Education in emergencies and protracted crises:

Summary note on the proposition and options

18 January 2016

Project lead: Susan Nicolai, s.nicolai@odi.org.uk, +44(0)20 7922 8227

Contents

This summary note aims to inform discussion of a proposed 'Common Platform for Education in Emergencies and Protracted Crises'. It sets out an overall proposition and options and is based on analysis conducted for – and feedback provided on – a first draft of a more in-depth options paper.

The work was commissioned by the United Nations Children's Fund (UNICEF) on behalf of a broad group of actors, including the UN Special Envoy for Education, the Global Partnership for Education (GPE), a number of governments, key donors, and other stakeholders.[1] It has been financed by the UK's Department for International Development (DFID), the Government of Norway and the United States Agency for International Development (USAID). Analysis has been prepared by a project team led by the Overseas Development Institute (ODI) and builds on a background paper prepared for the Oslo Summit on Education for Development in July 2015

1. Introduction

As we enter a new development era, ushered in by the introduction of the Sustainable Development Goals (SDGs), the world faces great opportunities and challenges.

Recent decades have witnessed huge progress in human development, with major strides made toward ending extreme poverty, the radical reduction of child and maternal mortality, and the enrolment of hundreds of millions more children in school. The gains in education have been impressive: the number of children and adolescents out of school has fallen by almost half since 2000 and an estimated 34 million more children have attended school as a result of accelerated progress over the past 15 years. There have also been major gains worldwide on gender parity in schools (UNESCO, 2015a).

However, too many of the world's young people are being left behind by progress, denied their rights and excluded from the benefits of accelerated development. Nearly 121 million children and adolescents were still out of school in 2012, and up to 70% of them were living in countries affected by crises (UNESCO, 2015b).

There have been strong calls for the creation of a *Common Platform for Education in Emergencies and Protracted* Crises to close this education gap. This paper lays out headlines on the rationale for such a platform, as well as options on what it might look like, to generate feedback and further consultation.

1.1 Impact of crises on education

As many as 476 million children aged 3-15 live in 35 countries affected by crises, according to figures from 2015. Of these, at least 65 million have had their education affected directly by humanitarian emergencies and protracted crises (Nicolai et al., 2015). While the education of many of these children has been severely disrupted, there are particular concerns about the 34-37 million who are out of primary and lower secondary school longer-term – some 30% of those who are out of school worldwide at these levels of education (Nicolai et al., 2015; UNESCO, 2015b). In addition, according to figures from UNHCR, there are at least 14 million refugee and internally displaced children aged 3-15 in these affected countries – very few of whom attend pre-primary schooling. Only half go to primary school and only a quarter to lower secondary school (Nicolai et al., 2015). Girls are particularly disadvantaged, being 2.5 times more likely to be out of school than boys in countries affected by conflict (UNESCO, 2015a).

1.2 Gaps in education response

As things stand, conflict, natural disasters, epidemics and other crises pose a serious threat to prospects of achieving the new SDG 4 on education: *ensure inclusive and equitable quality education and promote lifelong learning opportunities for all*. Meanwhile, analysis of trends suggests that such crises are likely to become more frequent, more severe and last longer in this century.

---

[1] The full Technical Strategy Group advising on this work consists of 19 governments, organisations and networks, with the Governments of Canada and the UK serving as co-chairs, Save the Children serving as secretariat, and the following members: the Governments of Lebanon, Norway, South Sudan and the United States, the Office of the United Nations Special Envoy for Education, the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations High Commissioner for Refugees (UNHCR), the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), Dubai Cares, the European Commission, the Global Business Coalition for Education, the Global Compact on Learning Donor Network, the Global Partnership for Education (GPE), the Inter-Agency Network for Education in Emergencies (INEE) and the World Bank

Most of today's children in the greatest need of education are already the hardest to reach, living in humanitarian crises where governments cannot – or will not – provide them with education services. Why is this? Three key reasons emerge from our analysis:

- *Fragmented education architecture.* Governments are responsible for fulfilling the right to education, but in crisis contexts they rarely have the capacity or will to fulfil this right for every child, particularly if there have been massive movements of internally displaced people or influxes of refugees. In addition, the international system that is meant to provide support tends to operate in a humanitarian paradigm, where education has not been prioritised, or through longer-term development efforts, where the risks of operating in fragile or unstable environments are difficult to bear.[2]
- *Poor capacity.* Few governments prioritise the education response to crises. A recent review of 75 national education plans found that less than one-third even mention conflict or natural disasters (Winthrop and Matsui, 2013). There are few humanitarian and development actors working on education *and* crises, and information systems are weak, very often because funds are not in place or are too short-term to build significant capacity.[3]
- *Inadequate financing.* There is a global finance gap of at least $4.8 billion per year – an average of just $74 per child – for the educational support needed by the estimated 65 million children affected by crises (Nicolai et al., 2015).[4] Funding has been weak; for example, education has accounted for just 1.6% of the total raised by humanitarian appeals over the past 10 years – far below the amounts requested (Wilson, et al., 2015).

While these gaps exist across all types and phases of crises, they often differ in severity from context to context. Some of the most widespread challenges are set out in Table 1.

