Ministry of Foreign Affairs – (Department for Multilateral Cooperation and Climate Change - MKL)

Meeting in the Council for Development Policy 31 October 2017
Agenda item 4.a.

1. Overall purpose	For discussion and recommendation to the Minister
2. Title:	Education in Emergencies Programme
3. Presentation for Programme Committee:	19 September 2017

Education in Emergencies Programme

Key results:

- Increased access to quality education for children and young people in fragile and conflict-affected areas
- Access to quality education ensured in selected protracted crises
- Increased number of girls have gained access to quality education in selected crises

Justification for support.

- Largest number of out of school populations at global level lives in fragile and conflict-affected areas
- Education in fragile and conflict-affected areas is a Danish priority and supports SDG 4
- Education in Emergencies support in selected countries in the Sahel Region: Burkina Faso, Mali, Niger, Ethiopia, Chad – and (likely) Uganda. In Middle East: Yemen, Syria, Iraq (possibly), and in Asia: Bangladesh with focus on Rohingya refugees (possibly)

How will we ensure results and monitor progress

- Strong donor support to ECW and high-level political support to support to education in protracted situation
- UNICEF has proven track-record and capacity to operate in selected countries with strong government and donor-, CSO and multilateral partnerships
- ECW provides regular updates from field, annual reports based on results framework, using internationally agreed indicators
- Planned mid-term review
- UNICEF's regular monitoring focused on thematic education window in selected countries

Risk and challenges

- Operating in fragile and conflict-affected areas represents numerous risks, including escalation of conflict, lack of access to affected areas, insufficient funding, lack of support from host-government
- Mitigation can be sought through flexible and adaptive programming, facilitated by core (thematic) support to organisations, close coordination and data sharing with other actors operating in the same crises

File No(s).	
Country	Multiple
Responsible Unit	MKL
Sector	

Mill.	2017	2018	2019	2020	2021	Tot.
Commitment	170					170
Projected ann. Disb.	170					170

Duration	Two years (2017-2018)
Finance Act code.	§06.32.01.23. Other initiatives in Africa / §06.36.06.24 Miscellaneous multilateral contributions
Desk officer	Nicolai Steen Nielsen
Financial officer	Jonas Henriques

SDGs relevant for Programme

1 No Poverty	2 No Hunger	3 Good Health, Wellbeing	4 Quality Education	5 Gender Equality	6 Clean Water, Sanitation
7 Affordable Clean Energy	8 Decent Jobs, Econ. Growth	9 Industry, Innovation, Infrastructure	10 Reduced Inequalities	11 Sustainable Cities, Communities	12 Responsible Consumption & Production
13 Climate Action	14 Life below Water	15 Life on Land	16 Peace & Justice, strong Inst.	17 Partnerships for Goals	

Budget

Programme	
ECW Engagement	*104m*
UNICEF Engagement	*66m*
Programme Support	**0m**
Total	**170m**

Strat. objective(s)	Objectives	List of Engagement/Partners
Children and youth ensured access to quality education for children and young people in fragile and conflict-affected areas	Ensuring access to quality education in selected protracted crises	– Education Cannot Wait Fund, with : – CSOs (Save the Children as well as national based organisations) – UN agencies (UNICEF and UNHCR) – Private Sector Foundations (Dubai Cares) – Governments in selected countries
	Supporting access to quality education for children and young people in Burkina Faso, Niger and Mali	– UNICEF with: – National partner (unknown) – Governments in selected countries – –

Contents of Programme Document

Cover page

See Appropriation Cover Note format.

1- Introduction

This programme document describes Danish contribution to Education in Emergencies (EiE) with a total budget of 170m DKK, expected to have a duration of less than years (2017-2018). The programme consists of two development engagements with multilateral partners: 1) Education Cannot Wait Fund (ECW) and 2) UNICEF education activities in selected countries in the Sahel area. Both engagements support education in

countries affected by conflict and fragility. Development Engagement Documents (DEDs) have been elaborated for each organisation.

2- Strategic considerations and overall justification

'The World 2030 Denmark's strategy for development cooperation and humanitarian action' (henceforth The World 2030) emphasises that education supported in countries affected by conflict and fragility be channelled through multilateral engagements and civil-society cooperation.

EiE is thus a priority area for Danish development cooperation and a means to achieve other key priorities, such as gender equality and women's right to decide over their own life. Education also contributes to security and development through improving living conditions for IDPs, refugees and affected local communities which can help mitigate further displacement. The World 2030 has a special emphasis on long-term crises, hence the nexus between humanitarian assistance and development cooperation. In such settings, education plays a central role by promoting protection, self-reliance and enhanced livelihoods. The World 2030 also considers education to be an effective means to counter violent extremism.

Finally, the global youth needs to have education levels improved in order to contribute to positive social development and to the respect for human rights, combat HIV and AIDS, and become aware of sexual and reproductive rights and health.

Context for the programme and development engagements

There are currently 75 million children living in conflict-affected countries without access to education, girls are particularly vulnerable in these circumstance. Supporting EiE is needed both in terms of ensuring access to quality education for all children in crises-affected countries including out of school populations, hence contributing to Sustainable Development Goal (SDG) 4. Aid to education, as a share of total aid volume, is less than ten percent, relatively smaller than other sectors. In addition, only about one third (36.3 percent in 2015) of that amount went to Fragile States. Education only receives an estimated 3.6 percent of total humanitarian aid (OCHA, 2016). Through the two engagements, the programme targets children and young people in conflict situations, but from two different geographies. Being a global fund, ECW targets EiE in eligible countries across the globe (e.g. Chad, Syria, Yemen and Ethiopia), whereas the UNICEF engagement targets education in Burkina Faso, Niger and Mali.

Despite being underfunded, EiE has seen some progress in recent years. According to UNESCO Institute for Statistics (UIS), the primary completion rate in countries affected by fragility and conflict increased from 56% in 2000 to 69% in 2015. However, compared to their peers in other developing countries, children trapped in conflict-affected areas are 30 per cent less likely to complete primary schools and half as likely to complete lower secondary schools (The Education Commission Report, 2016). For refugees, the figures are worse as only half of the children have access to primary education, compared with more than 90 per cent at global level. For refugee adolescents, only 22 per cent attend lower-secondary levels (UNHCR, 2017). Children without access to school are, according to UNICEF, prone to abuse, child trafficking and child prostitution (UNICEF, 2009).

