



Organisational Evaluation of Education Cannot Wait

Commissioned by ECW

Evaluation Report

5 August 2022

(amended 01 September 2022)

Prepared by

Stephen Lister, Team Leader

Allison Anderson, Education in Emergencies Specialist

Liam Bluer, Researcher

Marlène Buchy, Gender and Evaluation Specialist

Christine Fenning, Evaluator and Research Coordinator

Ruwan de Mel, Institutions and Strategy Specialist

John Patch, Education Specialist

Javier Pereira, Evaluator and Analyst

Additional support was provided by Sarah Candy and Jim Grabham

Mokoro Ltd

The Old Music Hall
106-108 Cowley Road
Oxford OX4 1JE

+44 (0)1865 403179
mokoro@mokoro.co.uk

mokoro.co.uk

Acknowledgements and disclaimer

The evaluation team expresses its gratitude to the Education Cannot Wait (ECW) Secretariat, in particular the Monitoring and Evaluation (M&E) team Christian Stoff and Maurits Spoelder, who have managed this evaluation and provided excellent support in the compilation of documentation and data and the facilitation of contacts.

The team would also like to thank all ECW Secretariat staff, Executive Committee (ExCom) and High Level Steering Group (HLSG) members, as well as ECW's partners and key players in the wider Education in Emergencies and Protracted Crises (EiEPC) community who have generously given time and provided important inputs during this evaluation.

The evaluation team are also grateful to the Mokoro Quality Support Advisers, Muriel Visser and Paul Isenman who reviewed our drafts and provided invaluable inputs.

Full responsibility for this report remains with the authors and the views it contains should not be attributed to ECW.

Contents

Executive Summary	viii
1. Introduction.....	1
1.1 Background.....	1
1.2 Scope and Purpose of the Organisational Evaluation	1
1.3 Evaluation Questions	1
1.4 Preparation of the Evaluation Report	3
2. Evaluation Methodology	4
2.1 Overview	4
2.2 Limitations	5
3. Is ECW doing the right things	6
3.1 Introduction	6
3.2 The Global EiEPC Landscape	6
3.3 ECW's contribution to the global EiEPC architecture	10
3.4 ECW 's added value at country level	13
3.5 ECW 's strategy and theory of change.....	15
4. Is ECW doing things right?	17
4.1 Introduction	17
4.2 ECW and political commitment	17
4.3 ECW and resource mobilisation	18
4.4 ECW and planning and review processes.....	25
4.5 ECW and capacity strengthening	27
4.6 ECW contribution to learning and accountability	31
4.7 ECW contribution to beneficiary outcomes	36
4.8 Unintended results.....	40
5. Explanatory Factors.....	40
5.1 Introduction	40
5.2 Operational efficiency	41
5.3 Allocative efficiency	43
5.4 Efficient use of resources	51
5.5 Overall alignment and harmonisation	54
6. Organisational Fitness	56
6.1 Introduction	56
6.2 Governance.....	56
6.3 The Secretariat's organisation and human resources.....	59
6.4 Organisational Culture	62
6.5 Resource mobilisation	65
6.6 Grant Management.....	66
6.7 Monitoring, performance management and learning	68
6.8 Risk Management	69
6.9 ECW's cross-cutting functions.....	70
6.10 Hosting arrangements	74
7. Conclusions and Recommendations.....	76
7.1 Introduction	76
7.2 Conclusions on ECW Performance.....	76
7.3 Validity of Theory of Change Assumptions.....	80
7.4 Strengthening the global framework for EiEPC.....	80
7.5 Strategic priorities and level of ambition.....	81
7.6 Investment modalities and portfolio	82
7.7 Organisational strengthening.....	83
7.8 Recommendations	84

ANNEXES	93
Annex A Terms of Reference	94
Annex B Evaluation Timetable	110
Annex C People Consulted	113
Annex D Evaluation Methodology.....	118
Annex E Evaluation Framework	125
Annex F Guide to Key Documents	138
Annex G Development of the ECW Results Framework.....	141
Annex H The ECW Portfolio	148
Annex I ECW’s Resource Mobilisation Strategy	177
Introduction	177
Global Funding for EiEPC	177
ECW Resource Mobilisation Targets	179
“Leverage” of additional ECW financing	186
Annex J Analysis of ECW Leverage Effects.....	190
Introduction and approach.....	190
Analysis	192
Final conclusions	202
Annex K ECW and the Global Partnership for Education (GPE).....	203
Introduction	203
GPE and its role in fragile contexts	203
The relationship between GPE and ECW	203
The World Bank and EiEPC.....	206
Annex L Evaluation of the Acceleration Facility	208
Introduction and approach.....	208
Findings on relevance/appropriateness	212
Findings on performance	216
Findings and conclusions on strengthening the Acceleration Facility.....	227
Annex M Gender and Equity Assessment	232
Introduction	232
OrgEval approach to gender and equity	232
Gender and equity objectives and strategies of ECW	232
OrgEval findings at strategic level.....	234
OrgEval findings at organisational level.....	241
OrgEval findings at operational level	245
Main conclusions on gender and equity.....	248
Annex N Risk Management by ECW	249
Annex O Validity of Theory of Change Assumptions	255
Annex P Mapping of Findings, Conclusions and Recommendations	258
Annex Q Bibliography.....	260
Acronyms and abbreviations	268

Tables

Table 1	Evaluation Questions.....	2
Table 2	Key evaluation dates.....	3
Table 3	Structure of the Evaluation Report.....	4
Table 4	ECW's resource mobilisation target in 2019.....	20
Table 5	Resources mobilised for the ECW Trust Fund (status as of May 2022).....	22
Table 6	ECW Trust Fund Resource targets vs. estimated funding gaps.....	22
Table 7	ECW monitoring and evaluation activities proposed in SP 2018–2021.....	32
Table 8	Summary timeliness analysis for FER and MYRP grants, 2018-2020.....	42
Table 9	Operating costs of some comparator funds.....	51
Table 10	Recommendations of the Organisational Evaluation of ECW.....	85
Table 11	Evaluation Timeline.....	110
Table 12	People consulted.....	113
Table 13	Events attended.....	117
Table 14	Theory of Change Assumptions.....	123
Table 15	Evaluation Matrix.....	125
Table 16	ECW Results Framework (2021).....	142
Table 17	Donor commitments to ECW 2016-2022.....	149
Table 18	ECW financial situation as of 31 December 2021.....	150
Table 19	Earmarking of contributions to the ECW Trust Fund 2016-2021.....	151
Table 20	Operating costs of comparator funds.....	153
Table 21	FER beneficiaries by sex and target group (totals to December 2021).....	170
Table 22	MYRP beneficiaries by sex and target group (totals to December 2021).....	170
Table 23	Summary timeliness analysis for FER and MYRP grants 2018–2020.....	171
Table 24	Timeliness data from comparator organisations.....	172
Table 25	Overview of ECW staff 2017-2021.....	173
Table 26	ECW Staff Distribution, November 2021.....	176
Table 27	Beneficiary and Financing Targets from ECW's First Investment Case.....	180
Table 28	Resource Mobilisation targets in ECW Investment Cases,2017–2021.....	186
Table 29	Scoring approach used to identify funds leveraged through MYRPs.....	187
Table 30	Lists of countries in the research sample.....	191
Table 31	EiE appeal funding analysis in all countries targeted by ECW grants.....	197
Table 32	Results of ANOVA test for all ECW country grants with data for Y-1, Y0 and Y+1.....	197
Table 33	EiE appeal funding analysis in MYRP countries.....	198
Table 34	Results of ANOVA test for ECW MYRP recipients with data for Y-1, Y0 and Y+1.....	199
Table 35	AF inferred theory of change assumptions.....	210
Table 36	AF evaluation questions and evaluation criteria.....	210
Table 37	Indicators proposed in the AF Strategy.....	218
Table 38	Validity of AF inferred theory of change assumptions.....	227
Table 39	Assessment of ECW Gender Accountability Framework against the IASC Framework.....	237
Table 40	ECW Summarized Corporate Risk Matrix.....	249
Table 41	Theory of Change Assumptions.....	256
Table 42	Mapping of Findings, Conclusions and Recommendations.....	258