Table 1: Summary of main education response gaps

	Architecture	Capacity	Finance
Education response gaps	Poor political prioritisation of education response: - globally, within the humanitarian system - regionally, across affected territories - domestically, with education leadership failing to address crisis issues	Inadequate teacher workforce capacity, with shortages of well-trained/ paid teachers who are able to address the specific needs of their pupils	Insufficient funding compared to emergency education needs: - underfunded humanitarian appeals for education - education development aid that does not cover crises systematically - overstretched domestic finance for education
	Uneven attention across contexts, with certain places seen as 'forgotten' emergencies	Not enough surge capacity or longer-term responders in insecure environments	No concerted effort to bring in new sources of finance, e.g. private sector, social impact bonds, innovative finance, etc.

---

[2] This fragmented architecture is also reflected in coordination structures, with education in emergencies coordinated largely through the Inter-Agency Standing Committee (IASC) Education Cluster, in refugee crises by UNHCR, and in protracted crises by a mix of these and others, including Local Education Groups (LEGs). In more stable contexts, and recently in fragile states, the GPE pools funds from bilateral donors and developing country governments, as well as civil society and private sector actors, making grants to countries to support and improve education. Globally, INEE is a network of member individual and organisations that share information and advocate for right to education in crises along a spectrum of preparedness, prevention, response and recovery.

[3] Recent analysis shows that education in emergencies and protracted crises is 'covered briefly in 5 donors' overarching foreign assistance strategies, somewhat more specifically in 5 donors' humanitarian strategies/policies, and more specifically in 6 donors' education sector strategies/policies' with a further 3 donors having detailed white papers or working papers outlining their approach (Wilson, et al., 2015).

[4] The full cost has been estimated at $8 billion annually, with $2 billion as the cost for pre-primary provision, $4 billion for the primary level and $2 billion for lower secondary. Domestic resources are assumed to be able to cover part of this figure, leaving a $4.8 billion gap (an average of $74 per child for the 65 million children affected). While calculated differently, this sits within the UNESCO (2015b) estimates of $38 needed per child at primary school level and $113 at secondary. These costing figures could usefully be updated and consolidated going forward.

Limited coherence across humanitarian and development coordination: - often exacerbated in refugee situations - problems with sub-regional or cross-border coordination - unclear lines of responsibility for preparedness and disaster risk reduction (DRR)	Meagre support to information systems, leaving gaps in data collection and analysis	Pooled funds that are either used poorly or non-existent: - country-level funding mechanisms that are often poorly resourced and monitored - Issues with transferring funding to non-governmental and community-based organisations - No global resources to respond to new or forgotten crises, or fill gaps in appeals
Disparate assessment and planning processes, with multiple tools in use, poor transition planning and costing	Lack of evidence, as well as resources for learning and innovation	Funding ambition is low, as the gap seems overwhelming; concerns about additionality

1.3 Opportunity for action

Clearly, reaching those children who are being left behind because of emergencies and protracted crises requires a catalytic shift in global aid architecture and aid approaches. Many of the key ingredients required to build a powerful global alliance on behalf of children's education in crises are now aligning, including:

- a new window of opportunity as we enter the SDG era
- interest in radically new approaches in the lead up to the World Humanitarian Summit in May 2016, with calls by the High-Level Panel on Humanitarian Finance for joined-up approaches across humanitarian and development financing
- the work of this year's International Commission on Financing Global Education Opportunity, which will include new costings and a review of needs in crisis contexts
- a growing body of evidence that communities prioritise education, even in the world's worst crises, and that education improves life chances significantly for crisis-affected children
- increasing high-level political commitments, including leadership at key global institutions
- interest from new donors and the prospect of innovative financing mechanisms
- a coalition of humanitarian and development actors that is building a collective case for action.[5]

The time is right to harness this political will, public passion and deep expertise to build a *Common Platform* for action on education in emergencies.

2. A new way forward

Over the past year, a number of actors have begun to build consensus on a new, collective way forward for education in crises. While a number of more individual and bilateral 'fixes' could be, and in some cases are being, considered, one central proposition – the creation of a new *Common Platform for Education in Emergencies* – has garnered significant attention. We now explore this proposition, together with options for its focus and ambition that need to be collectively considered if the proposition is to gain real traction.

2.1 Starting points

Building on the outcomes of the 2015 Oslo Summit on Education for Development, there has been a call to create a joint global to mobilise collective action and significant funding for education in crisis. This would offer:

---

[5] This 'coalition' is of particular importance. An increasingly mature sector on education in emergencies has the technical expertise, standards and tools to support response in crises. Those working on education in development have deep knowledge and experience in stable developing countries, and are increasingly active in fragile states. There is now a strong desire and readiness among those working within these two fields to work together in the world's toughest crises.

- the expertise, capacity and capabilities needed to provide advice and to be on call whenever there is an emergency driven by armed conflict or a natural disaster
- guaranteed pooled finance in place that is ready to deliver immediate help at a time of crisis, even before appeals are issued
- predictable funding for education over a period of at least three and up to five years.

Analysis and interviews have also revealed strong consensus that a Common Platform could:

- emphasise complementarity, avoiding duplication of existing coordination and actors
- involve a wide range of actors, both national and international, working with and providing finance to governments and other delivery agents
- have a clear focus on marginalised groups and inequality, including displaced persons, refugees, girls, children with disabilities, etc.
- bring in additional funding, rather than redirect existing funds
- take a longer-term approach, with initial operations for a period of three years, when there would be reflection around renewal and adaptation.

A number of risks have also been raised consistently around the creation of such a platform, including:
- the creation of another layer of bureaucracy that duplicates work
- the risk that decisions stay with 'northern' actors and that the new platform would not promote the leadership of national governments
- the lack of available and qualified individuals to fill the required roles within a new platform
- the risk of competing with existing funds rather than sourcing additional funds
- scepticism over whether significant funds can be raised from private-sector sources
- possible conflicts of interest, particularly in terms of hosting arrangements.