Generally, for girls in developing countries there has been some progress in terms of access and completion. For example, in countries supported by Global Partnership for Education, the number of girls completing school for every 100 boys rose from 74 to 88 for primary, and from 67 to 83 for lower

secondary between 2002 and 2015 (GPE, 2016). Despite these positive trends, major interventions are needed before gender parity is achieved.

According to World Development Report 2018 (WDR, 2018), only 1 in 20 girls in rural areas of Sub-Saharan Africa are on track to complete secondary school. This is despite the multiple advantages educating girls brings along which has been documented repeatedly, recently in the WDR 2018. According to the WDR 2018, educating girls brings advantages at the individual level in terms of increased earnings and better jobs, healthier children and less poverty. For the society as a whole, the advantages are more innovation, stronger institutions and SRHR awareness, amongst others.

However, the situation of girls' education in fragile and conflict-affected countries requires a special focus in order to address the multiple challenges facing girls. Generally, girls are almost two and a half times more likely to be out of primary school if they live in conflict-affected countries and nearly 90 percent are more likely to be out of secondary school than their counterparts in countries not affected by conflict (*Humanitarian aid for education, why it matters and why more is needed, UNESCO 2015 Policy paper*). In other words, conflict widens education inequalities, particularly gender disparities (*Education Inequality and Violent Conflict: Evidence and Policy Considerations policy brief, UNICEF, 2016*).

Dropping out have negative spin-off effects. Firstly, girls in these settings are particularly at risk of being victims of gender-based violence. Secondly, when they are unable to complete education they are more prone to early marriage; over half of the 30 countries with the highest rates of child marriage are fragile or conflict-affected (*REAL: Let Girls Learn in Conflict Settings, University of Cambridge, 2015*). A girl in South Sudan is three times more likely to die in childbirth than to finish primary school. Letting girls drop out comes at a price for their wider community, fostering a vicious circle of vulnerability and jeopardizing the health and safety of girls and women beyond schools' (ECW, 2017).

As mentioned above, the UNICEF engagement targets Burkina Faso, Mali and Niger. The countries were chosen due to a blend of education challenges which are common to low-income countries (amongst others lack of trained teachers, insufficient infrastructures, low salaries and poor school management), compounded by fragility and conflict with displaced persons and refugees, primarily because of growing insecurity issues since the onset of crises in Libya, Nigeria and Mali in 2011 and 2012. These crises have had a negative effect on the education sector in the three countries. Burkina Faso, Mali and Niger are all landlocked and vulnerable to climate change and have large socio-economic problems. Below there is a short summary of the challenges related to education in the three countries:

Burkina Faso has seen increases in gross primary enrolment from 80.2 to 83.6 per cent for boys and from 75 to 83.9 per cent for girls between 2011 and 2015. However, children are chronically disadvantaged in terms of access to education, particularly in rural areas, and the country face multiple grave challenges such as large dropout ratios, lack of adequate access to learning facilities, and poor infrastructure and education standards. Girls furthermore experience an increased risk of interruptions in their school attendance due to lack of access to drinking water and inadequate or non-existing sanitation and hygiene facilities at schools. Efforts aimed at child protection and the elimination of child marriage and female genital mutilation/cutting (FGM/C) also remain essential. These tendencies are aggravated by widespread child abuse as some 83.6 per cent of children are affected by physical, verbal or emotional abuse or sexual violence, out of which 53.8 per cent occurs at school. UNICEF's responses to these grave challenges are, amongst others, psychological support, training of teachers, social workers within the Safe School approach.

While **Mali** has witnessed progress related to children's access to education, with school attendance rates (58 per cent) increasing by over 10 per cent between 2006 and 2011, only 37 per cent of children (39 per cent boys, 35 per cent girls) enter the first year of school at the right age (7 years old), and the net primary school completion rate is 59 per cent (72 per cent boys and only 48 per cent girls). The conflict in Mali has added to these challenges with and more than 500 schools have closed in recent years, thereby hindering many children access and continuity of schooling. Girls are particularly vulnerable in given the huge challenges in terms of access to adequate water and sanitation facilities at most schools. Societal and cultural factors also have negative effects on girls' education, including SRHR-related issues such as FGM/C which affects 9 out of 10 women, widespread early marriage with six out of ten women being married before the age of 18 and one in six before the age of 15 and premature pregnancies (Mali has some of the highest fertility rates in the world with seven children per woman high). UNICEF's education programme, in collaboration with Mali's government, addresses these challenges.

Niger has also experienced ongoing improvements in school enrolment rates. This development is, however, marred by huge gender disparities in enrolment rates between boys and girls (88 per cent versus 71 per cent respectively). Gender inequalities have their origin in inadequate allocation of resources, lack of classrooms and qualified teaching staff, persistent sociocultural practices, poverty and food insecurity. UNICEF supports efforts aimed at ensuring education retention for girls. Due to high fertility rates school-age children are expected to double in numbers between 2010 and 2020, presenting further challenges the education system's capacity in terms of guaranteeing access to quality education. Niger is also challenged with insecurity in many parts of the country – in the south with Boko Haram, in the north with instability overflow from Mali and Libya. This has also negatively affected the education of children in those areas.

Programme overview and objective.

As mentioned above, the programme consists of two engagements: 1) support to ECW and the funds' education activities in emergencies and protracted crises and 2) UNICEF's thematic education window targeting education in Burkina Faso, Niger and Mali, all compounded by widespread poverty, conflict, displacements and climate change. Both engagements have EiE focus and operate in fragile and conflict-affected areas, thus supporting the programme objective[1].

Programme objective is: **Ensuring access to quality education for children and young people in fragile and conflict-affected areas**.

Aid effectiveness

Multilateral organisations have been chosen in both engagements as they are both working in close collaboration with national authorities, pursuing national objectives.

The UNICEF engagement uses UNICEF's own thematic window procedures, which has been highlighted as good practice in terms of multilateral support. The thematic window applies UNICEF's own administrative guidelines, reporting procedures and, most importantly, it is aligned to UNICEF's Country Programme in each country, which again is aligned to national education plans.