Figures

Figure 1	EIE response plan/appeal funding, unmet needs and share of EIE requirements funded 2010-2022..6
Figure 2	Actors in the EIE sector, as of 2018.....8
Figure 3	ECW's current Theory of Change16
Figure 4	ECW donors 2016-2022, cumulative commitments, USD million.....23
Figure 5	Contribution of AF grants to strengthening capacity30
Figure 6	ECW's collective education outcomes performance against the results framework in 2020.....38
Figure 7	Distribution of ECW allocations per income group, broken down per facility, cumulative 2016-2021.44
Figure 8	Average grant size divided by expected duration (years) per facility.....45
Figure 9	Number of ECW grants approved per year 2016-2021.....46
Figure 10	Yearly grants per facility 2016-2021.....47
Figure 11	ExCom allocated grants by type of grantee, detailed breakdown, 2016-2021.....48
Figure 12	ECW operating costs 2016–202152
Figure 13	ECW Governance Structure56
Figure 14	Organizational Fitness Framework for ECW 120
Figure 15	Organisational Evaluation Theory of Change..... 122
Figure 16	ECW donors 2016-2022, cumulative commitments, USD million..... 149
Figure 17	ECW funds mobilized by year, 2016–2022 150
Figure 18	ECW operating costs (2016–2021) 152
Figure 19	ECW administrative costs and fees (operating costs) (2016–2021) as a share of total expenditure 152
Figure 20	ECW grants per facility 2016-2021, USD and percent 154
Figure 21	Yearly grants per facility in USD (left) and % of total grants (right) 154
Figure 22	Number of grants per facility (left in number of grants and % of total grants) and number of grants per facility and year (right)..... 155
Figure 23	Average grant size per facility and year (USD m) 155
Figure 24	Average grant size divided by expected duration (years) per facility..... 156
Figure 25	MYRP grants allocations and disbursements per year, USD m 156
Figure 26	AF grants allocations and disbursements per year, USD m 157
Figure 27	FER grants allocations and disbursements per year, USD m 157
Figure 28	Unspent funds per modality and year, USD 158
Figure 29	Unspent funds as a share of annual disbursements per modality and year (%)...... 158
Figure 30	Distribution of ECW allocations per continent 159
Figure 31	Distribution of ECW allocations per income group, broken down per facility, cumulative 2016-2017.160
Figure 32	ECW FER allocations per income group and year 2017-2021 160
Figure 33	ECW MYRP allocations per income group and year 2018-2021..... 161
Figure 34	ECW allocated and disbursed grants per country 2016-2021 in USD m..... 162
Figure 35	Total FER and MYRP allocations (USD m) per country 2016-2021 163
Figure 36	ECW grants per country/region and type, USD m 164
Figure 37	ECW allocated grants per type of grantee 2016-2021..... 165
Figure 38	ECW allocated grants by type of grantee, detailed breakdown, 2016-2021 166
Figure 39	Top 10 ECW grantees in USD m and % of total grants 2016-2021 167
Figure 40	FER and MYRP top 5 grantees 2016-2021 167
Figure 41	Evolution of top 10 grant recipients 2016–2021 by value..... 168
Figure 42	Funds transferred by ECW grantees to local NGOs, 2017–2020 169

Figure 43	ECW FER and MYRP beneficiaries to August 2021 in millions	171
Figure 44	ECW Secretariat Organogram, November 2021.....	175
Figure 45	Global Humanitarian Needs, 2015-2022	177
Figure 46	Crises causing forced displacement 2010-2021	178
Figure 47	Global response plan/appeal funding, unmet needs and share of global requirements funded 2010-2022.....	178
Figure 48	EiE response plan/appeal funding, unmet needs and share of EiE requirements funded 2010-2022.....	179
Figure 49	Resource Mobilisation Targets from ECW 2019 Case for Investment	184
Figure 50	Resource Mobilisation Targets from ECW 2021 Case for Investment	185
Figure 51	ECW’s approach to tracking funds leveraged at country level	187
Figure 52	EiE funding 2011-2021, USD	192
Figure 53	EiE funding 2011-2021 excluding Bangladesh, Syria and Yemen, USD.....	193
Figure 54	EiE funding 2011-2021 excluding Bangladesh, Syria and Yemen, moving 2-year average, USD....	194
Figure 55	Average EiE funding per country 2011-2021, USD	195
Figure 56	Average EiE funding per country 2011-2021 excluding Bangladesh, Syria and Yemen, USD.....	195
Figure 57	Average EiE funding per country 2013-2021 excluding Bangladesh, Syria and Yemen, USD.....	196
Figure 58	Development funding for education 2011-2020 (USD m constant 2020).....	200
Figure 59	Development funding for education 2011-2020 excluding Bangladesh, Syria and Yemen (USD m constant 2020)	200
Figure 60	Average country development funding for education 2011-2020 (USD m constant 2020)	201
Figure 61	Average country development funding for education 2011-2020 excluding Bangladesh, Syria and Yemen (USD m constant 2020)	202
Figure 62	Comparison ECW allocations 2016-2021 and GPE spending, USD m.....	205
Figure 63	ECW grants 2016-2021 vs. GPE grants to December 2020 (in countries where both are active)...	206
Figure 64	AF Theory of Change	208
Figure 65	Inferred Theory of Change for the Acceleration Facility	209
Figure 66	AF thematic expenditure 2018-2021	220
Figure 67	AF top 5 grantees 2016-2021	221
Figure 68	Survey findings: contribution of AF grants to strengthening capacity.....	223
Figure 69	Organisational Evaluation Theory of Change.....	255

Boxes

Box 1	Country-level complementarity between GPE and ECW in Afghanistan.....	13
Box 2	ECW's Beneficiary Outcomes and Systemic Outcomes.....	17
Box 3	Evolution of ECW's seed funding for MYRPs	19
Box 4	Findings on "leveraging" from OrgEval analysis of global data.....	24
Box 5	Strengthened systemic capacity supports rapid response to Ukraine crisis	29
Box 6	Observations on cost-effectiveness/efficiency by the FER and MYRP evaluations	53
Box 7	ECW Governance Functions	57
Box 8	The Hosting Review	74
Box 9	Projected growth in funding to meet ambition (ODI,2016).....	180
Box 10	Extract from SP 2018–2021 Results Framework	181
Box 11	Extract from SP 2018–2021 Corporate Risk Matrix.....	182
Box 12	Financial Targets and Requirements from Resource Mobilisation Strategy 2018.....	183
Box 13	WBG observations on global financing for EiEPC.....	207
Box 14	Terminology to be more clearly defined	214
Box 15	Global Evidence Initiatives	214
Box 16	AF Strategic Objectives and the Systemic Obstacles to be addressed.....	216
Box 17	Evolution of the AF portfolio.....	217
Box 18	Strengthened systemic capacity supports rapid response to Ukraine crisis	222
Box 19	ECW Challenges to Managing Competitive AF Processes	225
Box 20	An integrated, strategic and managed approach – the MHLO grant	226
Box 21	The Gender Reference Group.....	234
Box 22	Feedback on the Gender Corpus	236
Box 23	Relevant UN SWAP 2.2 Gender score card indicators	241
Box 24	Challenges and opportunities of the GenKit.....	246
Box 25	Issues highlighted by GRG and ECW respondents around data and learning	248

Executive Summary

INTRODUCTION

Education Cannot Wait

E1. Education Cannot Wait (ECW) was launched at the World Humanitarian Summit (WHS) in 2016. It is the only global fund dedicated to education in emergencies and protracted crises (EiEPC). ECW aims to mobilise more funds for EiEPC and to achieve broad educational and related outcomes for beneficiaries, but also to promote systemic improvements in the humanitarian and development frameworks for EiEPC at both global and country levels.

E2. ECW is currently hosted by UNICEF, but the primary accountability of its Secretariat is to a High Level Steering Group (HLSG) and an Executive Committee (ExCom) on which the various partners and constituencies which came together to establish ECW are represented.

E3. ECW channels its funding through three modalities (often termed investment windows): the First Emergency Response (FER), Multi-Year Resilience Programme (MYRP) and Acceleration Facility (AF). These modalities have been refined over time, and ECW is currently active in over 30 countries. ECW has raised over USD 1 billion for its trust fund (though this amount includes some commitments for future years).

The organisational evaluation

E4. This is the Evaluation Report for an independent organisational evaluation ECW undertaken by Mokoro Limited. The evaluation covers the period since ECW's inception in 2017, and focuses on the strategic plan period from April 2018 to the end of 2022. It is intended to help shape ECW's next strategic plan, for 2023–2026.

E5. The evaluation's task has been to assess ECW's achievements and lessons learned so far, and to provide recommendations on how ECW can further strengthen its systems, strategies, and programme modalities. The evaluation was expected to build on recent evaluations of the FER and MYRP modalities, to incorporate an evaluation of the AF, and to examine how well ECW's organisation has supported its performance. The evaluation paid special attention to gender and equity dimensions.

Methodology and limitations

E6. The evaluation used a mixed-method, theory-based approach. An inferred theory of change was used to help refine the evaluation questions and shape a full evaluation framework. This was supported by an analytical framework for *organisational fitness*, which linked three levels of analysis: ECW's role in the global system for EiEPC; the configuration of ECW at organisational and institutional level; and, at operational level, the deployment of ECW's modalities and instruments. Unless otherwise stated ECW refers to the ECW Secretariat and its governance structure (HLSG and ExCom).

E7. Data were collected against the evaluation framework by methods that included: a synthesis of findings from the earlier FER and MYRP evaluations; an evaluation of the AF; extensive review of documents and analysis of data; observation of HLSG and ExCom meetings; and over 120 interviews and discussions within ECW and the wider EiEPC community. The evaluation also drew on the consultations being conducted in parallel as part of the preparation of ECW's next strategic plan.

