120] ISDR, 2007 International Day for Disaster Reduction, 2007.

teachers has been revised and reprinted through EEPCT-support. It is now being distributed to principals at selected schools, although plans for its use are not yet developed.

In Colombia, progress in this goal area reflects two distinct strategies, one focused on the implementation of programmes that promote peace, and the other on promoting comprehensive risk management. Most of the EEPCT projects focus on the promotion of coexistence and the mitigation of violence in schools, through knowledge-building in human rights and strategies for peaceful coexistence. In addition, the pilot project in Cordoba is focused on risk management in education in emergencies. This programme focuses on strengthening the capacities of the educational sector to anticipate, prevent and prepare for an emergency through the creation of contingency plans, the development of a flexible curriculum, and academic calendars. This innovative programme was developed in response to the repeated flooding that affects thousands of families annually and keeps children out of school for weeks or months at a time.
Finally, several countries identified peace education as part of prevention work; however the PREV was unable to find reliable data on the results of these efforts. Liberia was the only case-study country that pursued this approach through building up an INEE Peace Education Programme (PEP) rather than creating a new and untested programme. As part of EEPCT, UNICEF is planning a research project on Education and Peace building in Post-Conflict Contexts which will include a desk review and case studies. The outcomes of this will inform EEPCT programmes.

Goal Three, Finding Three: Implementation of global standards on safe and secure schools need to be strengthened

Steps to improve school and child safety were also identified in a number of case-study countries as making an important contribution to risk reduction. As part of the EE-DAC scorecard exercise, stakeholder groups reported on "more awareness of" and "more child safety policies and guidelines in place", and "infrastructure improvements" such as improved school construction and gender specific latrines. In Sri Lanka, guidelines on safe and appropriate construction that were provided as part of the CFS concept were effectively mainstreamed by the EEPCT programme, which was considered important in strengthening education in the long term. Regardless of whether UNICEF or another party supported construction, these guidelines were followed at least to a certain extent.

However, site visits to schools and application of the CFS checklist yielded less encouraging findings. In Côte d'Ivoire, where there are a reported 200 CFS schools, none out of 10 randomly selected schools were found to meet all seven safety-related CFS criteria.[121] Only one school met two of the criteria, and three schools met one of the criteria. Even the LAB4LAB schools, whose original design had included provision for all CFS criteria, had changed in design so that they would not meet most of the criteria when completed. In Liberia, no schools met all seven safety criteria. One school met seven criteria, three met only one, and one met no criteria.
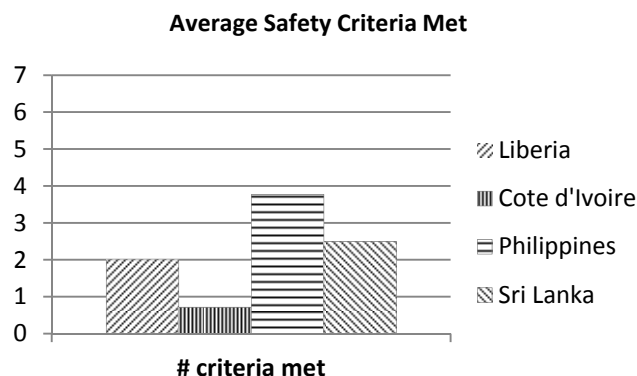
Chart 11: Safety Criteria Met

In the Philippines, site visits confirmed that most of the construction financed by EEPCT had been done according to the government plan, which provided for few of the CFS safety criteria; this was reflected in the practice of having one toilet per classroom rather than separate toilets for boys and girls. In

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[121] (1) Is the school easily exited in case of emergency, (2) Windows in every classroom, (3) Windows can be opened without a key, (4) Separate latrines for girls and boys, (5) Latrines have locks, (6) Separate latrines for teachers, (7) Disaster Risk Reduction plan.

comparison, the typhoon resistant (LAPUS) schools did meet almost all the criteria, as they did not employ the government standard plan and had considerably higher unit costs. Overall, no UNICEF-supported school (including daycare) fulfilled all seven safety criteria. One school fulfilled six criteria, three schools fulfilled five, two schools fulfilled four, six schools (including the day care) fulfilled three and one school fulfilled two. The two criteria fulfilled by all 14 schools sampled were the presence of windows in every class and that windows could be opened without a key.

In Sri Lanka, safe and appropriate construction was reported in both UNICEF-supported as well as control schools. Some highly rated elements were strength of construction, safety of stair cases, ventilation and access to electricity. However, among the 10 UNICEF-supported schools sampled, none fulfilled all or most of the safety-related criteria. Two schools fulfilled four criteria, two fulfilled three, five fulfilled two and one fulfilled only one. Only two of the schools had DRR plans and only one school was easily exited in the case of emergency.

Overall, while many countries have improved school safety and emergency preparedness, implementation of global standards for safe and secure schools needs to be strengthened. This should build upon and reinforce existing standards and guidelines, such as the UNISDR, INEE and World Bank Guidance Notes on Safe School Construction. Similarly, standards should be developed for emergency-preparedness framework based upon the emergency education manual.

Goal Four: Evidence-based policies, efficient strategies and fit-for-purpose financing

Summary of Findings

UNICEF supports host-country governments in increasing their capacities and moving towards sustainable development and achievement of the MDGs. Realization of Goal Four can help countries emerge from emergency or post-crisis transition phases and start on a path of long-term development through a combination of evidence-based policies, systems development, research, analysis and fit-for-purpose financing modalities.[122]

Almost all countries reported having or working towards the establishment of education information management system (EMIS). However, inability to report on quantitative outputs made the quality of this data questionable.

Overall, there was limited progress on achievements under Goal Four. UNICEF staff interviewed reported low scores on monitoring and evaluation, and case studies found that few EEPCT programmes were found to have been based on agency agreed programme practices. There was also limited progress in regard to innovative and fit-for-purpose financing instruments, with only a few examples (the Liberia Pooled Fund, Zimbabwe Education Transition Fund) emerging during the evaluation.

The Liberia Pooled Fund emerged as the strongest example of a "fit-for-purpose financing mechanism". While there are some significant reservations about the efficiency of the management of this Fund, and relevance of communication around its performance (discussed below), the establishment of the Fund represents a significant stride forward in experimenting with a novel approach to addressing a problem that has produced many ideas and documents but few practical initiatives over the past five years.

Overview of Goal Four Activities

The following chart summarizes the range UNICEF promotes to achieve Goal 4 related objectives:

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[122] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission.*

Table 6: Global Activities under Goal Four

Evidence Based Policies				
Activity	**# Countries**	**Activity**		**# Countries**
Lessons learnt documentation	14			
Research and Analysis				
Activity	**# Countries**	**Activity**		**# Countries**
School Surveys	5	Monitoring and Evaluation		13
Data Collection and Assessment	20			
More Efficient Operational Strategies				
Activity	**# Countries**	**Activity**		**# Countries**
Knowledge Sharing	10	New Partnerships		15
Education Cluster	23			
Fit for Purpose Finance Mechanisms				
Activity	**# Countries**	**Activity**		**# Countries**
Pooled Funding Mechanisms	7			
Improved Communication Tools				
Activity	**# Countries**	**Activity**		**# Countries**
Podcasts	0	Back on Track Website		0

UNICEF reports that the EEPCT programme advanced Goal Four through "...mapping, rapid assessments and gap analyses; studies on education quality, risks facing vulnerable children and inclusive education; forums for fragile states on pertinent education issues; simulation exercises; the development response and contingency plans and technical inputs for fundraising and advocacy."[123]

Numerically, UNICEF reports that the EEPCT programme supported the development of policies or strategies for education in emergencies in nine countries; built government capacities for policy development in 12 countries; and supported research, analysis, fact-finding and mapping in 20 countries.[124]

Goal Four: Key Findings

Goal Four, Finding One: There has been limited progress against Goal Four objectives
Secondary document analysis, surveys, key informant interviews and case-study findings indicate that there has been limited progress against Goal Four objectives. The PRES survey of 153 EEPCT-involved staff found that progress on Goal Four is perceived to be slow. Only 13.1% of survey respondents described EEPCT impact on monitoring and evaluation as substantial, while 44.4% described it as moderate. On the subject of creating an evidence base for education in emergencies and transitions (i.e., is data available), 16.2% said that EEPCT had substantially contributed to this aspect of Goal Four, while 39.4% said that its contribution was moderate. While these numbers indicate progress, the PRES acknowledged that it was not sufficient.[125]

In assessing Goal Four in the PRES country studies in South Sudan, Nepal and Kenya, South Sudan showed the most development. In Sudan, the government and UNICEF collaborated on a Geographic Information System (GIS)-based school survey, which was used as a basis for EMIS and a baseline for EEPCT programming.[126] In Kenya, the government perceived a need for monitoring and evaluation but at the time of the survey review there was no infrastructure for, or evidence of, this. In Nepal, recent strides

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[123] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission.*

[124] Ibid.

[125] *Review and Evaluability Study (PRES) UNICEF's Education in Emergencies and Post-Crisis Transition (EEPCT) Programme.*

[126] Ibid.

had been made to achieve Goal Four, but the establishment of a framework for monitoring and evaluation was too recent for results to be evaluated.

The evaluation survey of 50 UNICEF staff directly involved in EEPCT also produced relatively low scores on monitoring and evaluation, with 42% (21) reporting substantial or moderate contributions by EEPCT (see Table 7). There were even lower reports of substantial or moderate contribution to the availability of data on education in emergencies and transitions (referred to as the "violence base"). Only 26% (13) respondents ranking EEPCT's contributions at this level. Ratings of developing partnerships were much higher, with nearly all (92%) rating the contribution of EEPCT as substantial or moderate.

Chart 12: Assessment of EEPCT's Contribution to Goal Four

Characterization of EEPCT Contribution - # of Responses
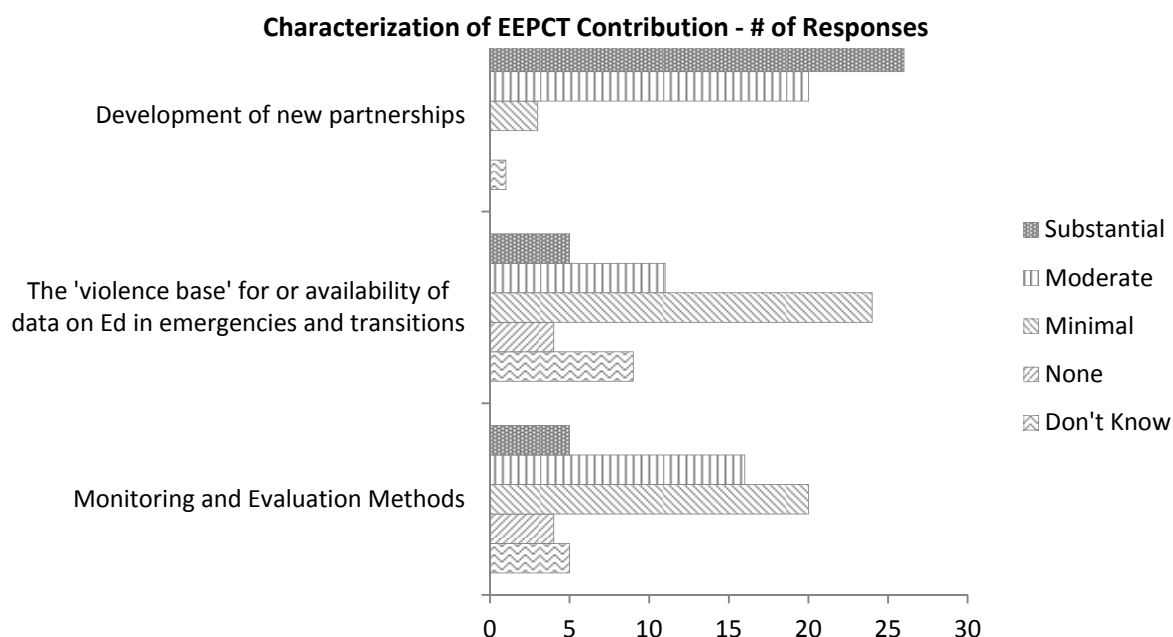
Perhaps more telling than the perceived contributions were the responses by country-level staff regarding their familiarity with certain EEPCT tools for fit-for-purpose financing, lessons learned, monitoring and evaluation, and other items for programmatic support. Over half (56.3%) of the 32 country-level respondents were familiar with the intranet programme to help with EEPCT applications; however, very few were aware of other tools. Only 12.5% (4), for example, had received the Liberia Pooled Fund Report, and the same proportion had completed the intranet training on early warning and preparation (See Table 10). Where COs were aware of these tools, scores hovered around 3 on a scale of 1 (not at all useful) to 4 (substantially useful). The intranet programmes received the highest mean ratings, with the programme to help with EEPCT applications receiving an average score of 3.1, and the intranet training receiving a 3.5. Among the lower-rated tools, the Liberia Pooled Funding Report had a mean rating of 2 and the communications office's podcast received a 2.9.

The mean ratings were drawn only from those who were familiar with or had used the tools in question. The absence of any widely-distributed tools for capacity building on Goal Four may highlight weaknesses in the communication structures that would allow EEPCT to share lessons more broadly in order to build a stronger basis for monitoring and evaluation, fit-for-purpose financing mechanisms and evidence-based programming.

Table 7: Access to EMIS, Research and Analysis, Fit for Purpose Financing Mechanisms, and Improved Communication Tools at the Country Level (N=32)

Tools	% (n) with access to or awareness of tools	Ranking of Usefulness (1 to 4)
Familiar with the intranet programme to help with the EEPCT applications?	56.3 (18)	3.11
Familiar with Education in Transitions Website?	34.4 (11)	3.1
Familiar with the Communications Office's podcast series on education in transition?	21.9 (7)	2.86
Did you complete the intranet training on early warning and preparation?	12.5 (4)	3.5
Provided with the Evaluation Office's Synthesis Report of Evaluation findings in Education in Emergencies and Post-crisis Transition?	28.1 (9)	3.0
Have you been provided with a copy of the Liberia Pooled Fund Report?	12.5 (4)	2.0
Provided with or accessed EEPCT related field notes on innovative UNICEF programming and operational experiences?	15.6 (5)	2.75

Goal Four, Finding Two: EMIS systems exist. However, the quality of data collected is limited

Within EEPCT, the Education Monitoring information System (EMIS) was considered to be a programme in and of itself and not a foundation for educational programming. Support for the development and refinement of EMIS systems is critical for effective monitoring and reporting, as well as for identifying and addressing disparities in support due to age, gender or ethnicity, and should remain a central item for support. Almost all countries report having an EMIS, or to be working towards the establishment or re-establishment of one, yet very few countries were able to report basic system statistics for the Revised Logframe, as discussed in greater depth in the section on Monitoring and Evaluation in Cross-Cutting Issues (section 3.5). There is clearly a need for an analysis of good practice and provision of guidelines to help countries invest in timely and relevant data for both policy and planning as well as for monitoring and reporting.