2.2 Propostion: the Common Platform for Education in Emergencies

Building on the starting points outlined above, a proposition has emerged for the Common Platform through input and consultation among a number of actors. This proposition lays out a framework for a high-level global platform that brings together actors to improve the timeliness and sustainability of education in crisis.

Vision
A world where all children and young people affected by crises have a chance to grow and reach their potential, where all lives are equally valued, and where all can learn freely, in safety and without fear.

Mission
To fulfill the right to quality education for some of the most vulnerable children in the world – those affected by emergencies and protracted crises – to ensure that their learning reaches the standards of their peers in non-crisis situations.

Purpose
The purpose of a new Common Platform is to generate political, operational and financial commitment to meet the educational needs of millions of children and young people affected by crises.

Who would be reached?
The platform will aim to serve marginalised children affected by conflict and disasters, ensuring that they have access to continuous, quality education services. There would be a specific push to reach the most vulnerable crisis-affected children at pre-primary, primary and lower secondary levels, with additional efforts made to support non-formal education where relevant. It will focus explicitly on children facing multiple-discriminations, i.e., those who are crisis-affected and denied access to education because they are refugees or displaced, because of their caste, class, ethnicity, gender, disability or any other factor.

When and where would it operate?
The platform will support the education response during every stage of a crisis, from the acute to the protracted and the recovery stages, for periods of between one and five years. It would encompass three main types of crisis:

- humanitarian crises, including slow-onset and rapid-onset natural disasters and conflicts, that trigger formal humanitarian system responses
- refugee crises where host countries need to provide educational services to refugee populations in a way that entails regional and cross-border work
- protracted crises that may not have triggered a formal humanitarian response in the education sector but that, nevertheless, pose significant risks to children's access to education.

Guiding principles

The Common Platform will be consistent with the Oslo Consolidated Principles for Education in Emergencies and Protracted Crises, which reaffirm the right to education and combine guiding principles from a range of existing commitments.[6] It will, in particular, emphasise the following:

- national responsibility and mutual accountability
- a focus on education quality and relevance
- the importance of prevention, protection, preparedness, conflict sensitivity and resilience
- alignment with country plans and systems
- complementarity, working through existing structures and avoiding duplicatio

Figure 1   *Joint action for education in crises*

---
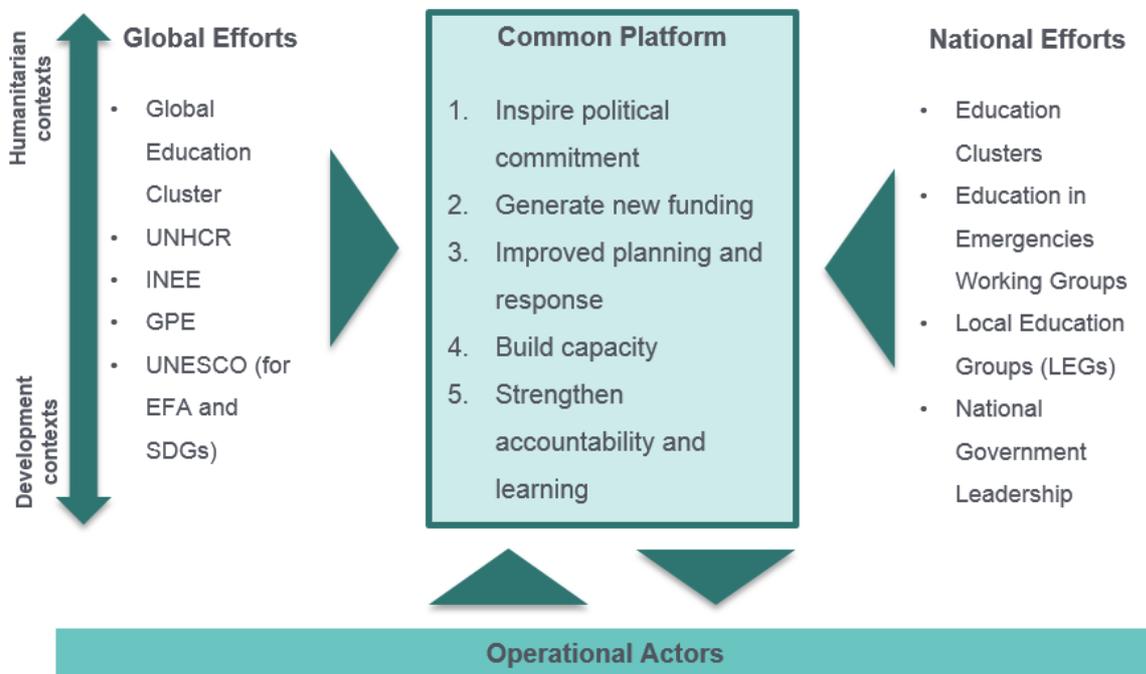
[6] Built on humanitarian principles of humanity, neutrality, impartiality and independence as laid out in UN General Assembly (UNGA) resolution 46/182 (1991) and subsequent resolutions, the consolidated principles are further based on UNGA resolution 64/290 '*The right to education in emergency situations*' (2010); UN Security Council resolution 1998 on monitoring and reporting attacks on schools and hospitals (2011); the *Core Humanitarian Standard on Quality and Accountability* (2015); the *Sendai Framework for Disaster Risk Reduction* (2015); OECD DAC *Principles for Good International Engagement in Fragile States* (2007) and *New Deal for Fragile States* (2011); the *Paris Declaration on Aid Effectiveness* (2005) and the *Accra Agenda for Action* (2008); and the *Principles and Good Practice of Humanitarian Donorship* (2003). They draw particularly on INEE's *Minimum Standards for Education: Preparedness, Response, Recovery* (2010) which are officially recognised as the education companion guide to the *Sphere Humanitarian Charter and Minimum Standards in Humanitarian Response* (2011), as well as on the *INEE Guiding Principles on Conflict Sensitivity* (2013).