E8. The evaluation depended on performance data collected by the ECW Secretariat. It did not conduct country-level studies, since it drew on the earlier FER and MYRP evaluations. Interviews were largely remote, on account of Covid-19 restrictions, but there were face-to-face interviews with almost all the Secretariat's staff in New York and Geneva. The evaluation was prepared under exceptional time pressure in order to be useful to the ongoing ECW strategic plan preparation.

EVALUATION FINDINGS AND CONCLUSIONS

E9. The evaluation framework is organised under four Key Questions which can be paraphrased as: (1) Is ECW doing the right things? (2) Is ECW doing things right? (3) What explains ECW's performance? (4) What therefore should ECW do next? This summary of findings and conclusions follows the same sequence.

Is ECW doing the right things?

E10. ECW is a valuable addition to the global architecture for EiEPC: it helps to reinforce global recognition of the importance of education in humanitarian response, and it plays a unique role as a global fund dedicated to EiEPC. Its basic operating model, with three investment windows, is appropriate. The FER and the MYRP are able to add value at country level, and their focus on the humanitarian-development nexus is highly appropriate. The AF is a relevant complement to the country-focused windows.

E11. At the same time, and against a difficult international background, ECW is still a work in progress. There has been further elaboration of various component strategies of the Strategic Plan, and there has been continual improvement to the FER and MYRP designs – particularly to strengthen working across the nexus.

E12. There are continuing challenges, both globally and at country level, in ensuring coherence between organizations in working across the nexus, including between ECW and the Global Partnership for Education (GPE). The relevance and added value of ECW's in-country interventions is potentially challenged by their small scale.

Is ECW doing things right?

E13. ECW has made a substantial contribution towards reinforcing **political commitment** to EiEPC, but its record on generating **additional funding** is mixed. Funds mobilised for the ECW trust fund have been substantial, but against reduced resource mobilisation ambitions, and ECW remains heavily dependent on traditional donors. ECW has reported large amounts of "leveraged" funds, but the evidence that such funding has indeed been raised and that it is a result of ECW's efforts is weak.

E14. As regards **joint working towards collective outcomes**, there are many challenges related to the complexities of working across the nexus, and linking both to the humanitarian global education cluster (GEC) or refugee coordination mechanisms, and to the development coordination mechanisms. However, ECW is continuing to strengthen the coherence and inclusivity of its approaches, taking account of recommendations by the FER and MYRP evaluations.

E15. ECW only recently finalised its **capacity strengthening** framework. Nevertheless, ECW has made definite contributions to strengthening systemic capacities for planning and coordination of education in emergencies at both global and country levels. Strengthening local partner capacity has not received enough attention across ECW modalities.

E16. Compared to other global funds, ECW's **results framework** is ambitious both in scope and number of indicators, and annual reports are comprehensive and systematic, but it is inherently challenging to demonstrate the contribution of ECW (or other actors) to the collective outcomes reported. Based on available data,

E17. ECW's performance on **beneficiary outcomes** is mixed. In 2020, ECW met seven out of the 14 indicators for which collective targets were agreed. A further 16 indicators were reported but without a target.

E18. As regards **beneficiary incidence**, both FERs and MYRPs had difficulty in meeting targets for reaching internally displaced persons (IDPs), refugees and children with disabilities.

E19. Some **unintended effects** have been identified (e.g. possible displacement of funding, and adverse consequences of the limited time allowed to submit grant proposals). These are a reminder of the importance of monitoring and evaluation to ensure that programmes are working as designed, and unintended negative effects are mitigated.

What explains ECW's performance (in terms of efficiency)?

Operational efficiency

E20. ECW is rightly concerned to demonstrate 'humanitarian speed' and its response times compare well with other humanitarian actors. However, very short times allowed for proposal development can work against diversification of grantees, while delays in the later stages of disbursement of MYRPs are frustrating and are likely to reduce their impact. There are trade-offs between speed and transparency, but all three windows are now trying to achieve greater clarity and transparency.

Allocative efficiency

E21. Country-level coordination between the different modalities is limited and ECW may be missing some opportunities to add value through a combination of grants.

E22. FERs are the most distinctive modality for ECW, but MYRPs, with their longer duration, account for a larger share of the portfolio. It is important to be able to scale up FER funding when needed.

E23. The large number of ECW grants, combined with a small average size creates a significant workload for the ECW Secretariat, reducing their efficiency and potentially undermining the effectiveness of the grants; small grants are similarly more burdensome for grantees.

E24. ECW grants remain concentrated on a small number of grantees although the pool of recipients has increased. Perceptions of conflict of interest in the way grantees are selected have persisted despite efforts at greater transparency and conflict of interest rules for grants to UNICEF.

E25. ECW is committed to the localisation agenda, but progress on localisation has not matched ambitions in particular in terms of providing funding to local NGOs, in part because of capacity challenges of these organisations and risk aversion of ECW and its donors.

Efficient use of resources

E26. Robust findings on the cost-effectiveness of ECW programmes would require more detailed evidence on results achieved as well as costs. It is clear that, with its emphasis on a lean secretariat, ECW's operating costs are low compared to other funds, but deploying a small team to manage such a large number of small grants may hamper programme efficiency and effectiveness.

What explains ECW's performance (in terms of organisational fitness)?

Governance

E27. ECW's governance model (HLSG, ExCom, Director and Secretariat) was very effective in building the coalition that launched ECW. Recognising the need for representation of a range of constituencies is appropriate, but a preference for "inclusivity" leads to donor domination of bodies that risk becoming too large for meaningful deliberation or the efficient conduct of business. There is a case for strengthening HLSG's role in resource mobilisation alongside its strategic oversight, while clarifying and enabling ExCom's role as the body to which the Secretariat, led by its Director, is primarily accountable for the implementation of ECW strategy and policies.

The Secretariat's organisation and human resources

E28. The Secretariat has expanded along with ECW's portfolio but remains small. Staying 'lean' is a commendable objective, but it is clear that the workloads of most existing staff are unsustainable.

E29. Organic growth of the Secretariat's structure supported flexibility and drew on the individual strengths of its senior staff. However, ECW is no longer a start-up and will need to work towards a more durable structure that can carry forward the objectives and priorities of the next strategic plan. Areas in particular need of reinforcement include the Education, Monitoring and Evaluation, and Resource Mobilisation teams.

E30. There is a good logic in distributing staff between offices in New York and Geneva; post-pandemic, the case for operating from other locations is less compelling. At the outset the Secretariat was small enough to be run very informally, with key team members adopting multiple roles and with a very flat structure. With a larger Secretariat split across two office locations, it is less practical for a single Director to closely supervise all its sections. The challenge is to introduce a clearer structure and lines of accountability without losing coherence or becoming too bureaucratic.

Organisational culture

E31. Staff are committed to ECW's gender and equality principles and objectives and ECW has progressed to having a strong gender corpus, but there is a need to strengthen staff training and familiarity with ECW's guidance and priorities. There is also room for improvement in terms of diversity and gender parity. Though ECW achieves overall gender parity, an equal number of staff does not translate into balanced representation of women at senior management level.

E32. Excessive workloads prevent many staff from achieving a reasonable work-life balance and do not leave enough space for reflection, lesson-learning and dialogue.

Resource mobilisation

E33. The Director and staff of ECW deserve credit for fund-raising efforts that have put ECW clearly on the map. However, compared to other global funds, the Secretariat's resource mobilisation function is inadequately resourced. The imminent replenishment event and the challenging funding environment make strengthening of resource mobilisation resources an urgent matter, and a higher level of resources dedicated to resource mobilisation will be a continuing requirement.

Grant management

E34. ECW has significantly improved its grant management systems. Overall ECW's grant management for FERs and MYRPs is heading in the right direction. The AF needs dedicated management. Internal collaboration between the administrative/financial side and the education programme management side is essential, particularly to ensure both efficiency and accountability. It is important to strengthen grant management processes during implementation as well as design.

Monitoring, performance management and learning

E35. ECW has put in place elaborate monitoring, performance management and learning systems in respect of FERs and MYRPs (though not yet for the AF), but it may struggle to use them effectively without additional resources. ECW has a robust evaluation policy, but systematic country-level evaluations have not yet been conducted. The monitoring system is geared towards upward accountability and is less useful for learning, while gender and equity have mostly been monitored at the output level.

Risk management

E36. ECW has developed a comprehensive risk management framework to address a full range of risks, including safeguarding. The corporate framework is complemented with a portfolio-level risk framework in line with UNICEF/UN international standards.

Cross-cutting functions in the Education Team

E37. ECW's in-house expertise on gender, MHPSS and safeguarding has led to more technical engagement and guidance during the development of FERs and MYRPs, but internal and external coherence is limited. For practical reasons, thematic specialists have played a direct role in vetting FER and MYRP design documents, while also developing systematic guidance for grantees and Secretariat staff. As ECW's portfolio grows, direct involvement by an increasing number of thematic specialists becomes cumbersome, and systems for mainstreaming cross-cutting and thematic issues through programme management rather than specialists reviewing each proposal become essential.

E38. ECW has been a strong advocate at global level for MHPSS as an essential component of quality EiEPC, but MHPSS has not yet been consistently integrated throughout ECW's investments.