ECW receives core support for its activities, which, for its majority targets many of Denmark's priority countries and regions, as well as humanitarian crises, and also with an in-built flexibility allowing ECW to support education in crises where needs are unmet, such as the Rohingya refugee situation in Bangladesh. In protracted crises, ECW aligns support to government plans or plans drawn up by international partners.

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[1] ECW has also supported few disaster responses, such as floods in Peru, but main focus of ECW is on fragile and conflict-affected areas.

Synergies between humanitarian & development and security & fragility

Both engagements will address the humanitarian-development nexus. UNICEF will do so through their simultaneous support to government strategies and plans, which includes capacity development and service deliveries, while at the same time supporting humanitarian efforts and addressing basic need of marginalised populations in all three countries. Coordination in Mali includes MINUSMA (UN peacekeeping mission to Mali) and there are linkages to stabilisation efforts and peace-education.

ECW prioritises protracted crises and multi-year support programmes that builds linkages from humanitarian assistance to long-term development efforts. ECW focuses on collaboration with government counterparts and coordinating support through existing coordination structures on both sides of the frontline. Syria is examples of how ECW operates by supporting education authorities rebuild institutions that ensure provision of education services during conflict and in a post-conflict situation.

Considerations about Danish strengths

MFA has been strongly engaged in ECW, both in the design of the facility and through different layers of decision-making and oversight. MFA shares developments regarding ECW with Danish civil society organisations on a regular basis. Save the Children International is a strong partner in ECW's activities as co-lead in many of the clusters across different crises. In that sense, Save the Children Denmark - a strategic partner for the MFA - has a stake in ECW. UNICEF often works with NGOs as implementing partners in the selected countries, but none of the Danish civil society organisations seems to be directly involved in the education programmes.

Contextual risks and possible scenario analysis

Programmatic

Operating in fragile and conflict-affected areas represents numerous risks including: Peace agreement set-backs or escalation of conflict, armed groups in programme areas and attacks on education facilities, lack of government commitment or insufficient capacity to lead provision education services, unsafe access to affected areas and insufficient funding. Mitigation can be sought through flexible and adaptive programming, facilitated by flexible (thematic) support to organisations, close coordination and data sharing with other actors operating in the same crises. ECW is in the process of developing a multi-year strategy that will include an elaborated risk framework. UNICEF includes risk analysis as part of the Country Programmes, under which education is supported through the thematic window.

UNICEF risk and mitigation extract from Mali:

Conflict and insecurity in the north, the risk of disasters (drought, floods and locust invasions) and epidemics (cholera and Ebola), dwindling financial resources, the risk of corruption and the poor capacity of implementing partners are the main vulnerabilities identified for the programme. Mitigation: As part of MINUSMA (United Nations Multidimensional Integrated Stabilization Mission in Mali), a harmonization of efforts will systematically be sought in order to conduct joint risk analyses and conduct programme criticality assessments, manage costs and security risks by promoting shared area offices in certain parts of the country, and strengthen early warning mechanisms, rapid assessment and response to humanitarian crises, with a focus on disaster risk reduction.

Institutional risks

Institutional risks are limited due to the multilateral modality of the programme, channelling funding through a UN partner and an international fund. UNICEF has long-term experience operating in countries targeted under the programme and ECW has a light footprint through dialogue with existing partners, providing enabling funding and advice for transitional education plans. Proper engagement with exiting partner and governments, as well as conflict-sensitive programming in conflict-affected areas mitigates most institutional risks.

3- Programme summary

Lessons learned from previous cooperation.

To a large extend, Denmark has previously only engaged directly in EiE efforts through humanitarian funding mechanisms, support to Danish CSOs with education experience and core support to UNHCR and UNICEF. With the launch of The World 2030, and its focus on humanitarian-development nexus, more focus was put on efforts strengthening nexus and education was considered to be a relevant sector to test this out.

With the launch of ECW during the World Humanitarian Summit in May 2016, Denmark decided to engage in the fund due to its attention to education in protracted crises, hence focus on nexus. Denmark made its first commitment in September 2016 (DKK 75m) and participated in the design phase of the fund that went on until April 2017. An interim team identified the first crises to be supported by ECW, in close collaboration with UN, CSOs and national governments. A senior officials group (where Denmark also had a seat) and the High Level Steering Group met regularly and performed oversight of the country selection process as well as initial financial support to selected crises. Donors signed Standard Contribution Agreements with UNICEF, as interim host of the ECW (see also: 5 Overview of Management). So far, ECW has managed to set a firm footprint in several protracted crises, including Yemen, Syria, Chad and Ethiopia. The fund continues to receive funding commitments from new and former donors, which is an indication of widespread satisfaction with ECW's performance.

Denmark has been a key donor to UNICEF for many years, traditionally providing core and humanitarian funding to the organisation. Denmark considers UNICEF to be a key provider in terms of education support, both in crises and transitional situations and UNICEF stands for quality interventions targeting priority target groups (i.e. children young people and women) as well as long-term experience operating in protracted situations.

According to Country Programme reviews, UNICEF has demonstrated capacity to adapt rapidly to changing circumstances, such as the Ebola breakout in Mali or population movements in the region as a consequence of the unstable situation and conflict. UNICEF has also been recognised for its capacity to identify barriers preventing marginalised children's access to education and its upstream work in the region. UNICEF works with other partners to develop learning metrics that allows measuring of learning outcomes, which is strongly needed, also in the Sahel region. The support to UNICEF under the current EiE programme complements DKK 88m channelled through UNICEF's thematic education window as part of Denmark's general contribution to UNICEF.

Justification of the programme and partner selection

Both partners have been selected based on their experiences within education, particularly in fragile and conflict-affected areas[2]. While they will not collaborate directly under this programme, they do coincide in almost all of the countries where ECW is present. Thus, there is complementarity beyond the present programme and the channelled through both engagements strengthens each partner's position within EiE.

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[2] See also Annex b.