Proposed functions

In order to improve the education opportunities of children in crises significantly, a new Common Platform would aim to inspire political commitment, generate new funding, improve planning and response, build national and global capacity and strengthen accountability and learning.

1. Inspire political commitment

The Common Platform would expand and extend political commitment among those willing and able to draw attention to and mobilise resources and capacities on education for children affected by crises. This requires working at the highest political levels to support the leadership of national governments on education response and to facilitate efficient ways of working together across the humanitarian and development architecture.

2. Generate new funding

The Platform would mobilise and disburse additional funding and new investments, offering up-front and medium-term help to those responsible to provide, maintain, or reconstruct education. It would establish a global finance facility, contributing to and leveraging additional resources for a linked set of country- or crisis-specific multi-donor funds, aiming to drive a step-change in the scale and quality of education response in crisis situations.

3. Improve planning and response

The Platform would promote crisis-specific assessments and plans for each stage of a crisis, including rapid, recovery and medium-term, improving incentives and linking with existing actors to encourage the development and/or alignment of a joint response to avoid duplication. This would provide incentives to improve the performance of the existing architecture, with a focus on removing policy and implementation barriers that stop children accessing high-quality education in a crisis.

4. Build national and global capacity

The Platform would invest in capacity strengthening for education response and recovery, working with partners to identify and fill capacity gaps in specific crises and supporting broader global efforts to increase capacity across the education sector. This may include support to strengthen national capacity, greater coherence across preparedness, assessment and planning, and an increase in both response capacity and surge mechanisms to support national responses.

5. Strengthen accountability and learning

The Platform would strengthen accountability – as well as knowledge of 'what works' in these difficult environments – through the collection of timely, disaggregated and accurate education-related data and information, working with partners to communicate needs, progress, and investment opportunities to affected governments as well as to existing and potential donors.

A successful Common Platform will have a clear focus on addressing priority gaps. The functions outlined above begin to address some of the most critical gaps across architecture, capacity and financing, as described through the theories of change in Table 2.

Results of a platform

Contingent on its ultimate focus and aims, the Common Platform will aim to achieve the following:

- greater political attention that will lead to increased funding, better planning, and the provision of more and better education for children in crises
- the more effective mobilisation of more money, using more innovative mechanisms and drawing on new donors
- better assessment and planning for more consistent, longer-term, quality education services in crises
- stronger global and national systems that serve more children with quality education
- high-quality information that guides better responses, and the scale-up of innovative programmes.

Table 2: Theories of change for platform functions

Education in crisis gap	Common Platform function	Theory of change
Poor political will at global and country levels means that education in crises receives limited attention and low investment.	Inspire political commitment	Political incentives of a defined partnership will raise the profile of the issue, provide pressures for greater coherence on delivery, and bring in additional financing.
Low levels of funding for education in crises pose a significant barrier to response.	Generate new funding	A concentrated effort to mobilise funding, along with greater transparency, will bring in additional resources for education in emergencies and protracted crises.
Disparate assessment and planning processes, led by governments, development and humanitarian actors, lead to fragmented action.	Improve planning and response	Efforts to align education actors' assessments and planning in crises will increase the quality and impact of existing interventions significantly.
Inadequate capacity within national education systems and across global architecture limits possibilities of response.	Build national and global capacity	Strengthening national education systems and global response capacity for crises will increase access to quality education in crisis contexts.
Insufficient accountability and learning in relation to the education response in crises limit opportunities for improvement and change.	Strengthen accountability and learning	Consolidating and sharpening the knowledge base on needs and successful interventions will increase their quality and impact, encourage innovation, and increase the overall resource base for education in crises.

3. Options for ambition and approach

While the proposition for the Common Platform can be be further elaborated and refined, its exact nature and level of results will depend on its scale and how its efforts are focused. In this section, we set out three options related to its ambition and approach.