E39. Ensuring gender expertise on the team has been an ECW priority from the start and a supportive gender reference group (GRG) has been established. The Gender Programme Manager cannot reasonably be expected single-handedly to follow all ECW's programmes in detail in addition to the other responsibilities the role entails.

Hosting arrangements

E40. Incubation in UNICEF (within the UN framework) was the right call, but the hosting relationship has not developed optimally. Compliance with the UNICEF requirements administered by the Funds Support Office (FSO) is increasingly felt as a brake on ECW implementation. Both sides (UNICEF and ECW) have been too slow to formulate a hosting agreement, which needs to be viewed as a joint effort to facilitate ECW efficiency and agility. ExCom has tended to focus too narrowly on hosting charges. UNICEF's prominence as a grantee arises more from its cluster role than from hosting, but diversification of grantees needs to be pursued proactively and not seen simply as a misperception of conflict of interest.

RECOMMENDATIONS

E41. The evaluation's recommendations are presented below, and fully explained in the table that follows. Most of them should be reflected in the ECW Strategic Plan for 2023–2026. Many will require continued attention or further action as the Strategic Plan is implemented. The recommendations are interdependent, but Recommendations 1–3 are the most strategic, with Recommendations 4–8 elaborating on their implications.

Recommendation 1 Strengthening the global framework for EiEPC

The partners who have supported ECW should energetically seek further strengthening of the global framework for EiEPC by:

- a. Mobilising more international funding for EiEPC.
- b. Improving the quality as well as the volume of international commitments.
- c. Following through on Grand Bargain commitments on strengthening humanitarian and development alignment across the nexus and increasing localisation.
- d. Systematically monitoring performance on all these dimensions.

Recommendation 2 ECW's level of ambition

ECW should raise its level of ambition but also focus its resources for maximum effect. Thus:

- a. ECW should set substantially higher targets for its scale of operations in the next strategic plan period and anticipate further substantial increases in ECW's level of activity in subsequent periods.
- b. ECW should use additional funding mainly to raise its typical funding levels for FERs and MYRPs.
- c. MYRPs, because of their multi-year timeframe, are likely to be bigger investments than FERs. Nevertheless, it is important to reserve sufficient funds for rapid reaction with FERs.

Recommendation 3 Strategic priorities

Given the scarcity of financial resources for EiEPC, ECW needs to prioritise carefully even within a higher level of ambition. Thus:

- a. ECW should be frugal in the strategic priorities it adopts, and new priorities should not be introduced into the Strategic Plan without being costed and tailored to levels of funding expected. New elements should begin as pilots rather than as additional elements for all programmes. Avoid "one-size-fits-all" guidance and ensure there is scope for all projects to be adapted to context.
- b. ECW should continue a strong focus on "forgotten crises".
- c. ECW should make efforts to improve the beneficiary incidence of both FERs and MYRPs, notably in relation to IDPs, refugees and children with disabilities.
- d. ECW should follow through its strong commitments on gender and inclusion, and on holistic education that embraces safeguarding and MHPSS.

Recommendation 4 Refining ECW's operating model

ECW's operating model has proved appropriate but it needs to be strengthened by increasing the typical level of ECW funding for FERs and MYRPs (Recommendation 2b) and also by:

- a. Strengthening the Acceleration Facility (as spelt out in Recommendation 5).
- b. Focusing on the whole project cycle and holding its grantees accountable for their implementation of ECW-funded projects.
- c. Strengthening coherence between FERs and MYRPs, supported by the Acceleration Facility (Recommendation 5) while also strengthening external coherence between humanitarian and development partners.
- d. Work with humanitarian and development partners (including GPE) to develop a clear strategy for sustainability and transition related to MYRPs.

- e. Proactively seeking greater diversity of grantees, and supporting capacity development for LNGOs to enable localisation; this should include emphasising grantees' responsibility for such capacity development.

Recommendation 5 The Acceleration Facility

The AF strategy should be revised as a complement to the broader ECW strategic planning process, so as to ensure:

- a. New and more focused AF objectives, identifying specific areas where ECW can add value through strengthening FER and MYRP programmes and complementing the broader EiEPC ecosystem.
- b. Dedicated AF management to work in an integrated way within the ECW Secretariat. ECW could consider outsourcing a portion of the AF management, such as communication and application processes, and knowledge management, to address efficiency, transparency and equity issues.
- c. More use of open, competitive calls for applications to reach a more diverse range of implementing partners. This can be balanced with a smaller percentage of targeted proposals (20-30 percent maximum), used at the discretion of the ECW Secretariat to address specific priorities and immediate needs.
- d. Development of a Monitoring, Evaluation and Learning (MEL) framework for the AF, to better track performance, disseminate and promote uptake and use of AF evidence and products in MYRP and FER proposal design and share strategically with the wider EiEPC field through existing networks and collaborative donor initiatives for mutual learning.

Recommendation 6 Resource mobilisation

ECW's resource mobilisation (RM) role should be strengthened as follows:

- a. Focus the RM targets of the Strategic Plan and replenishment events clearly on the ECW Trust Fund, with ambitious targets (Recommendation 2).
- b. Continue to encourage multi-year commitments of funds, but report funds mobilised clearly against the year in which funds become available to spend, and develop an explicit funding policy to facilitate multi-year budgeting by grantees.
- c. Avoid potentially confusing claims about ECW "leverage" of additional EiEPC funds, but continue advocacy for, and support broader monitoring of global and country-level financing for EiEPC.
- d. Change the approach to "seed funding" for MYRPs both by providing MYRPs with a much higher percentage of ECW funding (Recommendation 2b) and by assigning the leading role for mobilising additional resources for a MYRP to the ECW Secretariat rather than the grantees.

Substantially strengthen RM capacity within the Secretariat (cf. Recommendation 7b) and reinforce HLSG's RM efforts (cf. Recommendation 7a).

Recommendation 7 Organisational fitness

Ensuring that ECW is organisationally as fit as possible to carry through its 2023–2026 strategy requires attention to governance, the Secretariat's size and structure, and hosting arrangements, as follows.

- a. **Governance:** HLSG's role in resource mobilisation should be strengthened alongside its strategic oversight, while clarifying and enabling ExCom's role as the body to which the Secretariat, led by its Director, is primarily accountable for the implementation of ECW strategy and policies.
ECW should consider ways of streamlining ExCom while making more room for Southern voices.
- b. **ECW Secretariat:** Alongside its next strategic plan, ECW should develop a four-year staffing and management plan to cover structure and accountabilities, office locations and working patterns and organisational culture. This should include:
 - Strengthening the education team to include education specialists to act as country managers for ECW programmes in a group of countries, alongside appropriate thematic specialists for

gender, ECE, MHPSS and inclusive education, and dedicated management for the Acceleration Facility.

- Regular staff training to ensure staff familiarity with ECW's gender corpus and strengthen understanding of requirements for gender responsive and transformative investments.
- Clarifying the complementary roles of educational managers and the grants management team across the life-cycle of ECW programmes.
- Substantially strengthening the RM team (cf. Recommendation 6 and Recommendation 1).
- Strengthening the M&E team (cf. Recommendation 8).
- Attention to organisational culture should include:
 - regular and confidential monitoring of staff welfare and job satisfaction;
 - efforts to improve diversity and gender parity at all staff grades;
 - a clear strategy for office locations and for expectations around remote working.

c. **Hosting:**

- As a matter of urgency ECW should negotiate an appropriate hosting agreement with UNICEF.
- Longer-term hosting options should be explored again two years before the start of ECW's third strategic plan.

Recommendation 8 Monitoring, evaluation and learning (MEL)

Demonstrating and improving the performance of ECW operations is crucial to serve ECW's beneficiaries and to retain the confidence of ECW's donors. ECW has already developed an impressive monitoring and reporting system, but there is scope to improve it further by:

- a. Carrying through the main MEL system refinements proposed for the Strategic Plan 2023–2026.
- b. Strengthening its knowledge management and learning exchange systems to support research, evaluation and innovation in and through MYRPs and FERs, particularly to identify and share good practices, lessons learned and the impact of interventions across the countries. This should link to the revised AF strategy (Recommendation 5) and involve collaboration with INEE in its role of promoting and curating EiEPC knowledge and research for the benefit of the wider EiEPC community. It should include attention to changes in gender norms.