ECW engagement

The goal for ECW is to reach an estimated 75 million children and youth living in crisis-affected areas. ECW adopts an approach aligned with the WHS responsibilities for change and a new way of doing business. The core mission of ECW is to reposition education as a priority in an emergency context – an absolute prerequisite to the achievement of SDG 4 and link education emergency efforts to long-term development in close collaboration with existing coordination mechanisms and national authorities. This is therefore one if the first education funds that purposely bridge humanitarian assistance with long-term development efforts.

ECW works with different funding windows in order to respond to different needs during a crisis, but main focus is to link humanitarian assistance with long-term efforts in order to rebuild national education systems through multi-year funding plans for protracted crises. Bridging the relief-development gap also requires bringing humanitarian and development actors together around the same table to jointly conduct planning and implementation.

Since its start in 2016, ECW has received above US$ 120m in funding from a number of government partners, which are: Australia, Canada, Denmark, the European Commission, France, the Netherlands, United Kingdom, Norway, USAID and US Department of State. Private partners such as Dubai Cares and Global Business Coalition for Education also support ECW.

ECW already funds quality education under 'multiyear' programmes for an estimated 2 million vulnerable children in Chad, Ethiopia, Syria and Yemen, over half of whom are girls. A new multi-year programme for Uganda (targeting South Sudanese refugees) and Bangladesh (Rohingya) is currently being prepared combined with calls for assistance from Iraq – where up to three million children have lived under ISIS control. In addition, a US$20 million 'first response' window invests in learning opportunities for children and youth caught in crises in Afghanistan, the Central African Republic, Madagascar, Peru, Uganda, Ukraine and Somalia. Focus in these crises is on improved access to quality learning, teacher training, psychosocial support and new school facilities.

In order to be as effective as possible, and avoid creating parallel systems, ECW works with existing mechanisms for both humanitarian assistance and, where possible, national structures. In practice, this means building partnerships with existing organisations in the field, both UN, CSOs and national governments. Close collaboration with UNHCR's piloting of the UN Comprehensive Refugee Response Framework is an example hereof. All implementing partners have undergone HACT assessment (Harmonized Approach to Cash Transfer), ensuring transparency in terms of managing cash transfers from ECW (i.e. from UNICEF as temporary host).

A working group of partners to ECW is currently drafting a three-year strategy, which will be presented for approval at the April 2018 High Level Steering Group meeting. Once this strategy has been approved, Denmark will elaborate its own Organisational Strategy for ECW.

The ministry is in dialogue with the ECW secretariat concerning placement of a senior expert (secondment) within the secretariat in NY. The role of the seconded expert is to oversee country level activities, with special emphasis on ensuring proper focus on humanitarian-development nexus.

UNICEF Engagement

UNICEF has recently signed a new cooperation agreement with Denmark, specifying Danish priority areas such as education, health and protection. Danish funding is earmarked for these areas through UNICEF's thematic windows. The UNICEF development engagement is therefore aligned with this cooperation agreement and thus a confirmation of the appreciation of UNICEF's work within education, where the organisation has positioned itself as UN's primary education provider. UNICEF has long-term experience in

providing EiE in West Africa in terms of humanitarian support, disaster preparedness within the education sector as well as more general capacity development of the region's ministries of education. Gender mainstreaming is an integral part of UNICEF's programmes in the region and specific gender targets are included gradually in the programmes to facilitate gender relevant interventions. The education support in Burkina Faso, Mali and Niger is aligned with Danish geographical priorities and complements Danish supported health programmes in the three countries, also implemented by UNICEF through the health thematic window.

Providing support through the selected engagement partners is relevant due to their focus on EiE, quality education and girls' education. The documented impacts of quality education are multiple. If done effectively, education spurs societal benefits, such as improvements in health, economic empowerment of women, economic development and SRSR awareness. Efficiency gains are obtained due to the chosen modality where financial support is channelled through multilateral partners with operations in multiple countries. Ensuring sustainability in fragile and conflict-affected areas is a challenge due to the nature of the programmes, which are designed to rebuild infrastructure and dismantled or low-capacity institutions. However, sustainability is addressed by supporting quality education, which has societal long-term impacts, and restoring capacity within national education authorities strengthens education delivery over time.

On request from Danish Embassies in the region, a possible secondment to UNICEF is proposed in order to support implementation across the three countries. The budget may be taken from unallocated budget line or from the general Framework Agreement signed with UNICEF in September 2017.

Theory of change and key assumptions for thematic programme

Both engagements have the same purpose and they contribute to identical objectives. The theory of change (ToC) figure below illustrates EiE-related connects between inputs (financial support, UNICEF/ECW Expertise and TA), outputs (Government capacity, transition plans, ESPs and SRSR awareness/inclusion in education plans), outcomes (quality education, skills/competences and gender equality) and impact (female empowerment, poverty reduction, improved health – eventually reduced migration). The latter depends on other factors and cannot be attributed to the EiE programme alone and will not be measurable during the short life-time of the present programme.