The difficulty of obtaining relevant and reliable data was highlighted during the analysis of Goal Four reporting. Some countries, such as Bangladesh, explicitly referred to concerns about the quality of data. Others noted that the data in these systems differed from other independently collected sources. For example, Jordan reported that the data in the MoE's EMIS system did not match UNHCR's records.

However, many countries did report EEPCT support for strengthening of the EMIS systems through either updating of the software or support for the implementation of school censuses, or through training of officials and school personnel in completing forms and interpreting data. In Liberia, EEPCT funds financed two annual school-census reports, training of 92 District Education Officers (DEOs), 14 County Education Officers (CEOs) and 503 enumerators on how to implement data collection. The DEO and CEO focus groups report that information from EMIS is being used by officials. Interviews with partners and reviews of donor reports show it is widely referenced by donor partners, particularly the EU/ EC and the United States Agency for International Development (USAID). Another example of improvement comes from Timor-Leste, which reports progress in data availability due to the EMIS system. Data from

the EMIS is being used to create an education statistical yearbook that will be printed and disseminated to all stakeholders.[127]

Goal Four, Finding Three: Innovative and Fit-for-Purpose Financing Instruments is progressing slowly

With regard to innovative financing strategies, the limited progress on the development of innovative and fit-for-purpose financing instruments noted in the PRES was confirmed in this evaluation. Beyond the Liberia Education Pooled Fund (or EPF - discussed below), reviews of programme documents and interviews with UNICEF HQ and key partner staff found few examples of other innovative financing arrangements. A number of informants mentioned the Zimbabwe Education Transition Fund, which was established drawing on the documentation for the proposed global Education Transition Fund (ETF), and informed by experience with the Liberia EPF. Seven countries reported having Pooled Funds or "similar mechanisms" in the Revised Logframe, though interpretations of "similar mechanisms" seem to be varied; these funds may not meet the criteria of a true pooled fund. For countries that did not report a funding mechanism, some referred to concerns about "perceived inefficiency/transparency"[128] of a pooled fund arrangement as barriers to its implementation. The PRES and the 2009 Progress Report identify the Liberia Pooled Fund as perhaps the strongest example of a "fit-for-purpose financing mechanism". The 2009 Consolidated Progress Report refers to financing the construction of 40 schools, "in different stages of completion at the end of 2009", and the purchase and delivery of textbooks which, "when completed", will lower the ratio of textbooks to pupils to 1:2.

A review of the EPF dated July 2009 opens with an optimistic quotation to the effect that the experience with the fund had been "largely positive". [129] However, a later paragraph indicates the need for a more sober assessment:

> "Considering the short time of actual EPF operationalisation (about 16 months) it is not possible to draw any conclusions about the impact of the EPF as envisioned by its architects on: increased MoE ownership, improved planning, budgeting, coordinating and monitoring capacity and improved internal financial management and procurement functions. Those areas are overall in a weak condition with regard to state institutions. Planning and budgeting capacity is still weak and has influenced the efficiency of the EPF."

Evidence from the Liberia Case Study and other discussions revealed that the reporting on the EPF was, at best, optimistic and somewhat misleading. The 2009 Consolidated Report does not adequately describe the significant implementation difficulties that the initiative has encountered, such as the fact that construction of some new schools had come to a standstill, and that the delivery of textbooks had encountered significant challenges. Two separate reports, one audit report and the other a donor-commissioned programme review, had found sufficient queries to encourage at least one potential donor to conclude that it would not channel resources through the EPF.[130] These reports had been a significant consideration in the decision of the Education for All/Fast Track Initiative (EFA-FTI) Board to conclude that the substantial FTI Catalytic Fund grant would not be channelled through the EPF, at least initially. This important development does not imply that the mechanism cannot serve its purpose. However, it must have significant external support. Also, the establishment of a separate fund for FTI catalytic funds directly undermines one important purpose of the fund: "One Programme, One Mechanism, One Process". The issue needs more detailed analysis than is possible here; but there should be a process that is truly transitional, recognizing the institutional capacity limitations of the government and providing for a progressive expansion of government implementation, through intensive implementation support (not simply in procurement and financial management), with more systematic monitoring and reporting.

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[127] Timor-Leste Revised Logframe.

[128] Afghanistan Revised Logframe.

[129] *The Education Pooled Fund in the Republic of Liberia: one mechanism, one programme, one process.*

[130] This donor subsequently supported Ministry of Finance capacity development to improve management of pooled funds.

The Zimbabwe ETF provides an example of a different kind of pooled funding, whereby funds are pooled in an account managed and implemented by UNICEF as "Other Resources". In this case, UNICEF uses its own implementation, monitoring and reporting procedures, but implements in close consultation with the government to achieve "shadow alignment" with the government's own strategies and plans. While this places its own pressures on the implementation capacity of the CO, it does ensure a higher degree of accountability and donor confidence. What has not emerged from the few examples of pooled funding mechanisms to date is an arrangement that would provide for a relatively high degree of implementation by external partners in early stages while government has limited implementation capacity and consensus on strategy. A sensible strategy for using these funds sustainably in practice would be to start with a small, and increasing, allocation of funds for implementation by the government, strongly buttressed by effective implementation support, with a gradual to implementation by the government rather than partners as its institutional capacity grows.

Goal Four, Finding Four: Promising policy initiatives are emerging but are not being tracked

EEPCT has supported policy development assistance in a number of countries. In Angola, this has become the central focus of the programme from 2009 forward, with EEPCT funding Early Childhood Development (ECD) policy support, CFS Policy and Implementation, and the ALP. Based on plans for the next fiscal year funding will likely be directed toward continued support of CFSs, ECD, and a situational assessment of EFA.[131] While it is too early to report on any specific outcomes of this process, the support has already yielded a number of outputs.

Despite the reservations noted above, the Liberia EPF showed promise for transition contexts, delivering quick results and strengthening government capacity. It is a platform for public (UNICEF) and private Open Society Institute (OSI) partnership that typically does not exist in post-crisis areas, and a means for UNICEF to provide multi-year funding. However, several weaknesses of the Liberia EPF have been highlighted. The UNICEF Liberia CO did not have the capacity to establish and develop the Fund, leading to the need for technical support visits from HQ. The 2007 Progress Report for UNICEF Liberia stated that the 'UNICEF Liberia education programme lacks enough technical staff to be able to effectively support the larger macro-processes which have impact on the MDGs and at the same time pilot viable solutions to inform policy at the national level.'[132] The Liberia EPF may show great potential as a model approach for use in post-conflict settings; however, to help keep programmes sustainable at a local level, situational assessments should match fund creation and management with organizational capacity.

Evaluators in Sri Lanka found that fund disbursement methods were important to operational efficiency and effectiveness. At the height of Sri Lanka's emergency period, UNICEF disbursed funds directly through the provincial system. Fit-for-Purpose instruments were created, such as Long-Term Agreements (LTAs), where price was fixed in advance, with a margin built in for price fluctuation. This simplified the procurement process and allowed material to be supplied to the beneficiaries on time.

In Colombia a number of new policy initiatives took place:

- **Communication campaign for EiE:** The National Roundtable for Education in Emergencies (and partners) developed a mobilization initiative to restore education in emergency situations. One hundred high-risk municipalities were targeted. No information exists on the results.

- **Improved EMIS:** Linkages have been established between the Government's Information Management Group and the Education Cluster. Key informant interviews indicate that a shared information platform is emerging, even though the Government statistics remain incomplete and some key data areas are not coordinated.

- **Facts and Rights Strategy:** Education in emergencies was a central theme in the December 2009 National Summit of Governors of Colombia. However, there are no measures of the

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[131] UNICEF Angola. *Progress report on support for UNICEF's 'Education in emergencies and post-crisis transitions' programme.* 1 April 2009 – 31.

[132] *Liberia Country Office 2007 Annual Report.*

effectiveness of this intervention (for example, analysis of changes in government plans and budgeting for EiE).

- **Ministerial Order 012 on Education in Emergencies:** In 2009 the MoE released a directive to its Secretariats of Education informing them of their responsibility to prepare the education sector for future emergencies. This directive serves as a preparedness roadmap to Secretariats of Education and includes criteria for a quality emergency education response; it also forbids the use of schools as shelters during emergencies to the extent possible. However, to date, Directive 012 has had no impact on other government actors, who regularly use schools as shelters in emergencies. A strategy for providing necessary technical support to the 32 departmental secretariats and the over 100 municipal level secretariats remains unclear and financing for ensuring the quality of Directive 012 is uncertain.

With regard to the CFS initiatives, the evaluation team found that the advocacy and policy change component was largely missing. The UNICEF *Child Friendly Schools Manual* states that 'the purpose of CFS model is to move schools and education systems progressively toward quality standards, addressing all elements that influence the well-being and rights of the child as a learner and main beneficiary of teaching while improving other school functions.'[133] However, evaluators found that CFS initiatives in case-study countries were primarily used as a basis for service provision (e.g. construction of schools) rather than as avenues for systematic change as envisioned. The evaluation found a lack of quality CFS schools which could be used as "test cases" for advocacy to enable decision-makers to understand the benefits of higher standards and to endorse them through policy action and budget commitments.

This kind of policy support is not easy to finance from general funds and requires the flexibility to mobilize technical assistance rapidly and effectively. Increasing this kind of policy support is therefore an important advance for UNICEF's work and has been particularly assisted by the EEPCT funds. The support that UNICEF brings is dependent also on the technical capacity of the UNICEF field staff, and continued investment in staff training is beginning to pay dividends in some countries. The challenge for policy work is to develop clear mechanisms for monitoring and reporting on progress and achievements, since this kind of work calls for specialized indicators. Since impact of policy change is long term and difficult to measure, let alone attribute, simpler output measures in terms of documents produced can be supplemented by surveys to establish familiarity with the policies developed, and assessment of the extent to which they are being implemented**.**

3.4 OECD-DAC Aggregate Review

The above review of the four EEPCT Goals has been underpinned by four OECD-DAC criteria (relevance/appropriateness, effectiveness, efficiency and coherence/coordination), [134] supplemented by two additional criteria (impact and sustainability). In view of the progress review nature of this evaluation, impact and sustainability has been limited to an assessment of the extent to which "sustainable progress towards education for all has been achieved".[135]

The OECD-DAC criteria were embedded in the evaluation's analytical framework and its assessment tools, including interview protocols, case studies, surveys, and programme outcomes measures. In addition, a specific OECD-DAC tool (the EE-DAC Scorecard) was developed to collect OECD-DAC assessments from government, international, national and community stakeholders in the six case-study countries. OECD-DAC criteria have been integrated into the findings that have been described so far, under each of the EEPCT Programme's goal areas.

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[133] *Child Friendly Schools Manual.*

[134] *OECD-DAC Glossary of Evaluation and Results Based Management (RBM).*

[135] Terms of Reference Independent Evaluation of the Progress of the Education in Emergencies and Post-Crisis Transition (EEPCT) Programme, p. 7.

Level of Implementation	Key PREV Criteria	Phases of Implementation
Global	Relevance/ Appropriateness	Overall EEPCT Programme Design
Regional Level	Effectiveness	Conversion to Country Programmes
Country Level	Efficiency	Design of Specific Interventions
Education System Level	Coherence & Coordination	Implementation & Management
Community or Beneficiary Level	Indicative Impact & Sustainability	M&E, Learning, & Prog. Enhancement
	Other Issues	

This section, in turn, reviews these same criteria from an aggregate perspective. This aggregate review follows an analytic framework that was proposed in the ToR for this evaluation.[136] These also included a suggested list of questions that the evaluation might pursue under each of these criteria, leading to a total of 39 different questions for all criteria. This section addresses those questions for which evidence could be generated.

Relevance/Appropriateness
Relevance concerns the extent to which a programme or project meets local needs and priorities (as well as donor policy).[137] Appropriateness also refers to the tailoring of humanitarian activities to local needs, and includes increasing ownership, accountability and cost-effectiveness to that end.
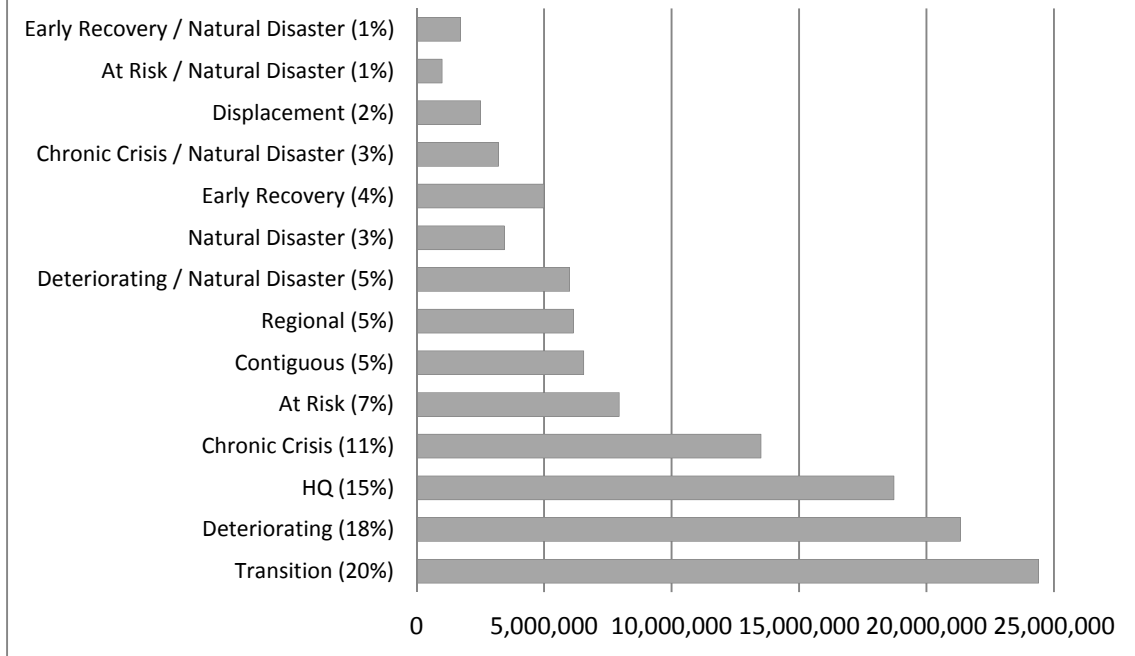
One measure of EEPCT Programme relevance and appropriateness would therefore be the extent to which the allocation of funds to different types of contexts reflects the profile of countries that are defined as fragile or conflict-affected. In this regard, the countries identified for EEPCT funding by UNICEF overlap almost completely with lists of fragile and conflict-affected countries developed by other organizations, such as Save the Children (Fragile and Conflict Affected States or CAFS), and the World Bank (Conflict-Affected Fragile States). The EEPCT countries also include a number affected by natural disasters that are not included in the conflict-based lists. However, Dom (2009)[138] offers an analysis of a number of different lists of fragile and conflict affected states by a range of different organizations (including DfID, USAID) and, with the exception of very few outliers, these countries overlap with the countries supported by EEPCT.