As a starting point, options are benchmarked by the estimated number of children who could be reached by the Platform. While it is perhaps too much of a stretch to target all 65 million children whose education has been affected by crisis over the past year, the platform could aim to reach a percentage of this group – ranging from 3% to 25%, as shown in Table 3. Target numbers of crises for the latter two options are included for illustrative purposes in these options and will be discussed further. Overall costs are calculated based on an average financing gap of $74 per child per year.[7]
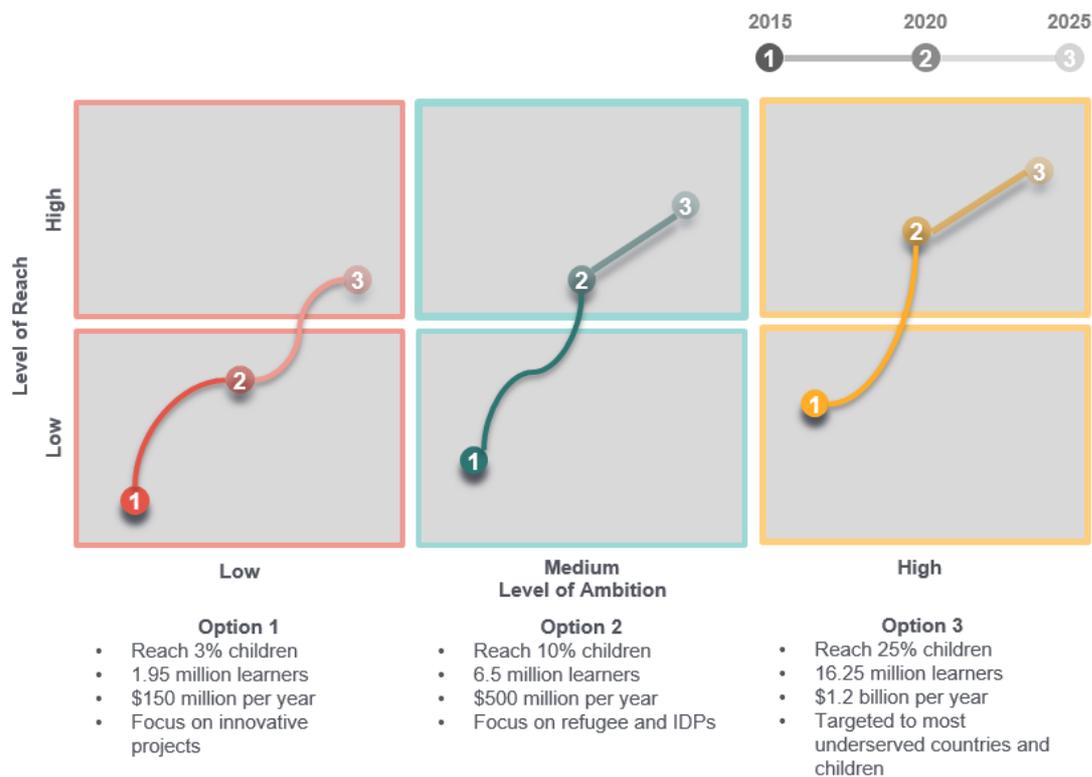
Table 3: Potential ambition levels for the platform

	% of crisis-affected children	Number of children reached	Target number of crises	Overall cost
Option 1	3%	1,950,000	-	~$150 million
Option 2	10%	6,500,000	5-6	~$500 million
Option 3	25%	16,250,000	8-10	~$1.2 billion

---

[7] Further detail at how the $74 per child was arrived at is included earlier in this paper and was drawn originally from work prepared for the Oslo Summit (Nicolai, et al., 2015). While this should be revisited as it may be a low estimate, particularly in certain contexts, it is the best average available at present and is in line with other estimates (see, for example, UNESCO, 2015b).

These options are set out in order to consider ways forward: they can be revised, and could represent an aim for progressive scale up over time.[8] Each option is laid out in terms of the contexts and groups that might be targeted and the ways in which functions could be operationalised, including disbursement channels, recipients, sources of funding and accountability. Further detail on levels of ambition around the functions are included in Annex 1, while the full options paper looks in more detail at the necessary finance.

Figure 2 Options on ambition and approaches

Option 1
- Reach 3% children
- 1.95 million learners
- $150 million per year
- Focus on innovative projects

Option 2
- Reach 10% children
- 6.5 million learners
- $500 million per year
- Focus on refugee and IDPs

Option 3
- Reach 25% children
- 16.25 million learners
- $1.2 billion per year
- Targeted to most underserved countries and children

3.1 Option 1

Under this option, the Common Platform would aim to ensure that quality education is provided to an additional 3% of children affected by crisis globally. That would entail reaching at least 1.95 million learners at a cost of approximately $150 million each year.

This is perhaps the lowest level of ambition at which the Platform could make any kind of difference. It could be set up as (1) a catalytic financing mechanism to fund small, innovative projects that could be field-tested to determine whether or not they could achieve results at scale, (2) identify a couple of broad, overarching result areas such as improved learning outcomes, education planning or teacher stipends and salaries. This could be a starting point for the exploration of what can be achieved by the Platform, with a view to scale up ambition and reach over time.

A number of particularly hard choices on focus would have to be made at this level of ambition, both in terms of the contexts and types of activities supported by the Platform. Further work on costings and impact would also be needed, as the types of projects supported might not fill the full financing gap per child. Table 4 contains further suggestions for this level of scale.

---

[8] If the platform was established with a longer-term horizon, say for an initial 15 years to coincide with the period covered by the SDGs and to support a generation of learners through school, one could phase scale up in 2-3 year increments. With success in fundraising, delivery and learning what works, one could imagine the overall ambition growing beyond that laid out in these options to reach a greater percentage of crisis-affected children.