Key assumptions sustaining connects in the ToC are: (1) Ability of two engagement partners to deliver on their programmes (UNICEF) and strategy (ECW) (in joint collaboration with other development partners); (2) effective in-country coordination mechanisms; (3) government commitment and prioritisation; (4) budget, capacity and conducive environment exists for implementation of realistic transitional plans/ESPs; (5) viability (access to affected populations) and capacity for SRHR/gender mainstreaming, and; (6) quality education is sustained by sufficiently prepared teachers, adequate and available materials and proper infrastructure (incl. sanitation facilities).
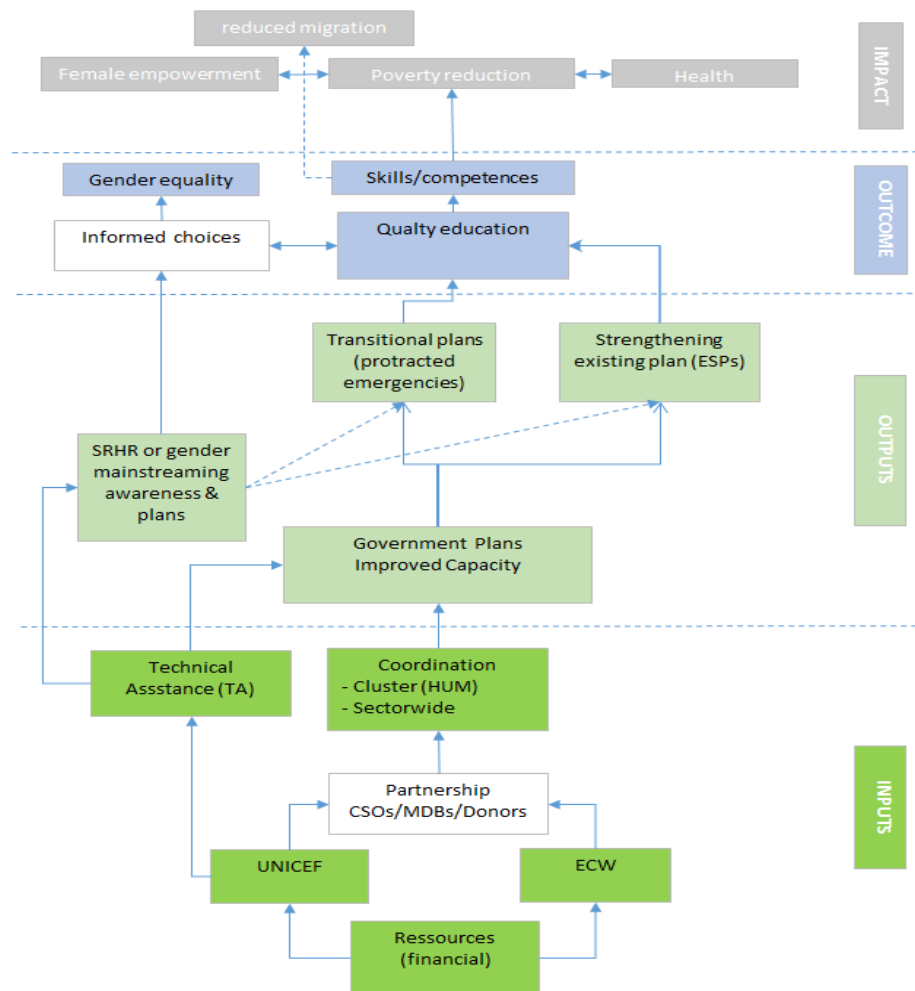
Results framework, including outcome indicators for all programme outcomes

The result frames supporting the present programme consists of engagement partner's own frameworks. UNICEF's result frameworks are aligned to UNDAFs (United Nations Development Assistance Framework) in the three countries.

In **Burkina Faso** selected indicators are:
- UNDAF Outcome: Children and young people from vulnerable groups – especially women and children living with disabilities and facing emergencies – have access to and complete quality basic education and vocational training, particularly in the Sahel and East regions.
- UNICEF Education outcome indicators: Girls and boys aged 3-16 years have access to and complete inclusive, equitable and quality basic education with a particular emphasis on children living with disabilities, girls, and out-of-school children.
- Observations: All indicators (baseline, progress and results) are gender segregated. A limitation is that there are no learning outcome indicators in the programme. UNICEF Burkina Faso country programme expires in 2018 and new indicators are therefore expected.

In **Mali** selected indicators are:
- UNICEF Strategic Plan outcomes: Health; HIV/AIDS; nutrition; water, sanitation and hygiene; basic education and gender equality; child protection, social inclusion.

- Country Programme outcomes: By the end of 2019, the barriers to school attendance for children aged 3–15, particularly girls.
- Girls' protection against violence, abuse and exploitation is also measured.
- <u>Observations</u>: All indicators (baseline, progress and results) are gender segregated. Learning outcomes are measures against mathematics and French skills indicators.

In Niger indicators related to education are: Primary school enrolment/attendance (net %, male/female, 2010 and Survival rate to last primary grade (%, male/female, 2010). Results frame was not readily available and more specific information will therefore be included as part of pending preparation process.

ECW's results frame will be finalized as part of the ongoing strategy formulation process, ending in March 2018. The preliminary indicators, defined as part of the ECW design process consists of 34 indicators proposed as part of ECW's results framework.

For each indicator will include the type (impact, beneficiary outcome, systemic outcome, output / activity), coverage (multi-year window, first response window, acceleration facility, EiE Sector, etc.), data source, full indicator name, results statement, rationale, technical guidance (where applicable), and phased investment (where applicable). The rationale for why each indicator was selected is below, incorporating specific guidance and steers. Several indicators were adopted from peers such as GPE, UNICEF, the SDG4 indicators, UNESCO-UIS, etc. Example of indicators:

- Indicator #1: Children/youth reached w/ ECW assistance, by gender, education level (Disaggregated by gender, levels of education, formal/non-formal, disability, and refugees, IDPs, and other minorities according to context where possible.
- Indicator #2: Proportion of ECW-supported countries meeting country-specific targets for: Out-of-school rate for children & young people in crisis and conflict-affected countries supported by ECW that are (a) of primary school age; (b) of lower secondary school age; (c) of upper secondary school age. Gender disaggregated.
- Indicator #3a: Proportion of ECW-supported countries meeting country-specific targets for: Percentage of children under five (5) years of age who are developmentally on track in terms of health, learning, and psychosocial wellbeing.

Implementation and Modality

UNICEF has established thematic windows that allow soft earmarking to specific thematic areas, regions or countries. Recently, Denmark and UNICEF signed a new framework agreement, in which a share of the Danish contribution will be channelled through thematic windows, namely education, health, protection and humanitarian. Under the education window, Iraq and Niger were proposed by UNICEF. Under the current EiE programme, all countries benefitting from the EiE programme are within the group of priority countries or regions.

By choosing the thematic window modality, Danish support will be aligned to UNICEF's education activities under Country Programmes in each country and apply UNICEF's reporting-, monitoring- and financial management standards. On one side, this implies that Denmark (and donors in general) has limited possibilities to influence or change the focus of thematic areas. On the other side, transaction costs are reduced for both UNICEF and Denmark because administration of the programme is limited to one agreement (as opposed to three individual project agreements with each country). Recovery costs are also lower than traditional project support (7% instead of 8%). The formal agreement of the UNICEF engagement will be an addendum to the framework agreement that was signed recently.