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[136] Ibid, p.17

[137] *Evaluating humanitarian action using the OECD-DAC criteria: An ALNAP guide for humanitarian agencies.*

[138] *Working Paper 6: FTI and Fragile States and Fragile Partnerships.*

Chart 13: Allocations by Context, as of 31 Dec 2008

Context	
Early Recovery / Natural Disaster (1%)	
At Risk / Natural Disaster (1%)	
Displacement (2%)	
Chronic Crisis / Natural Disaster (3%)	
Early Recovery (4%)	
Natural Disaster (3%)	
Deteriorating / Natural Disaster (5%)	
Regional (5%)	
Contiguous (5%)	
At Risk (7%)	
Chronic Crisis (11%)	
HQ (15%)	
Deteriorating (18%)	
Transition (20%)	

0   5,000,000   10,000,000 15,000,000 20,000,000 25,000,000

The countries that received the largest share of EEPCT resources were those in Transition, Deteriorating and Chronic Crisis contexts (see Chart 13). These are countries that require significant and sustained financial support, a finding which is aligned with the EEPCT Project Proposal which sought to prioritize countries in Transition as a neglected area that suffers from shortage of funds in the "humanitarian-development gap." It also illustrates a focus on complex emergencies, in which natural disasters may often overlap with other conflict related types of fragility. In total, some 10% of funds went to countries with complex emergencies, making it the fourth highest context in terms of financial support.

At the global level, the distribution of EEPCT Programme funding suggests that UNICEF did target relevant contexts. It further demonstrates that peripheral contexts (such as "at risk" and "contiguous[139]"), which are less often addressed by programmes aimed at fragile and conflict-affected contexts, were also included.

The strong focus on capacity-building of government personnel and the heavy investment of funds and resources in delivery of learning materials supports the case for relevance at country and local levels. The selection of specific activities for each context generally reflects the needs of local communities. For example, UNICEF recognizes that construction may not be the most efficient use of funds in all contexts; yet it makes a significant investment in construction, because of a lack of sufficient infrastructure in target countries.

Teacher training emerges as one of the activities most countries reported employing—a decision that is in line with the strong prevailing wisdom that "teachers are the most valuable resource in conflict-affected education systems."[140] However, recent findings also suggest that mechanisms to ensure more effective teacher management (recruitment, deployment, payment etc.) are at least as critical if not more so in

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[139] Defined as "Countries affected with areas of stability/development and areas with serious conflict."

[140] *Reshaping the Future: Education and Post-Conflict Reconstruction.*

fragile and conflict-affected contexts.[141] In this case, the fact that no countries reported activities in this area, despite their being listed as possible interventions, suggest that this may be an instance where relevance of interventions could be improved.

The case could also be made that relevance was limited because the needs of these countries far exceeds the resources the Programme could mobilise. However, the slow rate of disbursement and the extension of the Programme to accommodate it suggests that the resources were, if anything, higher than the capacity of the countries to deploy them.

Overall, if the question of relevance is a matter of "doing the right thing in the right place," EEPCT was found to work in the neediest contexts and address issues that reflected local needs.

Effectiveness
Effectiveness questions focused on the extent to which EEPCT Programme activities are achieving their intended purposes, or whether they can be expected to do so in the foreseeable future. [142] Implicit in determinations of effectiveness is an assessment of "timeliness" criteria. This was difficult to do because it was not possible to measure impact or even outcomes in most case study countries, while baselines for many global, regional and country level activities do not exist, suggesting future difficulties in measuring impact.[143] Accordingly, this analysis of effectiveness is limited to an informed speculation on whether positive outcomes "can be expected to happen", to use the phrase from the ALNAP definition.[144] In many cases it is only possible to observe activities and review programme outputs.

Nonetheless, as the findings for Goal One indicate, EEPCT funds have enabled UNICEF to work in a more flexible, timely and responsive manner with partners and governments to promote a more coordinated, higher-quality education response. By this measure, Goal One achievements appear to be broadly "effective."

Regarding the resilience of service delivery (Goal Two), observations are limited by the lack of clarity, both within and outside UNICEF, on what constitutes resilience – especially with respect to education. However, the findings do offer evidence of global, regional and country-level outputs that can be expected to contribute to resilience. The first is the positive performance of the Education Cluster interventions. The evaluation noted the acceptance by the Inter-Agency Standing Committee (IASC) of the concept of a cluster in a sector that was not universally recognised as critical in humanitarian action; also the establishment of the Education Cluster Working Group and its secretariat (the Education Cluster Unit), and the roll-out of functioning education clusters in 38 countries (not all EEPCT programme countries). All this suggests an institutional infrastructure that has strong potential for more effective coordination, better knowledge sharing and choice of activities. There is evidence in the findings that this is happening at the global, regional and country levels, even if Cluster evaluations have identified consistent shortcomings in a number of countries.

At the country level, the most widespread type of activities that directly addressed resilience was those that fall under the rubric of the Accelerated Learning Programme (ALP). The evidence suggests that this type of activity has considerable potential for enabling the system to cope with significant backlogs of overage learners. While results in individual countries varied, the effectiveness of ALP was strongly supported. Further questions arose around cost-effectiveness and sustainability.

Finally, it is not possible to reach even tentative conclusions on the potential effectiveness of the two most significant innovative strategies identified as addressing fragility – LAB4LAB and Talent Academies— since there had not yet been any activities at the time of fieldwork. However, the findings do suggest that lack of a systematic needs assessment, planning and clear communication poses a potential risk to effectiveness if not addressed quickly.

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[141] *Education in Emergencies and Post-Crisis / Transition Countries: Presentations at Progress Review Seminar.*

[142] *Evaluating humanitarian action using the OECD-DAC criteria*, p.20.

[143] This issue is discussed in detail in Section 3.5 (Cross-Cutting Issues: Monitoring and Evaluation).

[144] Ibid. ALNAP is the Active Learning Network for Accountability and Performance in Humanitarian Action.

The findings point to a positive assessment of Goal Three effectiveness. In most EEPCT-funded countries, there had been substantial to moderate progress towards prediction, prevention and preparedness. However, agency-wide understanding of these achievements is lagging behind; this could reduce effectiveness unless steps are taken to strengthen understanding and ownership of DRR and prevention strategies.

Regarding Goal Four, the evidence base was more consistent; but the evaluation concluded (in line with the PRES) that the initiatives had yet to demonstrate effectiveness. Effective monitoring and evaluation was found to be very limited, and few of the EEPCT programmes were found to have been based on agency-agreed programme practices. There was also limited progress in regard to innovative and fit-for-purpose financing instruments. Overall effectiveness in this goal area was limited, although there were examples of country-level initiatives that showed greater promise in achieving their purpose, such as the Zimbabwe ETF.

Overall, while many activities supported by EEPCT funds may prove to be effective in the long term, the evaluation found varying levels of effectiveness to date. More impact has been seen in global initiatives, with more mixed results at country level. The strongest message that emerges is the urgent need for mechanisms that will enable more effective monitoring and evaluation. These measures will help to promote a focus on results that can significantly increase effectiveness.

Efficiency[145]
Full assessment of efficiency requires assessing outputs against inputs, including financial, institutional and human resources. Many of the interventions have yet to produce significant outputs, and/or the outputs that have been delivered have not been consistently captured by the reporting system. The evaluation's assessment of efficiency is therefore limited.

Financial management was found to have been efficient, with good record-keeping and consistent reporting. Overall, there is no evidence of misuse of resources. The greatest challenge to the efficient use of EEPCT funds was the substantial disbursement lag in the first two years of implementation, suggesting that resources were allocated to programmes that were not in a position to deploy them promptly. The 2009 revision of the allocation system, and reallocation from underperforming activities, suggest sustained efforts towards efficiency are beginning to bear fruit – as indicated by the rapidly climbing expenditure rate from 2009 onwards. Unfortunately the financial management system did not record expenditure against specific goal areas, so direct assessment of efficiency with regard to achievement of EEPCT goals at programme level is not possible.

An efficient use of resources can also be seen when funds are used as leverage to attract additional resources. At the global level, the original donation from the Government of the Netherlands brought in only one additional donation for EEPCT, from the EC. Other potential donors who had expressed an interest in supporting education in emergency and post-crisis transition contexts did not subsequently commit funds to EEPCT (although they may have gone to other programmes that support education in these contexts). The decision not to proceed with the FTI Education Transition Fund was a key factor in limiting this significant efficiency gain.

However, EEPCT did support effective partnerships that greatly enhanced the value of the original investment. The support for INEE, the Education Cluster system and the DRR partners were found to have made a substantial impact on the education sector at global, regional and country levels.

UNICEF was not able to provide overall data on resources committed locally to country programmes in response to EEPCT-financed initiatives. However, there is evidence that this did take place in several countries. Two examples were the pooled funding initiatives, which were designed to achieve just this result. In Liberia, the Education Pooled Fund attracted a substantial donation from the Open Society

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[145] Defined by ALNAP as "the outputs – qualitative and quantitative – achieved as a result of inputs. This generally requires comparing alternative approaches to achieving an output, to see whether the most efficient approach has been used."

(Soros Foundation), while the Zimbabwe Education Transition Fund was mostly funded from additional donor resources, with the EEPCT funds playing a catalytic role.

Coherence and Coordination
The evaluation's findings on programme management and communication point to significant problems in internal communication regarding EEPCT objectives and strategic intent, particularly in the first two years of implementation. More recently there have been attempts from 2009 onwards to improve communication, but these have yet to be reflected on the ground, and the 2010 findings demonstrate a low level of understanding both within UNICEF country offices and among partners.

The findings also identify important and innovative progress in communication in the form of the website and tools developed by the Communication Division for the EEPCT programme. Yet while the products were described as state-of-the-art and exemplary by respondents, they had two significant limitations: they were still heavily oriented towards fundraising-style reporting on activities, with little critical reflection; and their internal and external impact is limited, since many key informants remained unaware of them. The relevance of these communications at the country level has also been questioned.

At the same time, coordination achievements through the Cluster system are significant, enabling greater coherence, effectiveness and efficiencies between Cluster partners, as well as with government authorities at the country level. The partnership with the INEE also rates well in the findings. The expansion of activities of INEE, which was supported substantially by EEPCT, made a significant contribution to coherence of the sector. This involvement with INEE also facilitated UNICEF's close collaboration with a range of intergovernmental organizations and international NGOs. During this period, INEE produced a number of valuable outputs which are already having an impact on the sharing of global knowledge and experience on education in emergencies and post-crisis transition. These outputs include the recent publication of the INEE Guidelines for External Financing of Education, and guidance on teacher employment in emergency situations, and on construction of safer schools. At the country level, awareness of the INEE Minimum Standards among stakeholders in national capitals has been enhanced. However, the case studies did not reveal strong results in terms of their application to actual education programmes. These findings show institutionalization of the standards, although advancing, remains a potential rather than an actual gain at this stage.

The partnership with the greatest implications for coordination and coherence is the Education for All-Fast Track Initiative (EFA-FTI). The evolution of UNICEF's involvement with the EFA-FTI are documented elsewhere in these findings, along with its efforts towards a more flexible response to the needs of countries that could not meet the exacting requirements of the Catalytic Fund. UNICEF's decision not to take on administration of the proposed FTI Education Transition Fund was viewed by many interviewees (especially among donors and development partners) as a "missed opportunity". As a consequence, the FTI partnership (of which UNICEF is an active member) opted, as part of its restructuring, to manage a single unified fund that would use a more flexible approach. Given the challenge of determining which countries would be eligible for support from multiple funds, a single funding mechanism under a single more autonomous body such as the restructured EFT-FTI may be a more coherent and practical approach.

This does have implications, however, for the "niche" that EEPCT was originally intended to occupy. The EFA-FTI was unable to provide support to many emergency and post-crisis countries because of its commitment to the standards required in the Indicative Framework and the assessment guidelines. EEPCT aimed to fill this important gap – for example, the Liberia Pooled Fund was established when Liberia's education sector strategy was found to fall short of the FTI standards. However, the EFA-FTI has not been entirely consistent in this respect, and several of the 39 countries supported by EEPCT have endorsed education-sector strategies and have received or expect to receive support from the Catalytic Fund or its successor. Thus the niche that EEPCT support occupied in its first few years may well have closed with the emergence of the new FTI unified fund and more flexible approach to endorsement and support.
This does not mean that there is no longer a special niche for the type of activities that EEPCT supported. As demonstrated by this evaluation, the range of EEPCT activities extends far beyond the provision of

financial and capacity-building support for implementation of education-sector plans. The EFA-FTI does not address emergency response, and the necessary institutional capacity and coordination at global, regional and country level. UNICEF has demonstrated that it can play a crucial role in supporting and helping to coordinate the development of this institutional capacity. Preparedness, prediction and prevention are also areas where UNICEF, with its extensive experience and country presence, has a significant institutional advantage that is unlikely to be available from any other actor in the education field.

However, while UNICEF a critical role to play in education in emergency and chronic crisis contexts, it is in transition contexts that the niche EEPCT was designed to fill may need to be revisited. The revised EFA-FTI approach and unified fund may fill that gap that was formerly filled by the EEPCT. However, even in these contexts, institutional support is needed for the development of interim plans that would qualify for FTI financing. In many instances, UNICEF is well placed to help develop the capacity needed. To achieve this, UNICEF will need to continue the transformation to being more collaborative, consultative and information-based so that the development of interim or sector strategies have wide ownership and support from the authorities and development partners.[146]

Sustainability[147]

It can be hard to assess whether an activity or intervention and its long-term impacts will continue after funding is withdrawn. Saving lives naturally takes priority, with sustainability a secondary consideration. In the case of education, however, sustainability is especially important, as education can be seen as a development activity for which governments must be held accountable. The strength of the EEPCT programme is its inherent transition from needs-driven response to strategy-driven programme, enabling UNICEF play a more active role in this transition phase.