Full table of recommendations (with rationale, responsibility and timing)

Recommendation	Rationale	Responsibility and timing
Recommendation 1 Strengthening the global framework for EiEPC		
<p>The partners who have supported ECW should energetically seek further strengthening of the global framework for EiEPC by:</p> <ul style="list-style-type: none"> a. Mobilising more international funding for EiEPC. (see Recommendation 6 and Recommendation 7a below). b. Improving the quality as well as the volume of international commitments. c. Following through on Grand Bargain commitments on strengthening humanitarian and development alignment across the nexus and increasing localisation. d. Systematically monitoring performance on all these dimensions (see Recommendation 6c below). 	<p>Despite a valuable contribution from ECW, both the financial gap and the numbers of children unreached in emergencies have increased. SDG4 will not be achieved without a substantial increase in funding for EiEPC. While it is important to seek more domestic financing for the education sector, it is not realistic to think that governments in crisis-affected low-income countries will fill the EiE financing gap. It remains essential to mobilise more international funding for EiEPC. Continued monitoring of, and advocacy for, EiEPC needs and funding flows are more important now than ever.</p> <p>The quality as well as the volume of international commitments is important. Multi-year commitments are crucial to support work across the nexus. Pooling resources through a specialist fund like ECW facilitates rapid emergency responses and helps to ensure that “forgotten crises” do not fall through the cracks.</p> <p>There is a continuing need for ECW and its partners to work together to strengthen humanitarian and development alignment across the nexus through more clarity on joint planning and response with development stakeholders and between education coordination bodies; building cross-over knowledge and capacities at global and country levels to work across the nexus; and strengthening the inclusion of local and development actors in the MYRP and multi-year education strategies.</p>	<p>HLSG and ExCom, with support from the ECW Secretariat.</p> <p>To be reflected in the ECW Strategic Plan 2023–2026 and in agenda items for HLSG and ExCom.</p>
Recommendation 2 ECW's level of ambition		
<p>ECW should raise its level of ambition but also (as indicated in Recommendation 3 below) focus its resources for maximum effect. Thus:</p> <ul style="list-style-type: none"> a. ECW should set substantially higher targets for its scale of operations in the next strategic plan period and anticipate further substantial increases in ECW's level of activity in subsequent periods. b. ECW should use additional funding mainly to raise its typical funding levels for FERs and MYRPs. c. MYRPs, because of their multi-year timeframe, are likely to be bigger investments than FERs. Nevertheless, it is important to reserve sufficient funds for rapid reaction with FERs. 	<p>There are many reasons to advocate a high level of ambition for ECW's next strategic period (and further growth beyond that). The needs that ECW was created to address are greater than ever. Designs for the FER and MYRP modalities have been continually improved and have demonstrated their relevance and potential effectiveness. However, low levels of funding are the biggest threat to ECW's effectiveness: FERs are relatively small, and MYRPs are only partially funded by ECW. ECW should indeed seek a higher level of funding for the next strategic period, but it should use additional funding mainly to raise its typical funding levels for FERs and MYRPs. This should increase the effectiveness of FERs and MYRPs while also enabling economies of scale in managing the portfolio.</p> <p>Although the financing environment or EiEPC is difficult, this should not lead ECW to lose sight of the scale of the problems to be addressed. At the same time, as addressed in Recommendation 3 below, ECW must prioritise its activities in order to ensure its limited resources are well used.</p>	<p>To be reflected in ECW's Strategic Plan for 2023–2026, as published in September 2022, with approval by HLSG.</p>

Recommendation	Rationale	Responsibility and timing
<p>Recommendation 3 Strategic priorities</p>		
<p>Given the scarcity of financial resources for EiEPC, ECW needs to prioritise carefully even within a higher level of ambition (see Recommendation 2 below). Thus:</p> <p>a. ECW should be frugal in the strategic priorities it adopts, and new priorities should not be introduced into the Strategic Plan without being costed and tailored to levels of funding expected. New elements should begin as pilots rather than as additional elements for all programmes. Avoid "one-size-fits-all" guidance and ensure there is scope for all projects to be adapted to context.</p> <p>b. ECW should continue a strong focus on "forgotten crises".</p> <p>c. ECW should make efforts to improve the beneficiary incidence of both FERs and MYRPs, notably in relation to IDPs, refugees and children with disabilities.</p> <p>d. ECW should follow through its strong commitments on gender and inclusion, and on holistic education that embraces safeguarding and MHPSS.</p>	<p>There is constant, and understandable, pressure on ECW to expand the objectives of its programmes. Loading more objectives onto relatively small programmes is not necessarily a recipe for effectiveness; at the same time some qualitative elements are indispensable (e.g. adequate safeguarding, attention to learning outcomes). ECW should therefore be frugal in the strategic priorities it adopts and be wary of pressure to turn its programmes into a shopping-list that exceeds ECW's financial capacity and its grantees' implementation capacity. Consider running any new elements as pilots, rather than as additional requirements for all programmes. There should be scope for all types of project to be appropriately adapted to contexts.</p> <p>ECW can be particularly valuable in responding to "forgotten crises". Special emphasis on such crises would be a relevant priority and also a selling point to donors who do not engage directly in those contexts.</p> <p>At an aggregated level, the FERs have reached a larger number of beneficiaries than expected, but they have failed to reach the expected number of beneficiaries among children with disabilities, refugees and IDPs. In comparison, the MYRPs have failed to reach the expected number of beneficiaries. The population groups with a larger gap in relation to target figures are IDPs, with refugees and children with disabilities following at some distance. Improved targeting of these under-served groups should be sought.</p> <p>ECW's in-house expertise on gender, MHPSS and safeguarding has led to more technical engagement and guidance during the development of FERs and MYRPs, but internal and external coherence is limited. But there is not yet a clear strategy for how ECW should pursue thematic priorities or measure impact – which will depend heavily on the extent to which FERs and MYRPs are funded to scale (Recommendation 2b). This is an area to be addressed, with implications both for the design of grants and the configuration of the Secretariat's human resources (Recommendation 7b).</p>	<p>To be reflected in ECW's Strategic Plan for 2023–2026, with subsequent monitoring of the implementation of each sub-recommendation.</p> <p>The value of pooling resources for forgotten crises through ECW should be highlighted in the investment case for the February 2023 replenishment event and subsequently.</p> <p>To be reflected in design, monitoring and reporting of FERs and MYRPs.</p> <p>The strategy for thematic priorities reflected in the Strategic Plan 2023-2026 should take account of Recommendation 2a.</p>

Recommendation	Rationale	Responsibility and timing
Recommendation 4 Refining ECW's operating model		
<p>ECW's operating model has proved appropriate but it needs to be strengthened by increasing the typical level of ECW funding for FERs and MYRPs (Recommendation 2b) and also by:</p> <ul style="list-style-type: none"> a. Strengthening the Acceleration Facility (as spelt out in Recommendation 5). b. Focusing on the whole project cycle and holding its grantees accountable for their implementation of ECW-funded projects. c. Strengthening coherence between FERs and MYRPs, supported by the Acceleration Facility (Recommendation 5) while also strengthening external coherence between humanitarian and development partners. d. Work with humanitarian and development partners (including GPE) to develop a clear strategy for sustainability and transition related to MYRPs. e. Proactively seeking greater diversity of grantees, and supporting capacity development for LNGOs to enable localisation; this should include emphasising grantees' responsibility for such capacity development. 	<p>ECW has rightly chosen to operate through grantees (a "wholesale" rather than a "retail" model). Though not directly involved in project implementation, it needs to ensure accountability and promote learning from the projects it funds. Its portfolio can be strengthened by increasing the diversity of grantees and subgrantees and promoting localisation.</p> <p>ECW needs to be able to hold grantees accountable for their implementation of ECW-funded projects, and promote learning from them. This requires attention to the whole project cycle with a focus on monitoring of implementation and learning from project performance and results. This links to the strengthening of the Secretariat's grant management – see Recommendation 7b, and of MEL – see Recommendation 8.</p> <p>ECW's three funding windows provide a unique opportunity to strengthen capacities at global as well as local levels and across phases of education in emergencies response. Investments via the three funding windows can be mutually reinforcing, with knowledge production and systems strengthening projects funded by the Acceleration Facility potentially driving change at the national level via FER and MYRP windows. At the moment, there is little evidence of systematic linkages between investments at global and country level. MYRPs are particularly underutilised, given the opportunity to strengthen local capacity over the multi-year life span of a MYRP.</p> <p>We echo the MYRP evaluation's recommendations concerning sustainability. It is more helpful to think of transition than exit. Mechanical rules about the number of successive MYRPs that may be considered will not cover the range of EiEPC contexts in which ECW operates, but it is very important to work with humanitarian and development partners (including GPE) to consider and map the transition path across the nexus from humanitarian-focused programmes towards transitional education plans in which governments and LEGs take a leading role. Capacity strengthening in support of localisation should be integral to such transition strategies.</p> <p>ECW grants remain concentrated on a small number of grantees although the pool of recipients has increased. Established international organisations (including the GEC co-chairs) are inevitably at an advantage in bidding for grants, even when conflict of interest rules are followed. ECW should seek ways to reduce barriers for other bidders, and to support localisation through capacity development.</p>	<p>To be reflected in the Strategic Plan 2023–2026, including the strategy for monitoring, evaluation and learning (see Recommendation 8).</p> <p>To be followed up throughout the Strategic Plan period.</p>