Table 4: Option 1 for the Common Platform – lower ambition

% of crisis-affected children	3%
Numbers reached	1.95 million
Number of crises	-
Overall cost	~$150 million
Contexts targeted	Catalytic fund for small, innovative projects and other work around bringing greater use of and coherence to existing sector efforts.
Target groups	Children who could benefit from specified result areas such as: a) improved learning outcomes b) education planning c) teacher stipends and salaries
Function focus[9]	• Formalise a global 'champions group'. • Set up a *catalytic fund* to support small, innovative projects, could be set up as $1:$1 matching to bring in funds from private sector. • Could include *targeted resource mobilisation* for specific crises by platform leadership. Would draw heavily on traditional donors, plus possibility of emerging donors and private sector. • Make better use of existing assessment and planning, capacity strengthening built into plans, collaboration for monitoring and evaluation.
Funding sources	Traditional donors, plus possibility of emerging donors and private sector
Disbursement channel(s)	Direct support to existing entitites for innovative projects
Fund recipients	Support principally to United Nations agencies and international non-governmental organisations (INGOs)
Accountability	Traditional reporting
Complementarity	Activity of platform centres on advocacy by 'champions group' and raising funds globally and for selected crises. All work carried via existing entities.
Secretariat	Small team based centrally, with political advocacy, country support and fundraising functions

3.2 Option 2

Under this option, the Common Platform would aim to ensure that quality education is provided to 10% of children affected by crises worldwide. This would entail reaching at least 6.5 million learners at a cost of approximately $500 million each year.

At this level, the platform could begin to make a difference for a greater number of children and support the education response in more crises. This could mean, for example, (1) reaching learners in 5-6 crises annually, (2) choosing to target efforts towards the education of children who have been 'on the move' and/or (3) strengthen assessment and planning by investing in global capacity via surge and other mechanisms.

Hard choices would still need to be made at this level of ambition. These might include choosing to target a particular group of children – in this case we have suggested refugees and the internally displaced. Table 5 sets out what other types of choices may need to be made.

Table 5: Option 2 for the Common Platform – medium ambition

% of crisis-affected children	10%

---

[9] See annex for further details.

Numbers reached	6.5m
Number of crises	5-6
Overall cost	~$500 million
Contexts targeted	Immediate support to recovery contexts, focus on refugee and internally displaced persons (IDPs)
Target groups	Refugee and IDP children prioritised
Function focus	- Formalise a global 'champions group' and create country level 'champions group'. - Set up a global finance facility to support appeals and response in refugee/IDP contexts. Designate new country level funds. Create a new 'pop-up' emergency fund to incentivise governments that are receiving refugees. - Support surge capacity to produce rapid joint-needs assessments, Strategic Response Plans, and medium-term recovery plans. - Provide funds for selected global capacity building efforts and surge capacity for refugee/IDP contexts. - Encourage knowledge sharing and dialogue on key issues for humanitarian and development efforts in education.
Funding sources	Traditional donors, with a strong effort made to bring in emerging donors and the private sector
Disbursement channel(s)	Pooled funding mechanisms (75%) (strategic response plans, regional or country-based pooled funds), plus direct funding to implementing entities (25%) through a small 'pop-up' emergency fund that incentivises governments and communities that are receiving refugees
Fund recipients	Support to UN agencies and INGOs through pooled mechanisms and direct disbursements. Eligibility for 'pop-up' emergency fund to governments and CBOs.
Accountability	Some performance-based allocation (for direct recipients only)
Complementarity	Platform activity includes greater engagement via existing actors at country/crisis level, centred on increasing political commitment to joint assessment and planning, an incentive fund for IDP/refugee response, and raising funds globally and for select crises. Major efforts would be made to strengthen response via support for surge capacity among existing actors.
Secretariat	Small to medium team based centrally with country support (possibly located in crisis contexts), with political advocacy, country support, capacity strengthening, fundraising and monitoring and evaluation.

3.3 Option 3

Under this option, the Common Platform would aim to ensure quality education is provided to 25% of children affected by crisis globally. That would entail reaching at least 16.25 million learners at a cost of approximately $1.2 billion each year.

At this level, the Platform would make a substantial contribution to creating education opportunities for children who are excluded from learning as a result of emergencies and protracted crises. It could make a difference across (1) develop a strong focus on reaching the most marginalised children in crisis contexts (2) as many as 8-10 crises

annually, (3) strengthening the education response not only in acute crises, but also in refugee and internally displaced person (IDP) contexts, and across other protracted emergencies.

While it will still be necessary to make choices around focus at this level of ambition, the scope of funding would allow a more inclusive approach across contexts and greater ambition in terms of functions supported by the platform. This could, for instance, include efforts beyond formal schooling and the strengthening of non-formal education. Table 6 sets out more suggestions at this level of ambition.

Table 6: Option 2 for the Common Platform – higher ambition

% of crisis affected children	25%
Numbers reached	16.25 million
Number of crises	8-10
Overall cost	~$1.2 billion
Contexts targeted	Targeted to most underserved countries and children in immediate response to humanitarian crises and protracted crises and recovery contexts
Target groups	Targeted to forgotten crises and most underserved children (varies by context, but would address gaps based on age, gender, refugee status, etc.)
Function focus	• Expand the global 'champions group' and create country level 'champions group' • Set up a global finance facility to support appeals and response. Designate and create new country level funds where needed. Create a 'challenge fund' ($1:$1) to catalyse new funds. Explore innovative finance to raise additional funds. • Support the production of high-quality assessments and response plans for use at political levels, providing surge capacity to deliver where needed. • Set objectives to provide direct support for continuity, expansion and skills of the teacher workforce, as well as national response capacity (i.e. Ministry of Education units). • Invest in efforts around monitoring, evaluation and lessons learned. Funding for longitudinal research.
Funding sources	Traditional donors, emerging donors and the private sector, with a major focus on innovative finance as source. This could include: • the creation of a 'challenge fund' ($1:$1) to catalyse new funds from the private sector • trial issuing of Social Impact Bonds • 'callable' commitments by donors for additional emergency financing needs • insurance schemes, such as the Pandemic Emergency Financing Facility (PEF) for health or the Africa Drought Insurance Facility • micro-levies, used by UNITAID (airline levy) and UNITLIFE (oil levy).
Disbursement channel(s)	Direct to implementing entities, including governments and CBOs, with close monitoring, through a grant making facility and challenge fund ($1:$1) to encourage domestic investment or matching via other sources (50%). Pooled funding mechanisms (50%) (strategic response plans, regional or country-based pooled funds)