At the global level, the predictability of EEPCT funds has enabled UNICEF HQ sections and divisions to strategically pursue relevant initiatives with considerable success and potential impact. The same is true of EEPCT-supported regional initiatives. However, while global and regional endeavours, from improved learning materials packages to the agency's DRR strategy, will continue to contribute significantly to the field of emergency education, the quality and consistency of future HQ and regional initiatives will be diminished without continued multi-year funding.

Similar assumptions also may be applied to EEPCT support for global partnership building, especially with respect to the work of INEE and the Global Education Cluster. The key to sustainability in the case of these initiatives is to ensure a wide range of donors and supporters so that funding becomes more diversified and less dependent on a single source. Some progress has been made through INEE, which is (for example) widening its engagement with donors through the Working Groups. However, it is important to continue this diversification in the next phase, so as to gradually reduce the heavy dependence on UNICEF for core funding.

At the national level, government buy-in is critical to sustainability, and the evaluation examined to what extent the EEPCT programme has been integrated into or aligned with government plans and strategies. EEPCT funds have been used most often to support government-approved national and district-level programmes under a government-agreed country programme. For example, in Afghanistan, the formalization of community-based schools and their recognition as part of the regular formal primary school system may be attributed to UNICEF's programme. On the other hand, the LAB4LAB initiative promoted by UNICEF HQ in Liberia and Côte d'Ivoire appears neither well-integrated into national plans, nor rigorously supported by the host governments.

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[146] Several informants at country level and one donor interviewee used the terminology of the "old UNICEF' and the "new UNICEF" to describe the shift in working style that is required, and in some countries evident, to help countries get on a path to recovery and transition to reconstruction and development.

[147] These criteria, which are not part of the OECD-DAC criteria, are defined as "the degree to which 'sustainable progress towards quality basic education for all' has been achieved'." Terms of Reference Independent Evaluation of the Progress of the Education in Emergencies and Post-Crisis Transition (EEPCT) Programme, p.11.

At the local level, acceptance, ownership and responsibility by stakeholders and the community are critical to long-term sustainability of programmes and initiatives. UNICEF has a well-established track-record of community involvement and consultation. However, it was found that some initiatives in DRR, which have developed significant capacity at the central government level, were not widely understood in schools and communities. Continued efforts to ensure local buy-in and ownership are required to consolidate progress to date.

EEPCT funds have also enabled UNICEF to direct more of its energy and resources to support "upstream" activities such as development of policies or framing of national strategies. In Angola, the entire programme has shifted focus towards support for policy development. Fourteen countries identified capacity-building of government officials as a key component of their programmes, and such capacity-building at central and district level is evident in a wider range of country programmes and initiatives. As part of the CFS initiatives, EEPCT has allowed UNICEF to play a lead role in supporting the development of national education strategies.

Finally, "build back better" lessons suggest that longer and targeted engagement is essential to promote sustainability of programmes and initiatives undertaken as part of emergency response operations.[148] There has been considerable progress towards systems development in cases where UNICEF has worked towards sustainability of programmes as a key element of its emergency response.

3.5 Cross-cutting Issues

Coordination and DRR, identified in the PREV TOR as possible cross-cutting issues, have already been examined under goal two and three above. This section reviews the extent to which four cross-cutting issues – child rights, gender, sensitivity to conflict and monitoring and evaluation – have been integrated into EEPCT-supported country programmes.

Rights-Based Approach
EEPCT defines "inclusion and participation as part of a broader rights-based approach."[149] UNICEF made efforts to strengthen support of children's rights through training and through integration of language on children's rights into programmatic language. In the earlier PRES survey of 153 education staff, 75.5% of respondents reported that inclusion and participation were included as cross-cutting themes and 89.6% of "directly involved" respondents felt that EEPCT programming substantially or moderately involved inclusion and participation. However, the evaluation's survey of 50 knowledgeable EEPCT staff produced very different results, with only 44% (22) of survey participants responding that inclusion and participation were a cross-cutting issue in EEPCT programming.

Findings from six evaluations of emergency responses indicate that community participation might be hampered by the need to act fast to respond to the life-saving needs of an affected population.[150] For example, the evaluation of UNICEF's response to the Indian Ocean tsunami in various affected countries showed that there was a lack of participation on the part of affected groups in decisions concerning assistance received. Women did not sufficiently participate in decision-making and there was insufficient use of local capacity. The evaluation recommended that UNICEF look at ways to improve the involvement and participation of affected people in setting priorities, designing programmes and monitoring implementation. Promotion of community participation needs to consider the existing power dynamics in the community.

The evaluators observed that the language and principles of children's rights were often integrated into programmatic language and reference was made to human and children's rights in programme design and documentation. However, overall, children's participation was not strongly featured within EEPCT

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[148] *Children and the 2004 Indian Ocean Tsunami: Evaluation of UNICEF's Response in Indonesia, Sri Lanka and the Maldives 2005-2008: Overall Synthesis Report.*

[149] *Programme Review and Evaluability Study (PRES) UNICEF's Education in Emergencies and Post-Crisis Transition (EEPCT) Programme.*

[150] *Programme Review and Evaluability Study (PRES) UNICEF's Education in Emergencies and Post-Crisis Transition (EEPCT) Programme.*

programming and there was little evidence to suggest that they were actively consulted or involved in the design or implementation of programmes reviewed in case-study countries. EEPCT could strengthen the role of rights-based approaches, through children's participation in programme planning, design, implementation and evaluation.

Gender
EEPCT's Revised Logframe places an emphasis on gender-disaggregated indicators. Gender is an integrated theme of EEPCT programming, with 72% (36) of country-, regional- and headquarters-level staff respondents reporting that it was a cross-cutting theme, a similar result to the PRES (67.3%).[151] However, also in line with the PRES, case-study countries had uneven integration of this theme and few programmes were specifically targeted towards gender. In Côte d'Ivoire, UNICEF partnered with the government on the Strategic Plan for Girls' Education; in Colombia, however, there were no programmes related to gender and UNICEF itself identified it as an area for improvement. In Angola, gender was a core element of programme design, but there was a gap between this and the impact on day-to-day life in schools. Across the case studies, schools failed to consistently have gender-separate latrines or locks on the latrine doors, two elements of the CFS criteria that directly relate to making the schools friendly and safe for girls.

There are specific risks that girls encounter that require focus during and after an emergency. The issue of girl's enrolment was examined as part of the EE-DAC Scorecard Exercise, with different results amongst the six case study countries. In Sri Lanka, gender differentials in education were not seen as a significant problem, while other countries examined noted the issue of girl's education to be of greater concern. Methods that were seen to improve girls' enrolment rates include: establishment of girl's mothers clubs, awareness campaigns and provision of incentives/scholarships. The relationship between gender and overall school enrolment was less skewed against girls in many case-study countries. In Sri Lanka and Colombia, there was parity between boys and girls on school enrolment, while in the Philippines the gender gap skewed against boys, who were more likely to leave school in order to begin work.

Other evaluations of education interventions in emergency responses also found that a gender dimension was not consistently reflected in the implementation of interventions.[152] For example, the evaluation of the humanitarian response to the 2007 floods in Mozambique observed that gender, as a cross-cutting theme, received limited attention. A Democratic Republic of Congo evaluation also observed that the UNICEF gender checklist for the project was not being sufficiently adhered to in terms of a) engaging more women in programme activities and b) not systematically disaggregating data by age and sex. The gender checklist of this programme was an excellent guide but was rarely respected.

These same evaluations reported lack of female teachers in schools and education projects, and low enrolment and participation of girls.[153] There appears to be a direct correlation between the presence of female teachers and the number of girls in schools. Despite the difficulties in addressing these disparities in most countries, international education interventions were certainly contributing to increased equity of opportunity. Figures from these evaluations in Angola and Liberia, both case-study countries, were confirmed by evaluation teams.

Sensitivity to Conflict and Fragility
Of the 29 countries able to provide quantitative responses to the Revised Logframe, 26 can be defined as fragile to varying degrees. Of those countries, 11 had implemented conflict risk-reduction and management programmes (peace education, LAB4LAB schools, Talent Academies, schools in zones of peace and psychosocial support). The extent to which countries' overall EEPCT programming was conflict-sensitive is difficult to assess without in-depth case studies. Many countries implemented some forms of rapid-response infrastructure support in the wake of disasters, such as school-in-a-box (11) and temporary learning spaces (13).

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[151] Ibid.

[152] *Education in Emergencies and Post-Transition: A Synthesis of Main Findings from Evaluations 2004-2009.*

[153] Ibid.

Fragility exists in the realms of governance, security, the economy, social inclusion, and environmental degradation.[154] Programmes' connections to fragility are not necessarily straightforward. For example, 17 countries reported activities targeting parent/community inclusion. In the INEE's recent synthesis report of four case studies on education and fragility, strengthening community governance was found to be positive. Additionally, rights-based approaches and approaches that target gender imbalances were found to have a positive impact in fragile contexts in the INEE's four case study countries.[155] No analysis of this type was performed in this report; however, the INEE report suggests that integration of other cross-cutting issues could be helpful. A focus on the quality of education, rather than simply its provision, is integral to confronting the social and political imbalances that impact fragility.[156]

At the opposite end of the spectrum, education can also be a tool for shoring up inequity and fragility, and the pathway between education programming and state fragility may be indirect or unclear. The INEE synthesis report found that livelihoods-related programming did not necessarily have a direct impact on economic fragility,[157] as it created skills but did not deal with the presence or absence of markets for those skills – perhaps calling into question whether Talent Academies are, in themselves, effective tools to mitigate fragility in EEPCT programming.

Countries have adopted different approaches depending on the context of their own fragility. In Kenya, 2008 post-election violence left both the need for a rapid response to the disruption caused by the wave of violence, and longer-term approaches to restore stability and to the trauma teachers and students experienced. EEPCT was an effective tool of restoring stability in Kenya, through funding the provision of supplies for schools, and through longer-term projects including developing a peace education curriculum and the establishment of Talent Academies.[158] Peace-related programming in Côte d'Ivoire and Liberia, meanwhile, focused on the LAB4LAB schools and Talent Academies, interventions that are still too young for their impact to be evaluated. Afghanistan meanwhile, a quintessentially fragile state, has taken multiple innovative approaches to enhancing education's role in mitigating fragility in the wake of the fall of the Taliban, notably increasing community ownership and participation through various methods.[159] [160]

Sensitivity to conflict and fragility does not appear to have been integrated as a *consistent* theme in any of the case-study countries except Liberia (where maintaining peace was an underlying theme in many programmes). While stakeholders in the six countries often reported improvement in the development of EPRPs during the EE-DAC Scorecard Exercise, they also reported that capacity was low, specific funding mechanisms for education in emergencies were not available, and coordination was lacking in some locations. Emergency-related CFS indicators were also often overlooked; it was rare for a school to have a DRR plan or to be easy to exit in cases of emergency.

In certain countries, such as Angola, conflict is not viewed as a relevant risk, and so integrating sensitivity to it may have been set aside. However, adaptability during emergencies is a key capability for EEPCT-funded programmes, and connecting support for maintaining and restoring access to education with a focus on the quality of education in emergencies would strengthen the education sector on this theme. Such efforts could include strengthening teacher training regarding how to deal with emergencies and focusing on promising programmes that can help restore education systems in post-crisis and transitional settings.

Monitoring and Evaluation
Lack of adequate monitoring and evaluation systems and capacities emerged as an issue that plagued EEPCT across countries and implementation periods. This hampered quantitative data collection and

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[154] *Understanding Education's Role in Fragility: synthesis of four situational analyses of education and fragility.*

[155] Ibid.

[156] *INEE Note on Conflict Sensitivity.*

[157] *Understanding Education's Role in Fragility: synthesis of four situational analyses of education and fragility.*

[158] *Programme Review and Evaluability Study (PRES) UNICEF's Education in Emergencies and Post-Crisis Transition (EEPCT) Programme*, Country Survey Respondent 16.

[159] *Understanding Education's Role in Fragility: synthesis of four situational analyses of education and fragility.*

[160] *INEE Note on Conflict Sensitivity.*

analysis, and prevented the reporting of Goals One and Two in the global aggregate. These issues were highlighted through analysis of the Revised Logframe (see Annex II for individual indicators for Outputs One to Four; each output corresponds to the same-numbered Goal), which forms the basis for reporting on EEPCT indicators per its four objectives. It was intended to provide comprehensive data on EEPCT monitoring and reporting—a concern identified in the PRES. Despite recent efforts to improve monitoring and reporting, as a whole, country programmes were unable to report on these goal indicators of the Revised Logframe.

For Outputs One and Two, which required reporting of percentage change for indicators, the evaluation found that in the majority of cases countries were unable to provide data. Only 25% of the 29 countries that completed the Revised Logframe were able to report the percentage change for a majority of indicators (3 of 5) within Output One, and only one country (Nepal) was able to provide percentage change data for at least two years on all four indicators associated with Output Two. Even among these countries that were able to present the most comprehensive data under Output One, none were able to measure percentage change for all the indicators associated with this Output. For Outputs Three and Four, however, where indicators were typically in yes/no binary format, the simpler reporting format meant that most countries were able to report on the majority of indicators.

The reasons for these limitations on monitoring and evaluation were varied. There was an absence of baseline data on pre-programme levels in most countries, and this created far-reaching programme design constraints that are discussed in more detail below. Even those countries that were able to report some data for multiple years, were often unable to establish appropriate population level denominators to calculate percentages, and reported only numbers reached. Some countries presented percentage data as percentage change, and many countries were only able to report percentage data for one year, making calculating change impossible. For example North Sudan reported that 46% of schools were open and functioning but only one year of data was presented. In some countries, the nature of the political situation or lack of national level census statistics prevented the analysis of population level data.