Support to ECW follows existing Standard Contribution Agreement, signed ahead of Denmark's first contribution to ECW in 2016. UNICEF is a temporary host of ECW until an ongoing review will propose a

permanent hosting arrangement (to be enacted upon by the High Level Steering Group). The agreement validity expires when ECW moves into a permanent arrangement. Denmark's only exception concerns grantees that have not yet undergone UNICEF's due diligence process, which ensures that grantees are accountable to donors and that they have standard fiduciary arrangements in place.

Monitoring framework

According to UNICEF's guidelines for thematic funds, the Country Office receiving the country specific thematic funding produces an Annual Consolidated Report concerning the funding received for each specific outcome area (i.e. education). Contents of the reports are: 1) A comprehensive narrative report with analysis of results achieved in the specific outcome area or theme (gender & humanitarian action/response), including progress related to expected outcomes and outputs. 2) Lessons learned and implementation constraints. 3) Approved budget and summary of all resources (core and noncore) available for the outcome area. 4) Acknowledgement of donors. 5) Key partnerships and interagency collaboration, including UN Coherence. 6) Financial implementation, including expenditures by key results area.

In order to gather data for the reports, UNICEF employs an Integrated Monitoring and Evaluation Plan. Monitoring frameworks generally provide gender disaggregated data where available. Information and communication technology for monitoring and evaluation will be used to enhance real-time monitoring of progress for the most disadvantaged. Data collected through monitoring is reported in annual reports using UNICEF's regular reporting procedures, including thematic window reporting with specific data from supported countries and sectors.

ECW is in the middle of an ongoing strategy formulation process, which includes a detailed monitoring and reporting framework. Updates of relevant programme documents will happen once the monitoring framework has been finalised and approved by the HLSG in April 2018. In this formulation process, ECW will define monitoring and evaluation processes at individual grantee and global level. Examples of indicators supporting both engagement documents are provided above in the chapter on 'Results Frameworks'.

4- Overview of management set-up

Programme management

Programme management applies the partners' existing mechanisms. As for UNICEF, overall management of relations with UNICEF happens through the Danish UN mission in New York, including annual board meetings and ad hoc coordination. Embassies in Burkina Faso (accredited to Niger) and Mali manage day-to-day coordination and dialogue with UNICEF's representations in the three countries.

Denmark has a seat in ECW's two main decision bodies, namely the Executive Committee and HLSG (board). The first body has, as a minimum, senior ranking officials as committee members, whereas the HLSG consists of secretaries of state, commissioners, ministers and CEOs. The executive committee deals with operational- and strategic design, updates (if need be) of manuals and guidance documents, oversight and approval allocation processes of multi-year programmes between 1 and 20m USD, preparation of agenda for HLSG meetings, and participation in permanent (financial oversight) or ad-hoc groups (such as the strategy formulation group). HLSG meets twice a year and decides over ECW's strategic direction, approval of senior positions within ECW, as well as funding allocations above 20m USD. In order to ensure swift responses to rapid on-set crises, the ECW secretariat can allocate funding of up to 1m USD. For further information regarding ECW setup, see organisational chart in Annex 6.F.

As each engagement will have its own management and oversight bodies, there is no need for a programme management committee or steering body looking over the two engagements. Overall programme responsibility falls within MFA's multilateral and climate department (MKL).

Anti-corruption measures

Both engagements refer to UNICEF's anti-corruption frameworks, also the ECW because UNICEF temporarily houses the fund. The Strategic Cooperation The agreement with UNICEF regarding ECW specifies that any allegations concerning fraud or diversion of funds will be investigated promptly in accordance with UNICEF's accountability and oversight framework.

Concerning the UNICEF allocations to Niger, Burkina Faso and Mali, Denmark's framework agreement with UNICEF specifies that there is zero tolerance towards fraud and corruption. According to the agreement: '*UNICEF will continue to maintain standards of conduct governing the performance of its staff, including the prohibition of corrupt, fraudulent, coercive or collusive practices in connection with the award and administration of contracts, grants, or other benefits, as set forth in the UNICEF's regulations, rules, policies and procedures*'.

UNICEF will advise Denmark promptly of credible allegations of fraud or corruption involving the Contribution and will inform Denmark when an investigation is launched by UNICEF, subject always to UNICEF's regulation, rules, policies and procedures.

5- Programme budget

The overall budget for the programme is DKK 170m, expected to support activities for 2017 and 2018. The development engagement with UNICEF has a total budget of DKK 66m and ECW engagement DKK 104m. ECW includes an option for seconding Danish expertise to the fund. ECW includes a budget line for an external review – preferably multi-donor (For further details see: 6 – Programme Budget).

Break down the budget at development engagement-level.

ECW engagement budget:

Support to ECW	90,5
Contingencies (includes costs for review and possible secondment)	5.6
Recovery cost (7% of indirect costs supporting and housing ECW secretariat + 1% defraying costs related to UNICEF's administration of ECW funding under the preliminary hosting arrangement)	7.9
Subtotal Development engagement A.1	**104**

MFA may decide to divide the payment to ECW in two instalments that will depend on 1) successful strategy process as well as 2) satisfying hosting review outcome. Before deciding on a specific instalment modality, a more detailed dialogue is needed internally in terms of annual MFA commitments and externally with ECW (and UNICEF as temporary host).

UNICEF engagement budget:

Output A.2.1.: Niger - School-age children, especially girls, children living in rural areas and vulnerable children have access to and make greater use of quality basic	23,7

education services.	
Output A.2.2. Mali - Equitable access to quality basic education.	16
Output A.2.3. Burkina Faso - Promote gender equality with an emphasis on empowering adolescents, eliminating child marriage and supporting the continuum of education for girls.	19,6
Contingencies (normally not exceeding 5 % of the above)	2
Recovery Costs (7%)	4,62
Sub-total Development engagement A.2	**66**

The allocation to each country is proposed by UNICEF, based on current funding situation in Country Offices, their absorption capacity as well as a standard formula ranking on: GDP per capita, school age population, out of school rate, gross enrolment ratio in pre-primary, gross parity index in lower secondary.