Fund recipients	Support to governments and CBOs through matching funds. Support to UN agencies and INGOs, through pooled mechanisms and direct disbursements.
Accountability	Support is performance based, with close tracking. Global-level tracking of education in crisis issues is supported, including the Platform's added value.
Complementarity	Increased work via the Platform to provide support to governments and CBOs for the response, either working via existing entities or more directly. Build on existing work on assessment and planning, capacity and accountability, working with current actors to build quality and add value, with new initiatives started as needed.
Secretariat	Medium-size team, based centrally, with regional and country support located closer to (and at times within) crisis contexts. A range of functions covering political advocacy, country support, assessment and planning, capacity strengthening, fundraising, and data and information.

In describing the technical analysis to be undertaken for this work, there are several phases to highlight, with this inception paper preparing for the activities of Phase II and Phase III.

    i.   Phase I – Background paper for the Oslo Summit – focused on detailing the scale of the problem and making the case and building political momentum for the creation of a common platform.

    ii.   Phase II – Options paper – laying out the overall proposition, implications and options in taking the common platform forward, prepared in time for the World Economic Forum and the January meeting of the Education Finance Commission.

    iii.   Phase III – Final report – further detailing the business case for the creation of a platform, exploring country level application of the mechanism, and capturing consultation feedback, this paper will be used to inform a launch of the platform at the World Humanitarian Summit in May.

4. Institutional arrangements

Final decisions about the potential governance and hosting of the Common Platform will need to follow decisions about its precise mandate, scope, and scale. Once there is greater clarity around its desired shape, both governance and hosting can be explored in more depth. However, we foresee some key issues that should be considered at that time, as shown in Table 7.

First, the core governance structure for a Common Platform should include a board and a secretariat, with their respective accountabilities clearly specified as follows:

- the board is responsible for the strategic direction of the Platform. Its responsibilities include management oversight, resource mobilisation, stakeholder participation and high-level advocacy.
- The secretariat is responsible for the management of the Platform and is accountable to the board. Key responsibilities would include programme implementation, stakeholder communication, regulatory compliance and performance assessment.
- Another important aspect of governance is accountability. To succeed, the Platform must have clear systems and channels that facilitate its transparent functioning.

Table 7: Key issues on the governance of the Common Platform

	Key issues
Board	• Number of board members: inclusiveness versus ability to make rapid decisions • Crucial decisions needed on composition and profile of board members • Incentives for board members to act in the interests of the Platform rather than their own

	Key issues
	organisations or constituencies
Secretariat	• Secretariat size, composition and profiles, with a balance of technical expertise needed (development, humanitarian, early childhood development, primary, post-primary, acute, protracted, etc.) • How to interact with the board • How to interact with the hosting institution (if the Platform is hosted)
Accountability	• Need for clear statements on what constitutes success and failure for the Common Platform as well as for the board and the secretariat; and metrics to measure these • Accountability between the secretariat and board • Accountability of individual board members and of the board as a whole

In terms of hosting the Common Platform, potential criteria for the selection of the host organisation could include:

- scope of work and in-country capacity
- capacity to manage funding
- existing interaction with the wider humanitarian and education systems
- competence on education delivery
- strategic management and performance
- cost and value consciousness and efficiency
- track record on managing partnerships
- transparency and accountability
- location

5. Next steps

Additional research and analysis will take place in the coming months, as this paper on options is shared for wide consultation. Efforts will be made in March and April 2016to build political and financial support for the Common Platform, aiming for a formal launch at the World Humanitarian Summit in May. Remaining activities in the current phase will focus on the following areas.

Consultation process
The Inter-Agency Network for Education in Emergencies (INEE) will lead a global consultation process that is based on this summary options paper, using both in-person and online approaches. The goal is to ensure the widest possible input of ideas to the proposition for a Common Platform from those working on education in emergencies, particularly those working in countries affected by crises. Such a consultative process will also increase the likelihood of their positive engagement in the new Common Platform once it is established.

Political economy analysis
Assessing the proposition for a Common Platform – and its ability to strengthen responses to education in emergencies and protracted crises – requires a greater understanding of the underlying political economy constraints and opportunities. The project team will conduct a political economy analysis to provide a more nuanced set of insights to guide the set-up of the Common Platform to ensure, from the outset, that this approach can have the greatest impact.

Country level application
Two country level application visits are planned by the project team – to Lebanon and South Sudan – in early February 2016. These will 'test' the proposition and explore exactly how the Platform might operate in these specific contexts. These visits will support refinement of the overall global proposition for the Platform.

Institutional arrangements
Final decisions about the potential hosting and governance of the Common Platform will follow decisions about its precise mandate, scope and scale. There has already been considerable work looking at hosting models, likely candidates and governance arrangements, with further discussion on this available in the full options paper.

Framework for a Common Platform
Following feedback on this options paper, a more detailed framework will be developed for the operationalisation of the Common Platform. This framework will communicate the importance and unique value of a new Common Platform on education in emergencies and crises, which should, in turn, increase support and inspire investment.