Recommendation	Rationale	Responsibility and timing
Recommendation 5 The Acceleration Facility		
<p>The AF strategy should be revised as a complement to the broader ECW strategic planning process, so as to ensure:</p> <ul style="list-style-type: none"> a. New and more focused AF objectives, identifying specific areas where ECW can add value through strengthening FER and MYRP programmes and complementing the broader EiEPC ecosystem. b. Dedicated AF management to work in an integrated way within the ECW Secretariat. ECW could consider outsourcing a portion of the AF management, such as communication and application processes, and knowledge management, to address efficiency, transparency and equity issues. c. More use of open, competitive calls for applications to reach a more diverse range of implementing partners. This can be balanced with a smaller percentage of targeted proposals (20-30% maximum), used at the discretion of the ECW Secretariat to address specific priorities and immediate needs. d. Development of a Monitoring, Evaluation and Learning (MEL) framework for the AF, to better track performance, disseminate and promote uptake and use of AF evidence and products in MYRP and FER proposal design and share strategically with the wider EiEPC field through existing networks and collaborative donor initiatives for mutual learning. 	<p>This evaluation endorses the relevance of the Acceleration Facility as a complement to the FER and MYRP facilities and notes that AF grants have already made some substantial contributions to capacity development and other aspects of design and learning for the EiEPC sector. However, the AF has been hampered by excessively broad objectives and a lack of dedicated management, and has been over-reliant on targeted grants rather than open bidding processes. Such open processes are more likely to increase quality and innovation and will also address transparency and credibility.</p> <p>OrgEval recommendations are designed to build on the AF's strengths while addressing these weaknesses.</p> <p>The AF has started to demonstrate a more strategic approach to addressing critical challenges, which would be better enabled by more focused objectives, rather than being broadly framed under <i>innovation</i> and <i>capacity</i>. The AF should include a focus on catalysing and strengthening the broader impact of programmes funded through FER / MYRP grants. But it should also include strategic investments in the global public entities that contribute to shared objectives and knowledge management for the field and provide a neutral space for collaboration and coordination, which ultimately help to strengthen systemic capacity.</p> <p>For the AF to be more than just a “fund” and operate as a “facility” that accelerates progress on MYRPs and FERs, this implies a more strategic and managed approach, which also implies dedicated management. Outsourcing some of this management function is an option to be considered, with precedent in other similar funds. This would still require dedicated ECW management to engage at a strategic level in terms of funding decisions and making sure there is internal and external coherence across modalities.</p> <p>There has been an evolution in the approach to managing the AF, with a new plan set out to correct identified challenges in 2022, with a stronger focus on key themes, linked to the new Capacity Development Framework, and more use of RFPs with some in-built flexibility for funding emerging priority projects. These are sensible plans and could go some way to address the weaknesses identified in this evaluation.</p>	<p>To be incorporated in the Strategic Plan 2023–2026 with the new AF strategy and management arrangements fully developed and implemented during 2023.</p>

Recommendation	Rationale	Responsibility and timing
<p>Recommendation 6 Resource mobilisation</p>		
<p>ECW's resource mobilisation (RM) role should be strengthened as follows:</p> <ul style="list-style-type: none"> a. Focus the RM targets of the Strategic Plan and replenishment events clearly on the ECW Trust Fund, with ambitious targets (Recommendation 2). b. Continue to encourage multi-year commitments of funds, but report funds mobilised clearly against the year in which funds become available to spend, and develop an explicit funding policy to facilitate multi-year budgeting by grantees. c. Avoid potentially confusing claims about ECW "leverage" of additional EiEPC funds, but continue advocacy for, and support broader monitoring of global and country-level financing for EiEPC. d. Change the approach to "seed funding" for MYRPs both by providing MYRPs with a much higher percentage of ECW funding (Recommendation 2b) and by assigning the leading role for mobilising additional resources for a MYRP to the ECW Secretariat rather than the grantees. e. Substantially strengthen RM capacity within the Secretariat (cf. Recommendation 7b) and reinforce HLSG's RM efforts (cf. Recommendation 7a). 	<p>ECW has made a substantial contribution towards reinforcing political commitment to EiEPC but its record on generating additional funding is somewhat mixed. Funds mobilised for the ECW trust fund have been substantial, but against reduced resource mobilisation ambitions, and ECW remains heavily dependent on traditional donors. ECW has reported large amounts of "leveraged" funds, but the evidence that such funding has indeed been raised and that it is a result of ECW's efforts is weak. Moves towards supporting global "observatory" for EiEPC funding, as suggested in draft strategic plan papers, could be a good way forward.</p> <p>The Director and staff of ECW deserve credit for fund-raising efforts that have put ECW clearly on the map. However, compared to other global funds, the ECW Secretariat is inadequately resourced in its resource mobilisation function. The imminent replenishment event makes strengthening of RM resources an urgent matter, but a higher level of resources dedicated to resource mobilisation will be a continuing requirement.</p> <p>Success in securing multi-year funding commitments from its donors would in turn provide the opportunity to improve the funding predictability that can be offered by ECW to MYRP grantees. Aligned to this it would be timely to consider a funding policy that allows better matching of sources of funds with the commitment of funds across the replenishment period. This would enable increased funding predictability to implementers.</p> <p>The OrgEval endorses the MYRP evaluation's concerns about the "seed-funding" approach to MYRPs. We do not consider that MYRP grantees necessarily have a comparative advantage in resource mobilisation and the limited funding of MYRPs is the biggest threat to their effectiveness. Accordingly, ECW should itself fund a much larger proportion of each MYRP and take more responsibility itself for mobilising additional funds that are needed.</p>	<p>To be reflected in the Strategic Plan 2023–2026, in the approach to the 2023 replenishment event, and in the staffing and management plan for the Secretariat (Recommendation 7b), and in the revision of HLSG and ExCom roles (Recommendation 7a).</p>

Recommendation	Rationale	Responsibility and timing
Recommendation 7 Organisational fitness		
<p>Ensuring that ECW is organisationally as fit as possible to carry through its 2023–2026 strategy requires attention to governance, the Secretariat's size and structure, and hosting arrangements, as follows.</p> <p>a. Governance: HLSG's role in resource mobilisation should be strengthened alongside its strategic oversight, while clarifying and enabling ExCom's role as the body to which the Secretariat, led by its Director, is primarily accountable for the implementation of ECW strategy and policies. ECW should consider ways of streamlining ExCom while making more room for Southern voices.</p>	<p>ECW's governance model (HLSG, ExCom, Director and Secretariat) was very effective in building the coalition that launched ECW and gave it early momentum. There is a case for strengthening HLSG's role in resource mobilisation alongside its strategic oversight, while clarifying and enabling ExCom's role as the body to which the Secretariat, led by its Director, is primarily accountable for the implementation of ECW strategy and policies. Although the inclusive approach to donor membership of ExCom has some merit, it results in a very large body heavily dominated by donors, while voice for other constituencies is limited.</p>	<p>HLSG and ExCom. Detailed proposals for refocusing and clarifying the roles of the governance bodies, including streamlining, should be presented by ExCom for HLSG approval at its first 2023 meeting.</p>
<p>b. ECW Secretariat: Alongside its next strategic plan, ECW should develop a four-year staffing and management plan to cover structure and accountabilities, office locations and working patterns and organisational culture. This should include:</p> <ul style="list-style-type: none"> • Strengthening the education team to include education specialists to act as country managers for ECW programmes in a group of countries, alongside appropriate thematic specialists for gender, ECE, MHPSS and inclusive education, and dedicated management for the Acceleration Facility. • Regular staff training to ensure staff familiarity with ECW's gender corpus and strengthen understanding of requirements for gender responsive and transformative investments. • Clarifying the complementary roles of educational managers and the grants management team across the life-cycle of ECW programmes. • Substantially strengthening the RM team (cf. 	<p>ECW's director and staff deserve enormous credit for the progress that ECW has made in its early years. The desire to keep staffing lean was commendable, but at ECW's current size, the Secretariat is seriously overstretched. The organic growth of the secretariat structure was positive in supporting flexibility and in drawing on the individual strengths of its senior staff. However, ECW is no longer a start-up and will need to work towards a more durable structure that can carry forward the objectives and priorities of the next Strategic Plan. This should be done strategically, by considering the staffing, structure and skills that will be needed by 2026 and building towards those requirements throughout the next strategic plan period.</p> <p>There is a good logic in distributing staff between offices in New York and Geneva; post-pandemic, the case for operating from other locations is less compelling, and there need to be clear and equitable expectations about remote working.</p> <p>At the outset the Secretariat was small enough to be run very informally, with key team members adopting multiple roles and a very flat structure. With the Secretariat now appreciably larger and split across two office locations, it is essential for the Director to be supported by a deputy so that decision making, delegation and management are enhanced. More broadly, the challenge is to introduce a clearer structure and lines of accountability without losing coherence or becoming too bureaucratic.</p> <p>ECW has significantly improved its grant management systems. Overall ECW's grant management for FERs and MYRPs is heading in the right direction. Internal collaboration between the administrative/financial side and the education programme management side is essential, particularly to ensure both efficiency and accountability. With an increasing portfolio of grants, it is particularly important to strengthen grant management processes during implementation as well as design.</p>	<p>ECW Secretariat with support from ExCom and from UNICEF on HR matters.</p> <p>Staffing and management strategy to be clearly outlined in the Strategic Plan 2023-2026, with a detailed staffing and management plan to be presented for ExCom approval by end-2022 (so as to support the approved budget for 2023 and subsequent years).</p>