6- Annexes:

a. Analysis of Programme Context
[To be developed or taken from main text]

b. Partners – brief descriptions
MFA was considering Global Partnership for Education (GPE) as implementing partner for the entire contribution of DKK 170m, but earmarking funding for certain regions or countries is (still) not possible with GPE. The choice was therefore on the two partners presented in this document, due to their thematic experience and geographical focus.

c. Results Framework at output level
The results framework at output level will be developed with partners as soon as more detailed information becomes available. Limited preparation time has not allowed for detailed dialogue with UNICEF in the three countries and access to output level frameworks. UNICEF's Burkina Faso Country Programme has recently been approved by UNICEF's Executive Board and output details from the programme are still not available.

ECW's strategy process, expected to finalise in March, will include formulation of more specific outputs where available. It is worth noting that these outputs will vary to a large degree, depending on context and implementing partners' own frames. This is the reason why ECW currently operates with an outcome framework, adapted to most EiE activities (input/outputs).
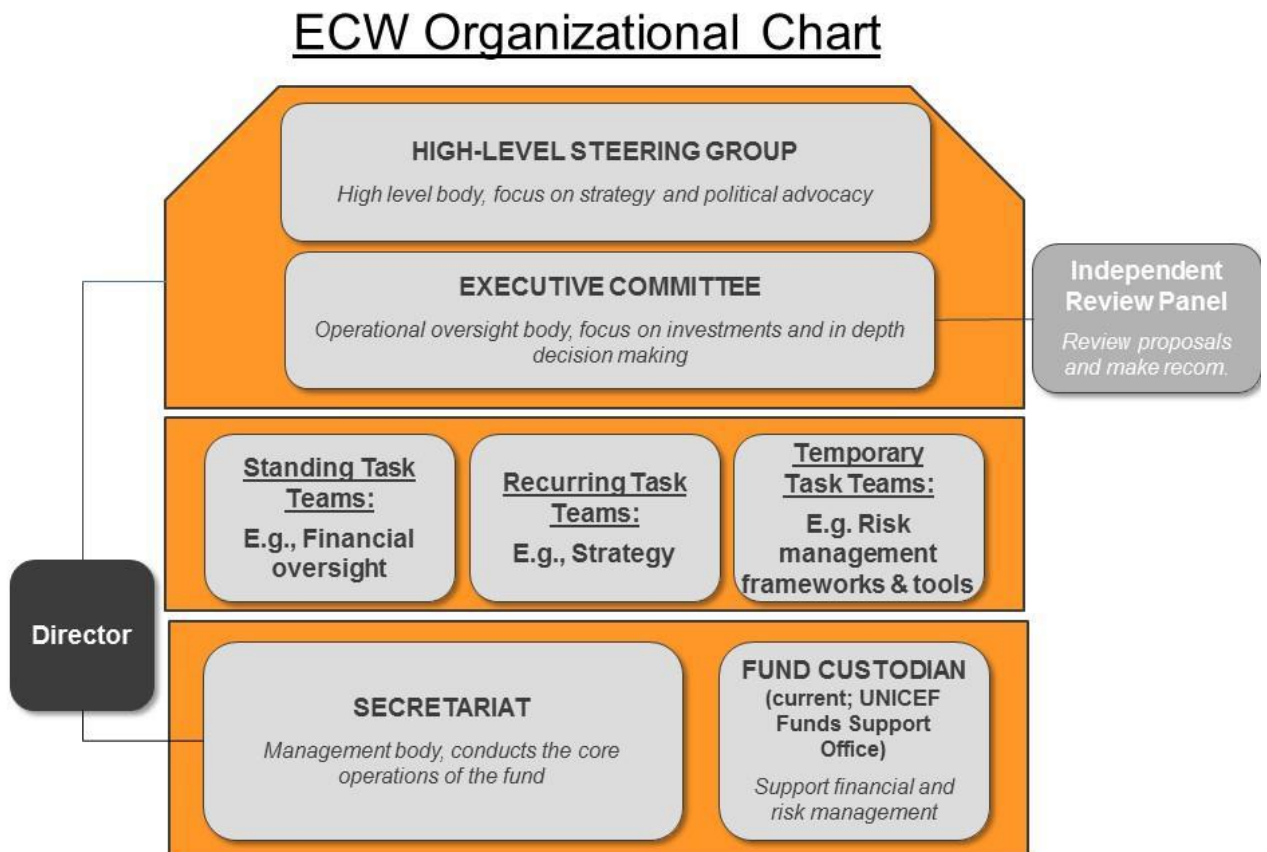
d. Budget details
Not relevant for ECW. As for UNICEF, details are provided per country as there are no further details on output level.

e. Risk Management Matrix
To be developed when more information has been provided from the engagement partners (see Process Action Plan).

f. List of supplementary materials.

1- UNICEF country programmes, including education programme, will be provided upon request. ECW's strategy is currently being developed. Preliminary operational- and governance manuals can be provided on request. Standard Cooperation Agreement with UNICEF (as temporary host of ECW).

2- ECW Organisational Chart:

ECW Organizational Chart

HIGH-LEVEL STEERING GROUP
High level body, focus on strategy and political advocacy

EXECUTIVE COMMITTEE
Operational oversight body, focus on investments and in depth decision making

Independent Review Panel
Review proposals and make recom.

Standing Task Teams:
E.g., Financial oversight

Recurring Task Teams:
E.g., Strategy

Temporary Task Teams:
E.g. Risk management frameworks & tools

Director

SECRETARIAT
Management body, conducts the core operations of the fund

FUND CUSTODIAN
(current; UNICEF Funds Support Office)
Support financial and risk management

g. Plan for communication of results

A plan for communication of results has not been drafted yet, pending coordination with MFA communication department (See Process Action Plan).