Definition and clarity also created monitoring challenges. For example, in the Revised Logframe under Output Two, indicator six, many countries were unable to report on emergency or crisis situations due to lack of data or lack of clarity as to the time frame specified in the indicator. In Bangladesh, data on percentage of teachers present in school during and following emergencies said to be unavailable, and national data was reported in its place. Output Two, indicator eight, is another example of the ways that lack of clarity (in this case on how to measure "participation") hampered relevant data collection. Many countries used existence of school committees as a proxy for participation. However, it was noted in one case that "School Management Committees…exist but not all are effective," raising the question of how Country Offices are monitoring participation; is the existence of a school management committee enough to claim participation, or is some measure of activity and effectiveness required? Some countries reported the existence of a Parent-Teacher Association as participation while others did not. Finally, the phrasing of the indicator to include multiple objects (requiring the participation of children, parents, and community members) again led to unclear interpretations of the indicator's meaning on the country level (the response from North Sudan stated that "this indicator is difficult to define"). A third problem with clarity was that the Revised Logframe does not ensure properly define direct and indirect beneficiaries, or the level or duration of programme engagement. This shortcoming was illustrated in Colombia under Output One, where the evaluation team found that only about 500 of the more than 20,000 reported beneficiaries of an EEPCT-financed programme were engaged in the programme on a regular basis, while the vast majority of reported beneficiaries had participated in significantly reduced sets of activities and one-off events. [161]

The lack of definitions for terms used in the indicators caused inconsistent or missing data. For example, with reference to Indicator One, Outcome One, Angola reported: "There is no definition in Angola of 'safe and functioning learning environments' to date". Moreover, while it is not possible to discern how information was collected in some countries, a range of different methods were used in others. For example, in Bangladesh data on school enrolment was taken from Multiple Indicator Cluster Survey

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[161] See PREV Colombia Case Study.

Figure 2

(MICS), which did not capture information on children not in households (such as institutionalized or street children), while in other countries, such as China and the Central African Republic, "affected children" was interpreted to refer to children resident in certain counties or conflict-affected areas and collected data on these zones. In addition, the imprecise nature of case definitions hindered efforts to harmonize UNICEF Core Commitments to Children in Emergencies and INEE Minimum Standards.[162]

Countries had difficulty accurately reporting on financial information across Outputs One and Two. National level data was often not available. Under Output One, Indicator Three, Ecuador, for instance, was unable to report the amount devoted to learning materials by the government since the Education Ministry did not have such information available. In some countries (for example Myanmar), political considerations may make financial information hard to access. Others only have data in differing formats from the requested indicators (for example, Colombia was only able to report against Gross Domestic Product (GDP) as opposed to national budget for indicator nine).

For Output Four, data reported by countries[163] was positive, with 60% of countries reporting having a local development group supporting sector planning and financing; 38% reporting a credible sector plan/interim strategy endorsed by FTI; and where UNICEF leading donor support for the development of a sector plan for interim funding in 44% of countries. However, data collected for this output was exclusively self-reported and some of the positive responses were not consistent with expected outputs. For example, over half of the countries completing the Revised Logframe responded positively that they were using systematic data collection and analysis via EMIS annually to review the situation and guide policy. However, the inability of the majority of countries to provide percentage change data for the indicators in Outputs One and Two suggests that these systems may not be effective. In addition, problems of clarity that affected previous logframe indicators remain a concern in Output Four. For example, one Output Four requests that countries report on the existence of a pooled fund or "similar mechanism". This lack of clear definition of the term "similar mechanism" may have led to confusion over what the indicator was requesting, as seven countries responded positively – a considerable increase over the two countries reporting pooled funds in the 2009 progress report.

Few of the programmes supported by EEPCT funds were found to have followed the recommended UNICEF programme cycle[164], creating difficulties in assessing the impact of programmes or the need for programme redesign. As stated above, the absence of assessments, baselines and evaluations was problematic. In Liberia, the regional LAB4LAB programme lacked a socio-political situational analysis to support its regional and peace components. In addition, lack of key education staff members may have affected programme implementation and may have contributed to the lack of systematic data collection. The absence of national censuses or other population-wide surveys, difficulties with conducting population-based research or an absence of understanding or infrastructure around data collection all hamper the creation of baselines. For example, Uganda reported that the lack of baseline prevented the establishment of relevant targets against which to measure the programme.[165]

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[162] *UNICEF Proposal on Education in Emergencies and Post-Crisis Transition* – Final Draft, p. 23.

[163] 37 of 39 countries responded to the indicators detailed in Output Four.

[164] *Life skills: UNICEF programming cycle.*

[165] Uganda Revised Logframe.

In Colombia, for example, EEPCT programme monitoring and evaluation was challenged due to the absence of an initial baseline or Logframe into which the funded programmes were set. Individually funded projects were not linked to EEPCT goals, and there was an absence of organizational learning and understanding of the ways in which the project builds upon others. In Liberia, a Talent Academy assessment was conducted and the office decided not to implement the initiative. In neighbouring Côte d'Ivoire, the planning for the Talent Academy initiative was under way but the team was unaware of the assessment that had been carried out by the Liberia team, a missed opportunity for better coordination/connectedness.

> "*Too often evaluations and assessments examine "pieces" of puzzle. But in [this country], we need to learn about how to integrate the different pieces of CFS into a coherent whole. We need to learn about successful strategies to ensure government buy-in and community ownership of education programmes.*"
>
> - Senior UNICEF Education Officer

Clearly emergency response contexts call for flexibility and responsiveness, and there is a tension between this and the need to follow conventional programme cycle steps. The EEPCT did enable UNICEF to respond quickly in a wide range of emergency contexts. This evaluation does not suggest that no activities should be initiated without each of the four steps prior to implementation being completed, but it does note that many activities, especially in chronic crisis and post-crisis transition contexts, are not implemented with the same urgency as emergency response. Activities such as LAB4LAB and Talent Academies, which function as pilots to inform longer-term action, would benefit from more systematic situation analysis, objective setting, clarity on strategies and planning before implementation. This suggests there is a need for a set of modified project preparation procedures that will permit quick response in emergency and extremely urgent situations, while putting in place some clear criteria to determine when these modified procedures should be used as well as simple quality-control and monitoring procedures.

3.6 UNICEF Capacity Development and Partnership Building

Overview
EEPCT has provided over US $17 million to UNICEF HQ Divisions (New York, Geneva and Copenhagen) to strengthen the programme through active visibility and communication, monitoring, evaluation and knowledge generation, and supply management. It has also provided over US $7 million to partnerships perceived to be important to the field of emergency education, including the Education Cluster, INEE and ISDR. Regional Offices (ROs) also received substantial support[166] in playing leadership roles in knowledge management, quality control, building preparedness and response capacities, fund mobilization, communication and advocacy. ROs also received funds to support training and capacity building at the country level.

This section reports on the results of these investments in terms of capacity development. These findings are based on survey results, key informant interviews and secondary document analysis. More conclusive results have not been possible due to the lack of measureable indicators and results-based reporting.

Finding One: The capacity of UNICEF HQ Divisions has been enhanced

Division of Communication
The Division of Communication's (DOC) work has included development of the Back-on-Track website, and production and dissemination of a podcast series, videos and case studies, among other activities. The quality of the work is judged to be excellent by UNICEF and partners staff alike. Predictable funding has enabled DOC to proactively plan the Back-on-Track communication strategy, while dedicated funding has enabled it to employ a range of technical consultants to further develop the strategy. UNICEF senior communication managers judged the education sector to be the most effective section within UNICEF's

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[166] As of September 2010 they had received a total of $12,555,162 of which they had spent 52%.

focal point communication system. It has set a standard of excellence that other HQ sectors are striving to emulate.

At the same time, as reported under Goal One, Finding Four, the relevance of this communication strategy received mixed reviews from UNICEF country-based education officers and the staff of partner agencies. Half of all "knowledgeable staff" survey respondents, as well as the country-level respondents specifically (53.1% and 48.4%, respectively), reported that communication with UNICEF was not sufficient with regard to EEPCT. These same country-level staff also had rarely accessed the products developed by the DOC (see Goal Four, Finding One).

On the partner side, when asked about the change in UNICEF's advocacy capacity in the past two years, 83.3% (5 out of 6) of respondents said that they did not know enough to respond to the question, and one respondent stated that there had been no change. In terms of technical capacity, two thirds (66.7%) of partners did not know how capacity had changed, while one believed it had moderately improved and one believed it had minimally declined.[167]

DOC communication and advocacy outputs are not widely known or used at the country level. Country-based education officers who are familiar with the Back on Track website, podcasts and case study materials do give them high marks for quality; however, they also noted that the public-relations nature of these materials do not support their roles as EEPCT implementers. These responses suggest that the relevance and effectiveness of UNICEF's public-relations approach to communication is limited. Country-based staff responsible for programme oversight would prefer that the Back-on-Track communication strategy focused on policy and programme challenges and results-based reporting.

Recovery and Risk Reduction
UNICEF's Recovery and Risk Reduction Unit was established in EMOPS in 2008 and became operational in 2009. EEPCT funds have been critical to both the development of the Unit as well as the promotion of its activities thereafter. Predictable funds have enabled strategic planning. Strategic planning, in turn, has enabled the Unit to situate DRR conceptually within UNICEF's work plans, as well as integrate DRR into the organization's Core Commitments to Children in Emergencies. Good working relations with the Education Section have also resulted in the promotion of DRR through schools as a key UNICEF implementation strategy. According to global partner interviews, UNICEF is now playing a leadership role within the UN International Strategy for Disaster Reduction (ISDR) thematic cluster on education and knowledge.

As noted in Goal Three findings above, many EEPCT recipient country programmes have worked with governments to enact relevant policies and mainstream critical issues into school curricula. As will be discussed below, DRR is also being actively pursued at the regional level, through EEPCT-supported regional Emergency Education Officers.

According to country-level UNICEF staff survey results, very few UNICEF (12.5%) education staff have completed the intranet training on early warning and preparation. Key informant interviews at global, regional and country levels also identified conflict prevention as a significant gap in programming and knowledge generation. An increased focus on youth, and reaching them through non-formal-social education approaches, was most often suggested as a much-needed (and new) strategic focus.

Early Childhood Development (ECD)
The ECD section in the Programme Division has, with EEPCT support, promoted an early childhood focus in UNICEF emergency operations and transitions programming. This includes: the development of ECD indictors and standards; an ECD training package; ECD interagency missions to countries with Education Clusters to look at ways to mainstream ECD concerns into country operations; and a series of training and capacity-building initiatives. While there has been impressive progress in the ECD initiative, the results have not been evaluated.

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[167] *Progress Evaluation 2010, Partner Survey.*

Supplies Division

The provision of teaching and learning as well as recreational kits has become part of the standard response in emergencies, both by UNICEF and by other organizations. Learning and teaching materials have proven to be a catalyst for the re-establishment of educational activities in EEPCT-funded emergency responses, and have contributed to increases in the enrolment of children. School-in-a-Box, the Early Childhood Development Kit, the Recreation Kit, and the Math and Science Kit all form part of the standardized UNICEF stockpile in the Supply Division in Copenhagen. As standard kits, they are meant to respond to any emergency. Local kits also have been developed following the School-in-a-Box prototype. For example, Art-in-a-Bag Kits have been developed in Indonesia and Math and Science Kits have been developed for the occupied Palestinian territories. Moreover, there is regional capacity to produce kits in the Eastern and Southern Africa Regional Office (ESARO). For example, kits for Angola, the Democratic Republic of the Congo, Somalia and Ethiopia were produced locally and adapted to local needs.[168]

UNICEF reviewed four evaluations that included a focus on teaching and learning materials provided in emergency responses.[169] One evaluation assessed the use of emergency education kits in Aceh in the aftermath of the Indian Ocean tsunami. Its overall finding, underscored by the other three evaluations, was that the most significant impact of kits has been the prompt deployment of materials has allowed for the rapid resumption of structured education and recreational activities. However, the study also found that these kits might be, in some cases, an expensive and logistically demanding way of providing educational or recreational supplies.

The study also found that the cultural context of the kits might be inappropriate because of their one-size-fits-all design. This was found to be a critical concern in evaluations of responses in Mozambique and Pakistan. In Mozambique, during the 2008 floods, an evaluation by Save the Children found that distributed teacher kits contained books written in a European/North American style and context, which did not relate to the context of Mozambican teachers.[170] Also, the books were too complicated for the teachers working in these areas, the majority of whom lacked formal training. These evaluations suggest that cultural appropriateness, and suitability for the education and capacity levels of teachers, are issues that should be addressed by members of the Education Cluster. Furthermore, it was found that Cluster members procured school supplies independently. These evaluations recommended that contents of the pre-packaged kits should be agreed upon in advance, in order to avoid differences.

The Aceh experience led to the recommendation that a regional pre-positioning system should be established for emergency education materials. This would help ensure relevance and quality as well as rapid deployment of education and recreation materials to countries in each respective region. Moreover, when prioritizing the items to be included in kits, it is important to focus on supplies that are most crucial to avoid seeking to provide expensive teaching aids that go unused.

A Mozambique evaluation underscored the importance of the timeframe in which materials will be needed for essential learning and play by children.[171] It recommended that education-material distribution should be divided into two stages: pre-packaged kits for immediate deployment in the first six to eight weeks following an emergency and a second structured distribution of materials (not necessarily through kits) four to six months after the emergency. It is important to note that some of the findings of these evaluative studies were addressed by the UNICEF Supply Division in 2008 and 2009.[172] A revised school-in-a-box, revised school-in-a-carton, extra materials and replenishment kit have been developed. The main change in the school-in-a-box kit is that it now caters to 40 students so that all children have their own materials. A solar radio is also now included in the main kit. These revised kits were put into use in 2009.

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[168] *Rapid Response: programming for education needs in emergencies.*

[169] *Education in Emergencies and Post-Transition: A Synthesis of Main Findings from Evaluations 2004-2009.*

[170] Ibid.

[171] *Inter-agency real-time evaluation of the response to the February floods and cyclone in Mozambique.*

[172] 38 UNICEF Supply Division, donor report 2009.

Finding Two: Education Section staffing at HQ level has been insufficient to effectively lead the EEPCT Programme

The PRES found that the absence of a dedicated EEPCT staff manager contributed to a number of the programme's performance limitations.[173] Moreover, recent Education Section efforts (2009-2010) to improve EEPCT performance required significant efforts from two senior education officers who were also charged with other responsibilities. Key interviews and survey results from UNICEF partner interviews suggested these extra efforts may also have inadvertently limited the Education Section's support to other global technical and advocacy initiatives and forums. All of the partner surveys rated UNICEF's technical and advocacy abilities as having either stayed the same or diminished somewhat over the past two years. Key informant interviews also suggested that key senior education staff were "less available" in 2009 and 2010 than they were in 2007 and 2008. Indeed, the consensus finding is that the original management plan was inadequate for a globally promoted initiative of this size.