Recommendation	Rationale	Responsibility and timing
<p>Recommendation 6 and Recommendation 1).</p> <ul style="list-style-type: none"> • Strengthening the M&E team (cf. Recommendation 8). • Attention to organisational culture should include: <ul style="list-style-type: none"> • regular and confidential monitoring of staff welfare and job satisfaction; • efforts to improve diversity and gender parity at all staff grades; • a clear strategy for office locations and for expectations around remote working. 	<p>Staff are committed to ECW's gender and equality principles and objectives, but there is a need to strengthen staff training and familiarity with ECW's robust gender corpus. There is also a need for improvement in terms of diversity and gender.</p> <p>Staff must have confidence in mechanisms to raise concerns about their work experiences.</p>	
<p>c. Hosting:</p> <ul style="list-style-type: none"> • As a matter of urgency ECW should negotiate an appropriate hosting agreement with UNICEF. • Longer-term hosting options should be explored again two years before the start of ECW's third strategic plan. 	<p>Incubation in UNICEF (within the UN framework) was the right call, but the hosting relationship has not developed optimally. UNICEF regulations as applied by the FSA are increasingly felt as a brake on ECW implementation. Both sides (UNICEF and ECW) have been too slow to codify a hosting agreement, which needs to be viewed as a joint effort to facilitate ECW efficiency and agility. ExCom has tended to focus too narrowly on hosting charges.</p>	<p>Requires dialogue between UNICEF, ECW Secretariat and ExCom. It should be possible to complete an agreement that is satisfactory to all parties by the end of 2022.</p>

Recommendation	Rationale	Responsibility and timing
Recommendation 8 Monitoring, evaluation and learning		
<p>Demonstrating and improving the performance of ECW operations is crucial to serve ECW's beneficiaries and to retain the confidence of ECW's donors. ECW has already developed an impressive monitoring and reporting system, but there is scope to improve it further by:</p> <ul style="list-style-type: none"> a. Carrying through the main MEL system refinements proposed for the SP 2023–2026. b. Strengthening its knowledge management and learning exchange systems to support research, evaluation and innovation in and through MYRPs and FERs particularly to identify and share good practices, lessons learned and the impact of interventions across the countries. This should link to the revised AF strategy (Recommendation 5) and involve collaboration with INEE in its role of promoting and curating EiEPC knowledge and research for the benefit of the wider EiEPC community. It should include attention to changes in gender norms. 	<p>ECW has put in place well-articulated monitoring, performance management and learning systems and processes in respect of FERs and MYRPs (though not yet for the AF), but it may struggle to use them effectively without additional resources.</p> <p>Compared to other global funds, ECW's results framework is ambitious both in scope and number of indicators, and annual reports are comprehensive and systematic but it is inherently challenging to demonstrate the contribution of ECW (or other actors) to the collective outcomes reported (including inclusiveness and changes to gender norms). It also has a robust evaluation policy, although systematic country-level evaluations have not yet been conducted. The monitoring system is geared towards upward accountability, and is less useful for learning, while gender and equity have mostly been monitored at the output level.</p> <p>Tentative MEL plans for SP 2023–2026 are moving in a positive direction, e.g. in terms of articulating the assumptions underpinning ECW's theory of change, allowing grantees more flexibility to adopt context-specific indicators, and using country-level evaluations to explore the effectiveness of ECW programmes at country level.</p> <p>The recommendations of the MYRP evaluation on knowledge management and learning systems remain relevant.</p>	<p>To be reflected in the theory of change, results framework and learning strategy that accompanies the Strategic Plan 2023–2026. Requires constructive dialogue between the ECW Secretariat and ExCom to balance different information and accountability needs, so as to avoid overburdening grantees and the Secretariat with unrealistic reporting requirements.</p>

1. Introduction

1.1 BACKGROUND

1. This is the Evaluation Report for an independent organisational evaluation (OrgEval) of Education Cannot Wait (ECW), undertaken by Mokoro Limited.
2. ECW is the only global fund dedicated to education in emergencies and protracted crises (EiEPC). It was launched at the World Humanitarian Summit (WHS) in 2016, and aims not only to mobilise more funds for EiEPC and to achieve broad educational and related outcomes for beneficiaries, but also to promote systemic improvements in the humanitarian and development frameworks for EiEPC at both global and country levels.
3. ECW is currently hosted by UNICEF, but the primary accountability of its Secretariat is to a High Level Steering Group (HLSG) and an Executive Committee (ExCom) on which the various partners and constituencies which came together to establish ECW are represented.

1.2 SCOPE AND PURPOSE OF THE ORGANISATIONAL EVALUATION

4. Terms of Reference (ToR) are at Annex A. They describe the evaluation's purpose and objectives as follows:

The evaluation's purpose is to assess the ECW's achievements and lessons learned so far and provide recommendations on how ECW can further strengthen its systems, strategies, and program modalities to contribute best to solving the EiEPC challenges that lie ahead.

From this purpose, the overarching objectives of the evaluation are as follows:

1. To evaluate and understand what aspects of ECW's organization and strategic approaches are working and which need improvement.
 2. To determine the extent to which the ECW operational model and its program modalities are fit for purpose.
 3. To evaluate progress towards results and whether ECW Secretariat, ExCom, HLSG, and its broader partnership including UNICEF as the host of the fund are fulfilling their expected roles and responsibilities effectively and efficiently.
 4. To communicate findings, conclusions, and recommendation for the way forward to all stakeholders in an effective way and influence the design of ECW's new strategic plan to commence in January 2023. (Annex A, ¶13-14)
5. Unless otherwise stated ECW refers to the ECW Secretariat and its governance structure, which includes the ExCom and HLSG (ToR ¶17). The evaluation covers the period since ECW's inception in 2017 and focuses on the strategic plan period from April 2018 to the end of 2022.¹
 6. ECW channels its funding through three modalities (often termed investment windows): the First Emergency Response (FER), Multi-Year Resilience Programme (MYRP) and Acceleration Facility (AF). The OrgEval was expected to build on recent evaluations of the FER and MYRP modalities, and to incorporate an evaluation of the AF.

1.3 EVALUATION QUESTIONS

7. The scope of the OrgEval is further specified in the final set of evaluation questions (EQs) shown in Table 1 below. The EQs are organised under four Key Questions which can be paraphrased as:
 - Is ECW doing the right things? (findings)
 - Is ECW doing things right? (findings)
 - What explains what is working well/not so well? (from findings to conclusions)
 - What therefore should ECW do next? (from conclusions to recommendations)

¹ The current ECW Strategic Plan was drafted to cover 2018-2021 but was extended by a year on account of the Covid-19 pandemic.

8. The evaluation's methodology is summarised in Section 2 below and explained more fully in Annex D. The full evaluation matrix is reproduced as Annex E.

Table 1 Evaluation Questions

Key Question 1: How relevant and coherent is the role of ECW as the global fund for education in emergencies and protracted crises (EiEPC)?
EQ1.1 To what extent have the global EiEPC institutional set-up and eco-system strengthened since the 2016 World Humanitarian Summit (WHS)?
EQ1.2 At global level, how well does ECW complement and add value to the broader EiEPC institutional set-up and eco-system?
EQ1.3 At country level, how well do ECW's funding modalities complement and add value to other country-level initiatives?
EQ1.4 How clear and relevant are ECW's strategy and its associated theory of change (ToC)?
Key Question 2: To what extent is ECW fulfilling the core functions and achieving the systemic outcomes set out in its strategy?
EQ2.1 To what extent has ECW helped to strengthen the level and quality of political commitment to EiEPC at global and country levels?
EQ2.2 To what extent have ECW's resource mobilization strategy and approaches been successful at global and country levels?
EQ2.3 To what extent has ECW promoted quality joint planning and review processes through its programmes?
EQ2.4 To what extent has ECW strengthened global and country-level capacities in EiEPC programming and coordination?
EQ2.5 To what extent has ECW contributed to increased learning and accountability in EiEPC programming and coordination?
EQ2.6 To what extent has ECW's investment portfolio contributed to the beneficiary outcomes specified in its results framework (including gender and social inclusion dimensions)?
EQ2.7 What other direct or indirect unintended systemic results have been achieved with ECW's establishment and functioning?
Key Question 3: What are the main factors that explain the successes and limitations of ECW's performance?
EQ3.1 How efficient has ECW been in terms of timely and transparent processes for its investment windows?
EQ3.2 How effective and efficient have ECW's overall governance arrangements been?
EQ3.3 How efficient has ECW been in terms of geographical and thematic balance (including gender and diversity dimensions) in its investment portfolio?
EQ3.4 How efficient has ECW been in terms of proportionate and economical uses of ECW and grant recipient resources (human and financial)?
EQ3.5 Organisational fitness: how well has ECW's organisation supported its performance in terms of: <ul style="list-style-type: none"> • The Secretariat's structure, size, locations, coherence and communications? • Human resources and skills • An organisational culture that reflects its objectives and values, including those for gender and equity? • Systems and processes for resource mobilisation? • Systems, processes and guidance for grant management? • Systems and processes for monitoring, performance management and learning?
EQ3.6 To what extent have ECW's technical and cross-cutting functions (including on education, gender accountability, MHPSS, M&E, reporting, and risk management) been working well in supporting progress towards the systemic and beneficiary outcomes?
EQ3.7 What have been the strengths and weaknesses of ECW's hosting arrangements?
EQ3.8 To what extent have ECW partners and other stakeholders aligned and harmonized their policies, plans and programmes to achieve ECW's expected strategic results, and what has ECW done well/less well to influence this?