Further analysis and background information on the issues around the Common Platform can be found in the more extensive full options paper that has informed this summary.

References

Nicolai, S., Hine, S. and Wales, J. (2015) *Education in emergencies and protracted crisis. Toward a strengthened response*. ODI report. July 2015. London: Overseas Development Institute.

UNESCO (2015*a*) *'Education for All 2000-2015: Achievements and challenges', EFA Global Monitoring Report.* Paris: United Nations Educational, Scientific and Cultural Organization.

UNESCO (2015*b*) *Humanitarian Aid for Education: Why it matters and why more is needed*. (Policy Paper 21). Paris: United Nations Educational, Scientific and Cultural Organization.

Wilson, E., Majewski, B., Tebbe, K. (2015) *Walk the Talk: Review of Donor's Humanitarian Policies on Education.* Oslo: Norwegian Refugee Council and Save the Children Norway.

Winthrop, R. and Matsui, E. (2013) *A New Agenda for Education in Fragile States.* Washington, D.C.: Center for Universal Education at Brookings Institution.

Annex 1: Potential platform functions and levels of ambition

Function	Primary focus	Lower ambition	Medium ambition	Higher ambition
Inspire political commitment	A political umbrella for action that would facilitate efficient joint ways of working across humanitarian and development architecture and seek to unblock and channel financing.	Formalise current group of *global political champions*, continuing to advocate and raise funds, working with country leadership.	Create *country-level political champions* group bringing together new along with existing leadership and supporting joint work of education cluster, Local Education Group (LEG), etc. and previous scenario.	Expand *global political champions* group bringing in additional high profile political and media personalities and create *country-level political champions group*.
	Complementarity	*Involves no new groups, but formalisation of current group of global 'champions'*	*New country group joining up existing government, development and humanitarian leadership*	*Major effort to expand both global and country level political champions groups*
Generate new funding	Resource mobilisation and disbursement by collective action that would contribute to and leverage additional resources for specific crises, with a view to bringing about a step-change to the scale and quality of education response in these situations.	Set up a *catalytic fund* to support small, innovative projects that could be field-tested to determine whether they could achieve results at scale. This could be set up as a $1:$1 matching fund to catalyse new funds from the private sector. Other efforts could be made via *targeted resource mobilisation* for specific crises (2-3?) by platform leadership members. Would draw heavily on traditional donors, plus possibility of emerging donors and private sector organisations.	Establish a *global finance facility* with at least [$X] million available annually to 'top up' humanitarian appeals and supplement funding in protracted crises. Link this to designated *new and existing country level pooled or pass through funds*. Create new 'pop-up' emergency fund to incentivise refugee receiving governments.	Establish *global finance facility* and designate *new and existing country level pooled funds*, with major focus on incentives and innovative finance as source. This could include: • Create 'challenge fund' ($1:$1) to catalyse new funds from the private sector • Trial issuing of Social Impact Bonds • Exploring direct disbursement modalities, including cash transfers
	Complementarity	*Catalytic fund but no new finance facility, effort to aggregate and monitor via existing mechanisms*	*New global finance facility and country funds, disburse via designated governments, UN agencies and INGOs*	*As in previous scenario, with aim of additionality, could disburse to CBOs with close scrutiny of results*

Improve planning and response	Promoting joint crisis-specific assessments and plans, improving incentives and linking with existing actors to encourage the development and/or alignment of a collective response, avoiding duplication.	Promote awareness and broader use of rapid joint needs assessments actioned via the Education Cluster or UNHCR. Ensure recovery and longer-term education plans include emergency risk and response elements.	Support additional surge capacity to existing efforts, where needed, to produce rapid joint needs assessments, education Strategic Response Plans guiding appeals, and develop coherent, medium-term plans to guide response and funding.	Mandate platform to produce high quality joint needs assessments and response plans that can be used by political champions to encourage investment. Provide surge capacity where needed and draw on existing analysis.
	Complementarity	*Use of existing assessment and planning efforts*	*Provide surge capacity to strengthen existing efforts (directly or finance existing)*	*Build on existing efforts, but improve coherence and quality, shape for investors*
Build national and global capacity	Capacity-strengthening of existing country-level and global education actors through provision of technical assistance and funding to address capacity gaps.	Ensure any new plans and funding addresses capacity needs, including teacher workforce, particularly at country level.	Fund select global capacity building efforts and surge capacity for coordination and delivery of education response in IDP/refugee contexts.	Directly support continuity, expansion and skills of teacher workforce, as well as national response capacity (i.e. MoE units). Fund select global capacity building as previous.
	Complementarity	*Emphasis on capacity included in platform guidance, but no funding*	*Channel finance to strengthen capacity via global delivery agents*	*Major focus on capacity, providing finance via both country & global agents*
Strengthen learning & accountability	Strengthening accountability – as well as knowledge of 'what works' – through collection of timely, accurate data and evidence, working with partners to communicate needs, progress, and investment opportunities	Focus on country level monitoring for select crises, drawing heavily on information from existing actors and traditional donors.	Facilitate knowledge sharing and dialogue on key issues for humanitarian and development efforts in education in emergencies and protracted crises and previous scenario.	Invest in ability to undertake robust, real-time monitoring, evaluation and lessons learned feedback loop and previous scenarios. Provide funding for longer-term research.
	Complementarity	*Work with existing actors to gather and communicate info on select crises*	*Support INEE or others for knowledge sharing and promote country information*	*Establish global-level information and data hub tracking crises, as part of platform or other agency*