The absence of sufficient investment within the Education Section to guide monitoring and reporting has contributed to the modest results in this area. EEPCT support for the Evaluation Section has not directly addressed monitoring and reporting limitations and, unfortunately, the opportunity for revision of the EEPCT Logframe has not improved data collection – at least, not according to the evaluation's Revised Logframe Exercise. Moreover, the decentralization of the evaluation function within UNICEF itself, and the lack of a coordinated EEPCT learning agenda across HQ, regional and country levels, continues to limit progress against EEPCT's Goal Four. There does not appear to be an active approach to the collection, storage, analysis and sharing of information on education programmes in emergencies and post-crisis transition. Provision of policy or programme guidance and good practice standards and operation procedures could be strengthened as well.[174]

Finding Three: While regional capacity has been significantly enhanced, technical support to country programmes is inconsistent

EEPCT funds were dispersed across HQ, regional and country office levels on a 10-15-75% basis, in order to ensure that funds went where they were most needed.[175] UNICEF's six ROs received funds for: capacity building; knowledge management; strategic support to country offices on monitoring and evaluation, documentation, training and capacity building; and region-specific initiatives and technical support to COs.[176] [177] These funds have enabled the creation of five new education-in-emergencies regional staff positions.[178] Without exception, key UNICEF education staff and partner staff at the global level cited the critical roles played by these staff. A number of preparedness and DRR accomplishments already have been described in the global Goal Three findings above. Interviews with key staff reinforce the extent to which capacity building and DRR initiatives have been regional foci.[179] In addition, regional education-in-emergency staff have assisted in the roll-out and dissemination of INEE and Education Cluster initiatives and training.

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[173] *Programme Review and Evaluability Study (PRES) UNICEF's Education in Emergencies and Post-Crisis Transition (EEPCT) Programme,* p. 15.

[174] The Education Section recently created and filled a new post response for knowledge management. It is questionable whether this position alone will be sufficient to oversee the knowledge management and monitoring and reporting improvements required to move EEPCT and other relevant initiatives forward.

[175] *Consolidated 2007 Progress Report to the Government of the Netherlands.*

[176] Ibid.

[177] *Consolidated 2008 Progress Report to the Government of the Netherlands.*

[178] Education in Emergency Advisors at the following offices: Middle East and North Africa RO (MENARO), The Americas and Caribbean RO (TACRO), Eastern and Southern Africa RO (ESARO), Western and Central Africa RO (WCARO), and Asia Pacific Shared Services Center (APSSC)

[179] Interview August 10, 2010; Interview August 12, 2010.

Creation of regional expertise specific to education in emergencies was designed to allow for context-specific approaches to EEPCT priorities. For example, in the Asia Pacific Shared Services Centre (APSSC), regional support was focused on technical guidance, knowledge building, monitoring and evaluation and capacity building of education in emergencies/cluster. Planned activities for 2010 included the regional roll-out of Global

"The regional emergency education officers are an additional layer of support for the work of our global task force on (name of thematic group). They play a critical role in enabling this work to be rolled out in regions and countries…..It is night and day. There is no doubt they add value to our global work. "

- Global Education Cluster Task Force Member

Education Cluster Capacity Development Strategy in countries, allocations to selected COs for capacity building, preparedness, and cluster development activities; supporting countries to integrate ECD in national emergency preparedness; and regional forums and a regional DRR strategy development. In TACRO the focus was on DRR, with planned tasks for 2010 including developing a regional approach to education preparedness and DRR, translating and adapting technical materials, conducting regional and country level capacity building training and strengthening alliances to institutionalize DRR in MoE strategies.[180] TACRO has also been able to use EEPCT funds to leverage additional funds, a key role in increasing resources for EiE funding.[181]

Regional offices have also had a role in developing key partnerships for multi-country approaches, as well as partnerships around themes, in particular DRR and emergency preparedness and response.[182] Regional offices support the activities of the Education Cluster and partnerships with Disaster Preparedness of the European Commission's Humanitarian Office (DIPECHO) and others.[183, 184] In TACRO, for example, strengthened partnerships with UNESCO, Save the Children and USAID have put UNICEF in position to take a leadership role with regard to education in emergencies.[185] The ROs have also undertaken major inter-country initiatives on education in emergencies, including the "Qowa" project in the Middle East and North Africa (MENA) region, supporting use of IT modalities in emergency education to create new learning opportunities.

However, RO support and practice received less favourable reviews from a country-level perspective. Less than half (43.8%) of country-level respondents reported that Regional Education Officers had contributed either substantially or moderately to the translation and adaptation of EEPCT global objectives to their country context. Assessments of contribution to monitoring and reporting of EEPCT results were even less positive. Over half (56.3%) of respondents rated the Regional Education Officer's contribution as minimal or non-existent, and 43.8% felt that contribution to evaluation and lessons learned was also minimal or nonexistent. Opinions regarding training and capacity building were more positive; a third (34.4%) stated that the RO's contribution had been substantial and another 25% thought it was significant. Similar positive results were reported for RO support for prediction, prevention and preparedness, with 15.6% (5) reporting substantial contributions and 40.6% (13) reporting moderate contribution. In all cases, a substantial proportion (between 15.6% and 28.1%) responded with "don't know", possibly signalling a lack of connection between country and regional levels. However, the majority of country-level respondents felt that EEPCT had made a significant contribution to coordination between the country, regional and HQ levels of UNICEF, with 37.5% (12) characterizing the contribution as substantial and 31.3% (10) as moderate.

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[180] *Consolidated 2008 Progress Report to the Government of the Netherlands.*

[181] Ibid.

[182] Ibid.

[183] Ibid.

[184] Ibid.

[185] Ibid.

Inconsistent support to COs for key programme concerns, including situational assessments, programme baselines and programme design, monitoring and reporting and evaluation, was noted. Additionally, communication remains a key concern, with key informants repeatedly noting that understanding of EEPCT goals and objectives was not clear at the country level. Potentially, regional offices could help fill the communication void between the global and national level, encouraging clearer understanding of the EEPCT.

A review of the regional emergency education staff job descriptions and workplans reveals differences in both the level and the responsibilities of these positions amongst regions. In some regions, terms of references and workplans emphasized promotion of regional initiatives and linkage to global endeavours more than technical support to specific countries. Despite the global description of key functions (knowledge management and technical support to field operations), the roles and activities of regional staff vary considerably. These differences, in turn, may contribute to inconsistencies in the provision of technical support to country programmes.

Finding Four: Global partnerships have been enhanced

Overview
At the global level, EEPCT funds have been instrumental in enabling the work of the IASC Education Cluster and the INEE. By all accounts (surveys, case studies, key informant interviews and secondary document analysis), the Global Education Cluster has made notable progress in strengthening cluster partnerships and emergency response capacity. Once again, predictable, multi-year funding has enabled the Global Cluster to pursue its training, capacity building and coordination activities in a strategic and systematic manner.

In many ways, INEE findings echo Education Cluster findings. EEPCT funding through UNICEF enhances strategic thinking and systematic roll-out of activities towards stated INEE objectives. However, Education Cluster and INEE members are not conversant with EEPCT as a coherent programme. The lack of knowledge of EEPCT Programme vision and related goals and activities limits Programme effectiveness and sustainability.

Global Education Cluster
EEPCT support for the Education Cluster system at global and country levels is enhancing coordination and coherence as key elements of resilient education service delivery in emergency and post-crisis-transition contexts. Sub clusters, round tables and other alternative coordination platforms are enhancing system resilience across contexts.

The education cluster was not originally included in the inception of the cluster approach. However, education clusters or sector groups were formed in cluster roll-out countries. The education cluster was endorsed by the Inter-Agency Steering Committee (IASC) in 2006 and is co-led by UNICEF and the Save the Children Alliance. The two leads provide joint oversight and ensure organizational accountability through the IASC Education Cluster Steering Group.

The Steering Group chair rotates annually between UNICEF and Save the Children; Save the Children is the 2010 chair. Within the cluster, the Education Cluster working group brings together actors from across a range of UN agencies, national and international NGOs to work on the following areas: field operations, knowledge management, capacity development, strategic advisory (in place of the former global oversight advocacy and liaison group), and thematic issues.[186] An IASC Education Cluster Unit (ECU), based in Geneva, was established by the two co-leads. Beginning in 2008, the cluster carried out a three-month gap analysis which led to a cluster appeal.

At the global level, the cluster supports strengthening system-wide preparedness and works to build collective capacity for emergency response of the education cluster co-leads. Particular areas of

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[186] Gender, Protection, Prevention and Peace building, Early Childhood, Adolescents and Youth and Disaster Risk Reduction.

intervention include standards and policy setting, response capacity and providing operational support to the member countries in the Education Cluster.[187]

Major accomplishments to date in these five areas include: [188, 189]

Field Operations: Global Education Cluster Coordinator training and several regional training initiatives; the release of the Education Cluster Coordinator Handbook; development of a Safer Schools construction guidance note, a generic Cluster Coordinator ToR, and broad-based work to provide good practice tools for "coordinated, holistic field guidance", including consultative updates to the INEE Minimum Standards.

Capacity Development: Capacity-building workshops for nearly 1600 front-line responders and government partners; development of a monitoring and evaluation framework and database to identify system strengths and gaps; and a Draft Strategy for Capacity Development.

Knowledge Management: Promotion of inter-cluster coordination through representation of the Education Cluster at OCHA-led IASC Information Management Task Force and the IASC Needs Assessment Task Force; development and piloting of a Joint Education Needs Assessment Toolkit in three country contexts (as of August 2010); and participation in an IASC Needs Assessment Task Force exercise to help develop core indicators for education in emergencies.

Strategic Advisory/Global Oversight and Advocacy Liaison: Advocacy for education in emergencies and work to establish linkages at the larger field level at the UN General Assembly dialogue on Education in Emergencies; participation in the SPHERE handbook revision; worked to ensure that good practice on DRR is incorporated into education cluster work; and provided input in the research on donor policies related to the humanitarian funding of education within the consolidated appeals process. Plans are underway for a strategic planning process to be conducted for the education cluster, in parallel with the INEE process, to guide 2011-2013 plans.

Thematic Issues: Collaboration with the Global Cluster GenCap to develop a pocket guide to gender and education in emergencies; contribution to the INEE Pocket Guide to Gender; the DRR thematic group is also in the process of putting together various DRR guidance materials.

Key informant interviews suggest that EEPCT funds, which are channelled to the Global Education Cluster through UNICEF, have been the critical source of financial support for the activities outlined immediately above. These predictable, multi-year funds have enabled deeper strategic thinking and more coherent programme planning by members of this Cluster than others. Indeed, interviews with members of other clusters (such as protection) that do not receive multi-year, predictable funding, suggested their respective cluster efforts are more piecemeal and inconsistently implemented than the Education Cluster's activities. EEPCT's contribution towards enhanced education-sector coordination and effectiveness in emergencies and transition contexts has been significant.

While EEPCT support has been critical to the Education Cluster's agenda, none of the Education Cluster members interviewed for this evaluation were aware of the EEPCT Programme per se. The NGO co-chair, for example, knew what percentage of her agency's budget for cluster work was provided by UNICEF and knew that the "Dutch contribution" made up a significant portion of this. However, neither she nor any other clusters members interviewed for this evaluation knew what the EEPCT Programme is attempting to achieve or how, or where it was attempting to do it. They were therefore at a loss as to how to align EEPCT and Education Cluster goals and workplans to better promote a common agenda.

At the country level, UNICEF reports that countries with operational or formal Education Clusters increased from 28 in 2008 to 38 at the end of 2009;[190] 23 of the 38 country-level Education Clusters were

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[187] *Global Education Cluster 2009 Annual Report.*

[188] Ibid.

[189] *Global Education Cluster: Education Cluster Update August 2010.*

[190] *Consolidated 2009 Progress Report to the Government of the Netherlands and the European Commission*, p. 60.

in EEPCT-supported countries. At the regional level, EEPCT funds to Regional Offices (RO) have also been used to support Cluster capacity-building strategies, training and global, regional and country information exchange. While each country-level cluster has faced unique challenges, evaluations and interviews with Government, UN and NGO stakeholders as well as country case studies confirm that the establishment of functioning Clusters contributes significantly to coherence and effectiveness of inter-agency efforts to emergency education responses.

In the four case-study countries with operational Education Clusters, PREV evaluation teams surveyed stakeholders at the national level, where the education cluster system was most active. Composite results from these four countries indicated that Education Cluster support of the MoE coordination role had improved significantly (with an average score of 4.4 out of 5 amongst stakeholders) since cluster efforts were launched.

In the Philippines, interviews and FGDs with government, NGO and UN stakeholders all described the situation before the cluster system was established as lacking in coordination, communication and organization. Members of the Education Cluster—government, NGO, and UN alike—reported that the formation of the Cluster effectively unified the different members of the education in emergencies sector, improving coordination and relationships between NGOs, UN and government. The Education Cluster was introduced in 2007 as part of the response to Typhoon Reming. Communication has reportedly improved, with the Cluster serving as a relevant venue for partner discussions. It has helped formalize coordination between different stakeholders and effectively reduced overlap in response. Most importantly, the Cluster has reportedly increased and strengthened the coordination role of the Philippines Department of Education. Capacity-building activities conducted by the Cluster for its members, such as INEE training, were also seen as integral to improving Cluster functioning and coordination. However, in the Philippines as in other case-study countries, the role of the Cluster was largely limited to the capital region. Cluster members also noted that there were still gaps, particularly around maintaining relationships within the Cluster and engaging government, especially through times of staff turnover. In addition, there is still some overlap in emergency response but the situation on the whole had vastly improved.

The Cluster in Colombia was also rated as having made a valuable contribution to resilience, with the establishment of "round tables", co-funded by the MoE, which effectively promoted more "upstream dialogue" around coordination. Cluster members have coordinated to effect policy change such as the establishment of a MoE order that instructs all secretariats to develop prevention and preparedness plans for emergency education response.

In Sri Lanka, based on the EE-DAC score card exercises, perceptions of Cluster functioning were positive. The education sector coordination meeting was the first to meet in Vavuniya during the emergency and was deemed by focus group participants to be essential in avoiding duplication and promoting the timely delivery of education supplies. The GoSL has taken over responsibility for convening the Cluster meetings with a sense of ownership in collaboration with UNICEF. This is seen as an effective step towards institutionalizing the coordination mechanism provided by the Education Cluster which will contribute towards sustaining interventions and good practices as part of the formal system.

There is also evidence that education clusters at the country level are making inputs into linking the largely humanitarian response activities to more systematic planning for the transition from emergency to recovery and reconstruction. In Zimbabwe, in its action plan for 2010, the Education Cluster, co-chaired by the government, prioritized support to the Ministry of Education to develop interim and medium-term plans.