Budget

	Budget in DKK million
Thematic Programme: Education in Emergencies	170
Development engagement A.1: Edcuation Cannot Wait Fund Engagement objective : Ensuring access to quality education in selected protracted crises.	
Output: Core support to ECW	90,5
Contingencies: Includes costs for review and possible secondment	5.6
8% Recovery cost (7% of indirect costs supporting and housing ECW secretariat + 1% defraying costs related to administration of fund)	7.9
Subtotal Development engagement A.1	104
Development engagement A.2: UNICEF Thematic Education Window Engagement objective: Enhance access to quality education with particular emphasis on girls' and marginalised populations in Niger, Burkina Faso and Mali	
Output A.2.1.: Niger - School-age children, especially girls, children living in rural areas and vulnerable children have access to and make greater use of quality basic education services.	23,7
Output A.2.2. Mali - Equitable access to quality basic education.	16
Output A.2.3. Burkina Faso - promote gender equality with an emphasis on empowering adolescents, eliminating child marriage and supporting the continuum of education for girls.	19,6
Contingencies (normally not exceeding 5 % of the above)	2
Recovery Costs (7%)	4,62
Sub-total Development engagement A.2	66
Sub-total Programme	170
Unallocated funds (Maximum 10 % of total, limit is set for each programme by the Programme Committee. Unallocated funds should to the degree possible be earmarked to thematic programmes and budgeted accordingly)	n/a
Other costs (reviews, etc.)	n/a
Grand total	170

Proposed format for programme budget by engagement and by calendar year[1]. This has to follow both Danish and Priority Country financial year

	2013	2014	2015	2016	2017	Total
Engagement A.1						
- Denmark						
- Partners						
- Others						
Engagement B.1						
- Denmark						
- Partners						
- Others						
Engagement C.1						
- Denmark						
- Partners						
- Others						
Technical assistance						
- Denmark						
- Others						
Subtotal						
Unallocated funds						

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[1] The budget must also be presented according to the Priority Country's fiscal year, if this differs from the calendar year.

Other costs (reviews, etc.)			4		
Grand total					

Quality Assurance checklist for appraisal of programmes and projects above DKK 10 million[1]

The checklist is signed by the appraising desk officer and management of the MFA unit and attached to the grant documents. Comments and reservations, if any, may be added below each issue.

File no./F2 reference: 06 33 01 23 Øvrige indsatser i Afrika

                                              06 36 06 24 Diverse multilaterale bidrag

Programme/Project name: Education in Emergencies Programme

Programme/Project period: 2017-2018

Budget: 170 mio. kr. (66 mio. kr. 06 33 01 23 Øvrige indsatser

                                                i Afrika & 104 mio. kr. Diverse multilaterale bidrag)

Presentation of quality assurance process:
Draft documents were shared with following departments: HMC (humanitarian), KFU (QA/finance) and MKL (leadership). KFU decided that the QA process be internal desk. UPF, VBE, Ouagadougou and Bamako have furthermore been involved through the Programme Committee.

❑ The design of the programme/project has been assessed by someone independent who has not been involved in the development of the programme/project.
Comments: all other parties from MFA that were peers on the draft document have not been involved in the programme.

❑ The programme/project complies with Danida policies and Aid Management Guidelines.
Comments: Yes.

❑ The programme/project addresses relevant challenges and provides adequate response.
Comments: Yes

❑ Comments from the Danida Programme Committee have been addressed (if applicable).
Comments: Yes

❑ The programme/project outcome is found to be sustainable and is in line with the national development policies and/or in line with relevant thematic strategies.
Comments: Outcomes are aligned with organisation's own strategies, which have been approved by relevant governing bodies (UNICEF board and ECW High Level Steering Group - HLSG).

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[1] This format may be used to document the quality assurance process of appropriations above DKK 10 million, where a full appraisal is not undertaken as endorsed by TQS (appropriation from DKK 10 up to 37 million), or the Programme Committee (appropriations above DKK 37).

❑ The results framework, indicators and monitoring framework of the programme/project provide an adequate basis for monitoring results and outcome.
Comments: The frameworks are preliminary and will be updated accordingly, applying what has/will be approved by each organisation's governing body (UNICEF board and ECW HLSG).

❑ The programme/project is found sound budget-wise.
Comments: Yes

❑ The programme/project is found realistic in its time-schedule.
Comments: Yes – Funding for UNICEF's education programmes in Burkina Faso, Mali and Niger was negotiated between UNICEF HQ, regional office and the country representations, taking into consideration absorption capacity of each representation as well as country needs. ECW has already allocated most of first year's total donor contributions (above US$ 120m), supporting plus 10 emergencies and protracted crises.

❑ Other donors involved in the same programme/project have been consulted, and possible harmonised common procedures for funding and monitoring have been explored.
Comments: UNICEF applies guidance used across UNICEF's thematic windows, which are applied globally. Support to ECW goes to a pool-fund, where donors and ECW have agreed on procedures and policies.

❑ The Danida guidelines on contracts and tender procedures have been followed.
Comments: Both partners are multilateral partners, with no need for tender processing.

❑ The executing partner(s) is/are found to have the capacity to properly manage and report on the funds for the programme/project and lines of management responsibility are clear.
Comments: Lessons learnt from earlier cooperation has demonstrated sufficient levels of capacity and lines of management.

❑ Risks involved have been considered and risk management integrated in the programme/project document.
Comments: Risk management regarding UNICEF is part of general cooperation agreement. A specific risk management framework will be elaborated for ECW as part of the Strategy Development Process.

❑ In conclusion, the programme/project can be recommended for approval: yes / no
- Issues related the HRBA/Gender have been considered adequately - yes
- Issues related to Green Growth has been considered if applicable – no (n/a)
- Environmental risks are addressed by adequate safeguards when relevant no (n/a)

Date and signature of desk officer: 16.10.2017 - Nicolai Steen Nielsen

Date and signature of management: 17.10.2017 - Asser Rasmussen Berling

Process Action Plan (PAP) for EiE Programme

Time line	Programme	Documentation
October 17, 2017	Programme documentation presented to UPR	
October 31, 2017	Programme presented to the Development Council	Programme documentation
After Development Council meeting	The minister approves the programme	Resumé from Development Council meeting
After Minister's approval	Signing of legally binding agreements (commitments) with partner(s)	Government-to-government agreement(s) and/or other legally binding agreements
After agreement(s) are signed	Register commitment in MFA's financial systems within budgeted quarter.	
January 2018	Communication Plan developed (if deemed necessary by MFA KOM department)	Communication Plan
April 2018	Risk Framework, ECW monitoring and reporting frame approved as part of the Strategic Plan presented ECW HLSG	Strategic Plan with relevant annexes
2nd Semester 2018	Review of ECW engagement	Review Report