In summary, gaps in humanitarian assistance, including in the education sector, are more effectively identified and duplications reduced through a coordinated cluster approach.[191] Improvements are also brought about through peer reviews and enhanced technical and normative discussions. In their current form, however, clusters may exclude national and local actors and fail to work with or build on existing

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[191] *IASC Cluster Approach Evaluation, 2nd Phase: IASC Cluster Approach Evaluation 2 Synthesis Report.*

coordination and response mechanisms, thereby reducing relevance, effectiveness and sustainability. This is due to (among other things) insufficient analysis of local structures and capacities before cluster implementation, as well as a lack of clear transition and exit criteria and strategies. [192]

Inter-Agency Network for Education in Emergencies
Since its inception in 2000, the Inter-Agency Network for Education in Emergencies (INEE) has made significant contributions to the field of education in emergencies. In doing so, it also has made considerable progress towards achieving its vision of serving ". . . as an open global network of members working together within a humanitarian and development framework to ensure all people the right to quality and safe education in emergencies and post-crisis recovery."[193]

In December 2004, INEE launched the Minimum Standards for Education in Emergencies, Chronic Crisis and early Reconstruction (INEE Minimum Standards).[194] Several case studies have since been undertaken to gauge awareness and application of these global standards, including in Uganda, Darfur and Pakistan, as well as within two donor governments (Norway and CIDA).[195]

INEE's accomplishments extend beyond the articulation of the minimum standards. The Network includes over 4000 members[196] with five task teams, through which members collaborate on areas of specific interest and expertise. The task teams include: INEE Adolescents and Youth Task Team, INEE Inclusive Education and Disability Task Team, INEE Early Childhood Task Team, INEE Gender Task Team and INEE HIV/AIDS Task Team. INEE also boasts four language communities – Arabic, French, Portuguese and Spanish. These communities work to ensure that quality information and resources reach relevant communities in the appropriate languages, and they work to translate new information as it emerges. The language communities also work to provide training opportunities to INEE members who cannot take advantage of English materials.

INEE has also worked to promote disaster risk reduction, a peace education programme and the teaching and learning initiative. A Working Group on Education and Fragility was established in 2008, and INEE has been bringing attention to the issues of fragility and education. In addition, the network has consistently supported the IASC, and chaired two education cluster working group task teams, among other achievements. Through the network's member base, platforms and initiatives, INEE is working to ensure that emergency-affected populations receive safe, quality education.

EEPCT funds have supported core network functions, including the costs of key INEE staff and activities. This support has enabled INEE leaders to engage in strategic thinking which, according to five current and former senior INEE leaders, has enabled the systematic roll out of activities towards stated INEE objectives in a manner that was not possible before EEPCT funding.[197] This overall finding is summed up by one of these INEE principles:

> "The (Dutch) funding has been invaluable. We used to proceed with our work on a piecemeal basis. Before the Dutch funding, our workplan was determined almost exclusively by what we could fundraise for on a project by project basis. We could not plan systematically and project implementation was either seriously delayed waiting for funding, or had to be rapidly completed based on a donor's need and its funding cycle. With predictable funding, we can now look further down the road and develop plans that

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[192] Some countries report ALP under Goal One; others under Goal Two. Regardless of its placement within the logic framework, ALP emerged as one of the most promising and potentially scalable EEPCT supported interventions.

[193] INEE official website, http://www.ineesite.org/index.php/post/about/.

[194] Ibid, http://www.ineesite.org/index.php/post/know_updated_inee_minimum_standards_handbook/.

[195] INEE office website, http://www.ineesite.org/index.php/resources/case_study_on_the_impelementation_of_INEE_minimum_standards/.

[196] INEE official website, http://www.ineesite.org/index.php/post/accomplishments/

[197] Key Informant Interviews, July 15, July 21, July 27, August 3, August 11, 2010.

better support real needs. Our contributions to the field of emergency education have improved greatly since these funds were available."[198]

Like the Global Education Cluster, INEE members also stated that they knew little about the EEPCT programme per se, and were surprised to learn how closely the programme's four goals were aligned with the INEE's current workplans. While acknowledging the possibility that UNICEF involvement in INEE may indirectly enable degrees of agenda alignment, key informants identified three key areas of overlapping commitments that would benefit from improved communication and joint planning:

- INEE's Strategic Research Agenda and EEPCT Goal Four learning objectives

- INEE's Working Group on Education and Fragility research on financing modalities and EEPCT's fit for purpose objectives (including its consultative process to develop an INEE Information Pack on Financing Modalities) and EEPCT objectives related to fit for purpose financing

- Continued Network support of INEE Minimum Standards as the Education Cluster's foundational tool and EEPCT good practice objectives.

The field of emergency education is in a nascent stage of development, seeking to professionalize itself through increasing attention to standards development, application and programme learning. Sharing the workload through collaboration, joint planning and shared work plans is essential, and must improve in the years to come.

Finding Five: Some partnerships envisioned in the EEPCT Proposal were not supported

The PRES identified 10 partnerships valued at over US $8 million envisioned in the original EEPCT proposal that were not supported.[199] Many of the non-funded agencies were intended to provide technical support, including for establishing baselines, monitoring and reporting systems, evaluation and research. The evaluation sought to learn why these agencies were not funded, but was unable to reach a definitive answer – apart from the words of one knowledgeable headquarter staff member: "No one seems to know. There were apparently questions about the capacities of some of these organizations. But in general it appears they were the victim of too much to do with too little time and too few staff."[200]

4.0 CONCLUSIONS

EEPCT funding has significantly contributed to UNICEF's work in emergency education. It is not easy to establish "additionality" – evidence that new funds did not simply displace funding that was directed elsewhere. However, since a significant proportion of UNICEF funding comes in the form of 'Other Resources', which are earmarked for particular activities, the room for displacement is limited. In 2005, prior to the first income from EEPCT, expenditure on education in UNICEF constituted some 12.2% of total expenditure. However, in the period of 2006 to 2009, the share for education increased to an average of 14.9% (ranging from 14.6% to 15.5%). EEPCT expenditure constituted, on average, just 7.5% of education expenditure and 1.1% of total expenditure over the same period. This suggests that increases in expenditure on education have far exceeded the additional funds from EEPCT.

Funds have also been committed to finance eligible activities that are in line with the purposes of the donation, and financial reporting on the funds expended by UNICEF has been of a high standard. Because the programme provided wide flexibility in how the funds could be applied across UNICEF activities in emergencies and post-crisis transition contexts, the funds were dispersed over an equally expansive range of education-related programmes and activities at global, regional and country levels.

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[198] Key Informant Interview, July 15, 2010.

[199] *Programme Review and Evaluability Study (PRES) UNICEF's Education in Emergencies and Post-Crisis Transition (EEPCT) Programme,* p. 54

[200] Key Informant Interview 7.

However, the contribution of EEPCT funds to the achievement of the programme goals was not traceable through expenditure or other financial reporting mechanisms.

At the same time, the effectiveness and impact of the EEPCT programme as a whole have been limited by a lack of clarity regarding its identity, purpose and goals. The majority of 2006-2009 EEPCT recipient countries either did not know the funds were intended to support EEPCT programme's four distinct goals or chose not to respond directly to them. However, headquarters communication regarding this globally managed programme improved significantly towards the end of 2009, and by 2010 recipient countries were aware of and responding to EEPCT's goal areas. For many recipient countries, however, it was too late in the programme cycle to make meaningful alterations. Instead, countries "retrofitted" existing programmes to better fit within EEPCT's four goal areas.

This lack of awareness of the EEPCT programme extended outside UNICEF as well. The six case-study evaluations identified few government personnel and even fewer NGO personnel who could articulate the EEPCT's rationale and goals. None of the senior education officers of the 12 international NGOs and global networks interviewed for this evaluation could describe EEPCT's goals and objectives. INEE and the Education Cluster Working Group leaders were also unaware of EEPCT's four goals.

While implementation and communication shortcomings have limited EEPCT effectiveness as a "distinct programme," EEPCT funds have supported significant country level developments in both well-established and emerging promising practices. These include:

- Accelerated Learning Programmes, which are implemented in a wide range of countries and have a long history of meeting the learning needs of out-of-school children and youth. EEPCT support for these programmes was generally effective in expanding access, although the evaluation also points to important issues around focus and sustainability that require more systematic review and evaluation.

- EEPCT support for the provision of Temporary Learning Spaces in acute emergencies, a field in which UNICEF has long-established expertise, was clearly beneficial to the resumption or continuity of learning in crisis-affected contexts.

- EEPCT also provided support for acquiring and delivering learning materials as well as resources to support the review of the kit compositions in order to make them more flexible and responsive.

- Back to School Campaigns are another well-established practice that was supported successfully by the EEPCT and an important counterpart to other advocacy and investment activities to encourage the resumption of schooling.

- Child-Friendly School Initiatives have also become a mainstay of UNICEF education programming, and while there is clearly a need for review and adaptation of the tools and guidelines for emergency and post-crisis transition contexts, this approach provides a unifying and child rights-focused framework for addressing critical aspects of education quality and child protection.

In addition to the above-mentioned longstanding and generally successful practices, EEPCT did finance a number of promising new initiatives, some of which will clearly require review and adaptation in light of experience but all of which represent bold steps to try innovative approaches. In the nature of innovation there will be risks and some failures, but as long as lessons are learned, they can still be regarded as important initiatives.

- The School Looking for the Child programme is a worthwhile and successful initiative that was financed by EEPCT. While it is a spin-off of CFS initiatives, it is sufficiently new and innovative to warrant attention.

- The expenditure on DRR also represents an important institutional advance for UNICEF education work at the global, regional and country levels, despite the low level of recognition of this contribution at the country level. INEE has for some years advocated for the incorporation of DRR into emergency education programming and EEPCT is enabling these efforts to be mainstreamed.

- The Education Cluster, which was not established at the time EEPCT was initiated, has shown considerable success at both country and global levels. It is clear that without the support UNICEF was able to provide through EEPCT funds, this partnership with Save the Children would not have thrived.

- The two high-profile initiatives launched in West Africa – LAB4LAB and Talent Academies—may have potential to realize their intended purposes. However, they are currently at significant risk of failing unless urgent efforts are made to reassess their viability, feasibility and sustainability. Ultimately UNICEF must decide whether to abandon the initiatives (which should not be considered a failure if lessons are learned), or modify the concept and implementation in light of these findings.

Finally, UNICEF would be wise to develop a more consistent policy and approach to its role in school rehabilitation and construction. In programmes in emergency and immediate post-crisis contexts the emphasis is often on the provision of temporary learning shelters and rehabilitation of existing infrastructure than construction of new facilities. UNICEF does well is this regard. However, work in transition countries often involves significant investment in new infrastructure, and where UNICEF is playing a lead coordinating role it often comes under considerable pressure to support school construction. A meeting of UNICEF staff in 2010 recognised this situation and called for clear guidance from management regarding involvement in construction activities. It seems unlikely that UNICEF will ever be able to completely avoid involvement in school construction activities, but the record of this 2010 meeting shows some directions for clearer policies to address this issue.[201] These directions point to a range of different roles that UNICEF may play in school construction, from direct involvement to supervision of contractors, to influencing policy on design and construction methods.

5.0 RECOMMENDATIONS

The following recommendations flow out of three overarching conclusions from this progress evaluation.

First, as a fund, EEPCT has made a significant contribution to the field of education in emergencies and post-crisis transition contexts. It has supported education programmes in 39 countries and territories, and has enabled UNICEF to consolidate its position as having the capacity to lead international educational responses in emergency situations and also to play a more effective role in supporting education in transition countries. UNICEF has established a niche for itself as a leading partner in the field of supporting education in emergencies and a significant player in post-crisis transition. Through EEPCT it has established effective partnerships with other leading agencies, such as Save the Children in the Cluster initiative, and FTI partners in post-crisis-transition.

Second, as a programme, EEPCT is difficult to assess, as in the field it was largely assumed to be a fund until the end of 2009 and UNICEF's monitoring and reporting system is unable to consistently provide reliable information on programme results. Moreover, some of the EEPCT programmes are at such an early stage of implementation that even estimations of success are premature.

Finally, when the EEPCT programme was launched in 2006, there was a clear gap in the international arrangements for directing external support to emergency and post-crisis transition countries. Since then, the EFA-FTI, of which UNICEF is an active partner, has itself been repositioned so that it is better placed to direct the financial resources and help consolidate external support around national level plans.

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[201] Internal report on UNICEF South Asia Education Meeting, Maldives 19-23 September 2010.

The new unified EFA-FTI fund now provides an opportunity for UNICEF to play to its "decentralized" strengths. UNICEF can now support countries to restore service delivery and simultaneously develop the partnerships and capacity to draft interim plans that could mobilize external support, especially through the EFA-FTI partnership. UNICEF can now serve as a supervising entity and/or implementing partner in additional emergency and post-crisis transition countries, where it has the comparative advantage in terms of on the ground knowledge and institutional capacity. Both of these key roles will require continued flexible funding of UNICEF, although the quantity and parameters of that funding should reflect the shift in roles.

The following recommendations are meant to assist UNICEF in effectively implementing the EEPCT activities for the remainder of the project, and in positioning itself to act within the clear leadership niche it has established for itself in the international aid architecture. Where relevant, recommendations specify activities or steps to be taken in the short term (within the remaining period of implementation), and longer-term strategies that will help UNICEF continue to play, and improve on, the role it has established in supporting education in emergency situations and post-crisis transition.

RECOMMENDATION: The current allocation of remaining EEPCT funds should be reviewed against expenditure and projected implementation rates and where necessary reallocated to ensure optimum utilization of the remaining funds.

The remaining funds have now been allocated across activities, and the request for a no-cost extension to permit full utilization of funds is being processed. Given the record of uneven expenditure in different regions and activities, there should be an exercise as soon as possible to ensure that the present allocation will result in optimum utilization of funds. Where necessary there should be a reallocation exercise such as in 2009. Some of the reallocated resources could be deployed to finance immediate activities suggested in the recommendations that follow. This would help ensure that UNICEF is well placed to mobilise and manage resources to continue, and improve, its function as the lead multilateral agency for education in emergencies.

RECOMMENDATION: The monitoring and reporting system for education in UNICEF needs to be reviewed so that it reflects a manageable number of relevant indicators.

Fixing the monitoring and reporting system will require more than headquarters revision of the Logframe. Instead, country and regional actors must be much more engaged in collective identification of, and agreement on, indicators that are sensitive to field realities while also responding to the need to compile results globally. UNICEF HQ should stimulate and support this "bottom up-approach" with an eye towards developing a unified monitoring and reporting framework for all education programmes, thereby avoiding parallel approaches in the future. In taking this recommendation forward, UNICEF should pay close attention to required staffing and data-collection competence and systems at the country and regional levels.

In the short term, for the remaining life of this programme, the focus should be on tightening M&E using the existing framework, with clearer guidance and tools to help countries specify which interventions to report under which goals, and to ensure more critical and reflective reporting on progress. Significant steps have been taken in this direction as the capacity of the Education Section has been strengthened.

Part of the challenge for a decentralized organization such as UNICEF is to provide guidance to countries on how the wide range of goals and objectives that emerge from UNICEF global and regional programmes (e.g. Thematic funding) and external initiatives (e.g. UNDAF) can be integrated into the programme objectives established for country programmes. Simple tools that include matrices with explanatory notes offering guidance to COs on how to reflect the results against global or other programme goals would be useful. These could include a standard list of activities under each results area so that duplication or splitting of activities across results areas can be minimized, helping greatly to simplify monitoring and reporting.

In the longer term, and in relation to the wider monitoring and reporting processes in UNICEF, a more comprehensive process is recommended. UNICEF may wish to review how Save the Children's "Rewrite the Future" (RTF) campaign developed and maintains its monitoring and reporting framework. Like EEPCT, RTF is a time-bound initiative seeking to achieve global change in the field of emergency education, and reliable data collection is an important component and measure of success. RTF embarked on a collaborative country and global level process to identify a limited number of indicators to monitor progress against goals related to similar concerns, such as access and quality of education, as well as finances. Care was taken to delineate measures for direct and indirect beneficiaries, something EEPCT's framework has not managed to do.

Each Country Plan was reviewed by the Educational Technical Team comprised of Save the Children education specialists. This external review attempted to ensure common application of the RTF Framework and accuracy. The Country Offices were responsible for submitting annual reports to the M&E Specialist specifically employed to track RTF data. Some of the countries also employed staff to oversee the implementation and reporting of RTF. This evaluation's review of the two monitoring and reporting systems suggests that RTF is able to provide more consistent and reliable data collection than the EEPCT and may provide a model for UNICEF to improve this process.

In addition, support for Education Management Information Systems is vital for quality and timely programme monitoring and evaluation. The ability to generate systematic reports is an important means to identify issues and review progress against programme goals and indicators. Despite a majority of countries reporting the existence of an EMIS system in their locations, corresponding quality of data was not seen in the case studies or global reporting structures. Given this identified gap between the existence of EMIS systems and the generation of quality data, further steps (training, review of the steps more successful countries have taken to best use their EMIS systems) need to be taken to ensure COs can support the development of good systems and use them to generate useable data.

RECOMMENDATION: Flexible arrangements must be put in place for "light" but rigorous review of programme proposals to ensure that basic requirements for monitoring are in place.

Since most of the EEPCT funds have been allocated, there will be few new activities initiated. However, some of the remaining resources could be used to put in place a more rigorous programme preparation process. This should be established to ensure good practice standards underpin programme development and implementation. Few programmes reviewed in the six case-study countries included situational assessments, baselines, outcome-related monitoring criteria or other good programming practices. The capacity to reliably monitor programme progress is also inadequate. It will be important to consistently align relevant country, regional and headquarter staff in a peer-review process. Before funding is committed, for example, country staff should ensure key programming standards have been met. Regional staff, in turn, should "certify" these requirements are met, while headquarters should oversee compliance with the process across the board.

It is recognised that these requirements can severely limit the flexibility and responsiveness for which UNICEF is renowned and which EEPCT helped UNICEF to continue. This is a dilemma that is familiar to all work in crisis-affected contexts and can be partially addressed through a two-track approach. UNICEF should spell out a streamlined set of "emergency" programme preparation procedures and very clear criteria on the circumstances in which they can be invoked. Many programme activities, especially in post-crisis transition, do not require as rapid a response as, for example, sudden emergencies. In many cases these activities take several months to get off the ground, as illustrated by the time taken to launch the LAB4LAB schools as operational initiatives, and more rigorous programme preparation may actually shorten the time taken to become operational. In the case of emergency programme preparation, procedures should permit forward movement on the basis of very limited details in programme design, provided that there is systematic follow up to ensure that necessary quality review and monitoring arrangements are put into place as soon as possible. This requires a comprehensive documentation and tracking system which would alert managers when temporary exemptions to programme preparation procedures expire.

In moving this recommendation forward, UNICEF should consider standardizing the roles and responsibilities of regional emergency education staff who could play a critical role in closer monitoring and quality control of emergency or rapid response activities. This standardization should be reviewed to ensure a significant country support focus.

RECOMMENDATION: The Education Section should develop a capacity-building initiative to ensure education personnel at country level are conversant with global standards, guidelines and programme learning knowledge.

In the short term, UNICEF needs to embark on a rigorous initiative to ensure its education personnel at country level are conversant with global standards, guidelines and programme learning knowledge. This evaluation found, for example, that over 50% of the surveyed country level staff were not aware of EEPCT-supported learning materials, such as evaluations, assessments and podcasts. Even fewer had participated in EEPCT-supported training. Moreover, country programming is not consistently grounded in recognized global guidance, such as the Child Friendly Schools Manual, that provide critical information and proven strategies to address the majority of shortcomings identified in the six case study evaluations.

In the medium term, capacity-building should also focus on strengthening UNICEF's skills and resources to participate in the wider partnerships around a shared plan developed with all stakeholders along the lines of the Local Education Groups. This could involve sharing experience and best practices from countries where UNICEF has played this role well; and drawing more effectively on the Regional Offices to provide additional guidance on these types of partnerships.

RECOMMENDATION: UNICEF communication should provide more critical and accurate reporting on results and analyses of implementation challenges and programme performance.

UNICEF external communication does not reflect the challenges country teams face in implementing education programmes in emergency, transition and fragile state contexts. While the Back on Track Web Site is "state of the art", and its stories and pod casts of high quality, its main goal is advocacy and raising public awareness. Policy or programme constraints are not addressed. Donor reports, in turn, review programme activities but do not provide sufficient evidence on the results of these activities. Implementation constraints are usually glossed over and direct and indirect beneficiary numbers not clearly distinguished. Donor government staff interviewed as part of this evaluation expressed a lack of confidence in these reports.

RECOMMENDATION: UNICEF should proceed urgently with review of its involvement in construction, especially in post-crisis transition countries, where some involvement is likely to be unavoidable.

Review should begin with identification of best practices, promotion of HQ support and guidelines for the establishment of construction units within Country Offices.[202] Indeed, a thorough review of how to better apply existing good practices, including the CFS Manual and the INEE, ISDR and World Bank guidance note,[203] would be useful. However, improved oversight, technical staff and systems guidelines are lacking. In addition, improvement of country-level management, monitoring and reporting systems is also required. Moreover, ensuring governments consistently integrate CFS criteria into their school-construction projects requires demonstration projects and advocacy "to move schools and education systems progressively toward quality standards".[204] UNICEF should identify good practice in these critical realms as well.

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[202] *Q&A Feedback from Carlos Vasquez on Construction, South Asia Education Meeting, 2010.*

[203] *Guidance Notes on Safe School Construction.*

[204] UNICEF, *Child Friendly Schools Manual, New York, 2009.*

RECOMMENDATION: UNICEF should better define and operationalise the concept of a resilient education system and rethink its approach to resilience building accordingly.

The inclusion of the concept of resilience in the EEPCT framework represented an innovative and important initiative to institutionalise a concept that has significant potential to build understanding of the linkages between crisis, recovery and transition to reconstruction and development.

In the short term, clear guidance needs to be provided to country offices on which activities to report under this goal in order to maintain consistency in reporting.

In addition, UNICEF could use the remaining period of the programme to support a sector-wide review of the concept of reliance when applied to education. There is a small but growing literature on the concept that has emerged over the past few years, partly in response to the focus on fragility and transition. Much of this draws on psychological and child protection literature. This needs to be combined with governance and institutional development usage of the concept. Since resilience is considered so important that it is the foundation of EEPCT Goal Two, it warrants the commissioning of a study of existing literature, and then a thorough consultation process within UNICEF and the wider education community to generate consensus around a working definition. INEE may have a helpful role to play in this, as it managed the web-based dialogue on the topic, and could help to carry the discussion beyond UNICEF so that there is wider consensus on this important concept. In practical terms this could involve a commitment to commission a researcher to take the lead in reviewing international literature and experience in other sectors. This consultant could design a process that would generate consensus around a conceptual framework and guidance. UNICEF is well placed to make a contribution in this respect to the wider education community.

RECOMMENDATION: The inclusion of DRR in core UNICEF education activities should be consolidated and supported by information-sharing and advocacy.

The success achieved by UNICEF, with EEPCT funds, in institutionalising DRR into UNICEF core activities in education represents an important shift which INEE has been advocating for several years. While not a core education function, and only successful if part of a wider multi-sectoral programme, DRR can play an important role in keeping children and teachers safe. Similarly, education can play an important role in disseminating DRR messages to children, homes and communities. In practical terms this could take the form of an initiative to share the key messages and lessons learned in a form that makes it accessible at local and community level and support this with some well-monitored pilots to carry messages to the school and community level.

RECOMMENDATION: For the remaining years of EEPCT funding, UNICEF should focus efforts on consolidating gains and identifying goals where selective application of funds will have the greatest impact.

There are some clear areas where EEPCT funding has made significant contributions, both within UNICEF and in its partner agencies. The significant strides that both the Education Cluster and INEE have made are largely due to support provided by UNICEF through EEPCT funds. Continued support to these, and other, successful initiatives would help sustain the momentum generated by this influx of EEPCT funding. However, both institutions need to be signalled that there is a need to mobilize other resources and reduce excessive dependence on one agency, and that plans to this effect are required. Nonetheless, these two ventures have reflected very well on UNICEF and its capacity to work in partnership with a range of organizations. Similarly, some of the global initiatives within UNICEF, particularly the Communications and DRR initiatives, have helped to place education in a leading role within UNICEF, as well as giving UNICEF a leading role in the international context.

At the country level, this evaluation has pointed to some well-established approaches that EEPCT has helped to consolidate and expand. These include Temporary Learning Spaces, more flexible approaches to delivery of learning materials, early leadership in establishment of Education Clusters, Accelerated Learning Programmes (ALP), and Back to School Campaigns.

RECOMMENDATION: UNICEF should develop a more flexible approach to CFS for emergency and post-crisis transition contexts to support the CFS goal of creating change within schools and education systems.

Building upon the existing CFS and Emergency Education Manuals, the approach should define clearer options and provide more focused guidance to enhance the quality of decision-making and project implementation. Specific tools could include a CFS construction checklist, distribution strategies and training modalities for low capacity contexts. The focus should be less on creating model schools and more on the incorporation of standards into mainstream policy. Given the low resources and capacity common in EEPCT-funded contexts, it is important to focus on those elements of the child-friendly standards that are most cost-effective and to take an incremental approach to introduction of the other elements.

The emergency CFS should build upon the AIR CFS Evaluation that highlights role of principals in community mobilization, learning and school atmosphere and could be included in the emergency model. Additionally, UNICEF should draw upon existing institutional models and tools such as the INEE Minimum Standards to support decisionmaking regarding which schools to support, scheduling of training, technical support and monitoring/evaluation. Where "model" or "demonstration" schools are to build confidence in government, partners and communities that the approach is sufficiently flexible to adapt to low-capacity and low-resource contexts, these initiatives should be led by government to avoid being labeled as "UNICEF" schools.

RECOMMENDATION: UNICEF should develop a more systematic approach to managing innovation and learning both for the remainder of EEPCT support and to enhance innovation in the future.

In addition to strengthening and improving what UNICEF is known to do well, some of the resources over the remaining implementation period should be directed to consolidate learning from innovative initiatives to provide a basis for future programmes. This could start with an overview of the two existing West African initiatives, LAB4LAB and the Talent Academies, to learn what went right and what lessons can be learned. This could lead to more systematic approach to innovation which recognises that new programmes take considerable planning, substantial support, close monitoring and reasonable timelines.

In the longer term, UNICEF may wish to review the experience of other organizations with funds to encourage innovation. This can provide some incentive and competition for innovative ideas, especially those that originate from the ground level. The fund can be developed with built-in mechanisms for quality control, monitoring and documenting lessons as well as assessing replicability. The procedures should also require evidence of local commitment and ownership.

RECOMMENDATION: UNICEF should initiate discussions with potential partners for a follow-up programme to EEPCT that is focused on enabling UNICEF to play a lead role in education response in emergencies, and to strengthen its role in post-crisis transition.

This would include access to some operational funds for well proven emergency response strategies to enable UNICEF to continue to play the role of funder of last resort when other funding mechanisms, such as flash and consolidated appeals, do not sufficiently prioritise the education sector. Such a programme would include clear guidance on how programme goals can be articulated within country programmes, and a mechanism for identifying common indicators that will permit more effective monitoring and evaluation.

RECOMMENDATION: UNICEF should position itself to be an effective supervising or implementing partner in crisis affected countries, so that it can help ensure these countries get the best possible access to the new consolidated FTI fund.

This would involve building on the lessons learned from the Liberia and Zimbabwe (non-FTI) initiatives, and the other countries where it is playing this role with FTI funds. This should help determine what

institutional and other capacity is required to ensure an appropriate level of implementation support for these contexts, and what, if any, should be contracted out. This would also involve continued support for development of national interim plans that would give emergency and post-crisis transition countries better access to the resources that FTI can mobilize, both domestically, bilaterally and through the consolidated FTI fund.

As a fund, the EEPCT has made a significant contribution to supporting education in 39 emergency and post-crisis transition countries. The funds have been well managed and accounted for. However, as a programme, the achievements of the EEPCT are more mixed. It is difficult to determine the kind of impact that EEPCT has had in relation to its goals. This was partly because the original design was not sufficiently precise, due to the assumption that it would be sharpened as things took shape. However, the pressure to commit resources and produce results meant that this process was delayed into the third year of implementation. This was compounded by the limited institutional capacity at HQ to manage such a substantial programme. HQ, and particularly the Education Section, has taken important steps to impose *ex-post* frameworks and guidance, and this has made a very important contribution to addressing some of the issues identified in the PRES. However, the programme remains too diffuse – as signalled by the limited success of attempts to introduce tighter monitoring and reporting signals.

Whatever the achievements in terms of the programme goals, EEPCT has consolidated UNICEF's position as the agency with the skills and capacity to lead international responses in these difficult environments. EEPCT has helped to strengthen UNICEF's capacity to work in partnerships at both the global and country levels. The flexibility that this kind of funding has given UNICEF could be enhanced with a little more systematic planning, greater focus on what works and on what is worth trying, as well as better monitoring and reporting to take corrective action and build and share knowledge. The reasons UNICEF is so well placed as a lead agency (its decentralized structure and global coverage) are also factors that make the management of significant global funds particularly challenging.

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