Key Question 4: How can ECW strengthen its positioning and performance over the next strategic period?

- EQ4.1 How can ECW and its partners continue to strengthen the global framework for EiEPC?
- EQ4.2 What should be ECW's strategic priorities and level of ambition for its next strategic period?
- EQ4.3 How should ECW strengthen its investment modalities and overall portfolio?
- EQ4.4 How can ECW as an organisation strengthen its ability to deliver at both strategic and operational levels?

1.4 PREPARATION OF THE EVALUATION REPORT

9. Following the development of the ToR by the ECW Secretariat, the evaluation team mobilised in late November 2021. Building on the ToR, the team refined the methodology and approach, consulting a number of key stakeholders during an extended inception period, which concluded with a final inception report (IR) on 7 March 2022. On the basis of this IR the data collection phase (March – May) took place and led to the preparation of this evaluation report (see the detailed timeline in Annex B and a summary included in Table 2 below). During this phase further detailed documentation review and analysis took place (see Bibliography in Annex Q), over 120 interviews were conducted with the ECW Secretariat, ExCom and HLSG members, as well as partners and key stakeholders in EiEPC, remotely and in person during trips to New York and Geneva in April (see Annex C for a detailed list of people consulted). Team members also participated in the Executive Committee's strategic planning retreat in Geneva in mid-May and presented emerging findings there. An evaluation of ECW's Acceleration Facility (AF) was conducted as part of the overall organisational evaluation (see Annex L). Furthermore, ECW made additional resources available to enable the team to look at the gender component in more depth as part of this evaluation (see Annex M).

10. Finally, the evaluation ran in parallel to ECW's strategic planning process and these two processes were dovetailed as much as possible. A summary of the key evaluation dates is given in Table 2 below.

11. This report takes account of comments received on the earlier draft that was submitted for the ExCom meeting on 24 June 2022.

Table 2 Key evaluation dates

Main Phases	Timeline	Tasks and Deliverables
Inception	Mid-November to early March	Inception briefings with ECW Secretariat and key informant interviews with ExCom members Data and documentation collection and review Stakeholder analysis Portfolio analysis and synthesis of FER and MYRP evaluations Development of detailed methodology and approach, including on gender, and workplan for AF evaluation Team meetings at regular intervals Draft inception report (14 February) Final inception report (7 March)
Data Collection	March to May	In-person visits to New York and Geneva Key informant interviews Further documentation review, data analysis, to feed into report AF survey planning, administration and analysis Debriefing with ECW Secretariat and Executive Committee at ECW's Strategic Planning Retreat in Geneva on 12+13 May (following completion of the AF e-survey, in-person visits and other data collection) to present emerging findings and issues

Main Phases	Timeline	Tasks and Deliverables
Reporting	May to July	Report drafting Review process Draft evaluation report (21 June) Virtual presentation(s) to ECW and stakeholders (24 June) Final evaluation report and summary evaluation report (5 August)
Dissemination	From September	Responsibility of ECW Secretariat

Report structure

12. This report is divided into seven main chapters and supported by various annexes as shown in Table 3 below. This introductory chapter has provided background on ECW, as well as the scope and purpose of the organisational evaluation and the preparation of the evaluation report. Chapter 2 describes the approach and methodology and limitations. Subsequent chapters address the key evaluation questions in a logical sequence, with a final chapter on conclusions and recommendations.

Table 3 Structure of the Evaluation Report

Chapter/section	Supporting annexes
1. Introduction	Annex A – Terms of Reference Annex B – Evaluation Timetable Annex C – People Consulted
2. Evaluation Methodology	Annex D – Evaluation Methodology Annex E – Evaluation Framework
3. Is ECW doing the right things? (EQs 1.1–1.4)	These annexes provide background data and supporting analysis for responses to the EQs.
4. Is ECW doing things right? (EQs 2.1–2.7)	Annex F – Guide to Key Documents Annex G – Development of the ECW Results Framework
5. Explanatory factors (EQs 3.1, 3.3, 3.4 and 3.8)	Annex H – The ECW Portfolio Annex I – ECW’s Resource Mobilisation Strategy
6. Organisational fitness (EQs 3.2, 3.5, 3.6 and 3.7)	Annex J – Analysis of ECW Leverage Effects Annex K – ECW and the Global Partnership for Education (GPE) Annex L – Evaluation of the Acceleration Facility Annex M – Gender and Equity Assessment
7. Conclusions and recommendations (Including EQs 4.1–4.4)	Annex O – Validity of Theory of Change Assumptions Annex P – Mapping of Findings, Conclusions and Recommendations

2. Evaluation Methodology

2.1 OVERVIEW

13. The methodology for this evaluation was elaborated at inception stage and fully presented in the Inception Report (Mokoro, 2022a). An extensive summary of the methodology is included in Annex D.

14. The evaluation used a theory-based mixed-methods approach to answer the key evaluation questions posed by the ToR (see section 1.3 above). These questions were elaborated in an evaluation framework (see Annex E) that was guided by a theory of change (ToC) that the evaluation team inferred from ECW’s existing ToCs (the inferred ToC and its supporting assumptions can be seen in Annex O).

15. The evaluation focused particularly on the organisational elements of ECW’s performance and developed an analytical framework for organisational fitness (see Figure 1 in Annex D) to address three interdependent levels of analysis: **a) the global strategic level** – considering ECW’s place in the wider evolving EiEPC ecosystem; **b) the organisational and institutional level (organisational fitness)** – how well ECW as an organisation is configured to implement its strategic objectives in line with its strategic plan and to ensure continuing effectiveness, efficiency

and sustainability in delivery; and **c) operational level** – including assessment and recommendations about optimising the configuration and deployment of ECW modalities and instruments.

16. The team assembled evidence from an extensive review of literature and data and documents and from interviews and discussions with stakeholders within ECW and the wider EiEPC community (see Annex C; over 120 interviews conducted). The evaluation was required to synthesise findings from recent evaluations of ECW's FER and MYRP modalities, and to undertake a complementary evaluation of the Acceleration Facility (see Annex L); also to pay special attention to gender and equity dimensions (see Annex M).

2.2 LIMITATIONS

17. Readers should note the following limitations that affected this organisational evaluation.

- It was deliberately designed to build on the recent evaluations of the FER and MYRP modalities (the findings from which were synthesised in Annex J of our Inception Report). We did not therefore conduct a separate review of FER and MYRP project documentation or conduct any country-level case studies.
- The ToR similarly required us to draw results information from what was available in ECW's results reporting. As noted in Section 4.7, the information on beneficiary outcomes is limited.
- The FER and MYRP evaluations had also found only limited information concerning the cost-effectiveness/efficiency of ECW programmes, which affected the extent to which these dimensions could be examined (see Box 6 in Section 0).
- Acknowledged gaps in ECW's historical data on its portfolio have limited some of the analysis. For example, it is not possible consistently to distinguish lead grantees, to classify all programmes according to their objectives, or to differentiate between beneficiaries lightly or deeply reached (see Annex H on portfolio data).
- We conducted over 120 interviews (Annex C) but did not succeed in connecting with many voices from Southern governments, despite efforts to do so. By design, the OrgEval did not include any country visits (relying instead on the country case studies conducted by the evaluations of the FER and MYRP modalities), and it also relied on the stakeholder survey conducted as part of the strategic plan consultation. Our efforts were therefore limited to seeking interviews with Southern participants in the HLSG and ExCom, who were few and often elusive.
- The evaluation was prepared under exceptional time pressure in order to be useful to the ECW strategic plan preparation taking place in parallel. Two key reports – ECW's results report for 2021 (ECW, 2022j), and a mapping of EiEPC financing commissioned by the Global Hub for EiE (Geneva Global EiE Hub, 2022) – became available only after the first draft of this evaluation report had been submitted; this draft has drawn on them to the extent possible.² We have been unable to take account of an internal audit report on UNICEF hosted funds, including ECW, which is still in preparation.

² The Results Report for 2021 was still a draft. We have not attempted to update every table or figure that was based on the 2020 report, but we have noted additional 2021 information where this seems significant.

3. Is ECW doing the right things

3.1 INTRODUCTION

18. This chapter addresses Key Question 1: How relevant and coherent is the role of ECW as the global fund for education in emergencies and protracted crises (EiEPC)?

19. The focus is thus on whether ECW is attempting the right things (objectives and design), and the applicable evaluation criteria are relevance/appropriateness, internal and external coherence and connectedness. The results of ECW efforts (effectiveness and efficiency) are reviewed in Chapter 4.

3.2 THE GLOBAL EiEPC LANDSCAPE

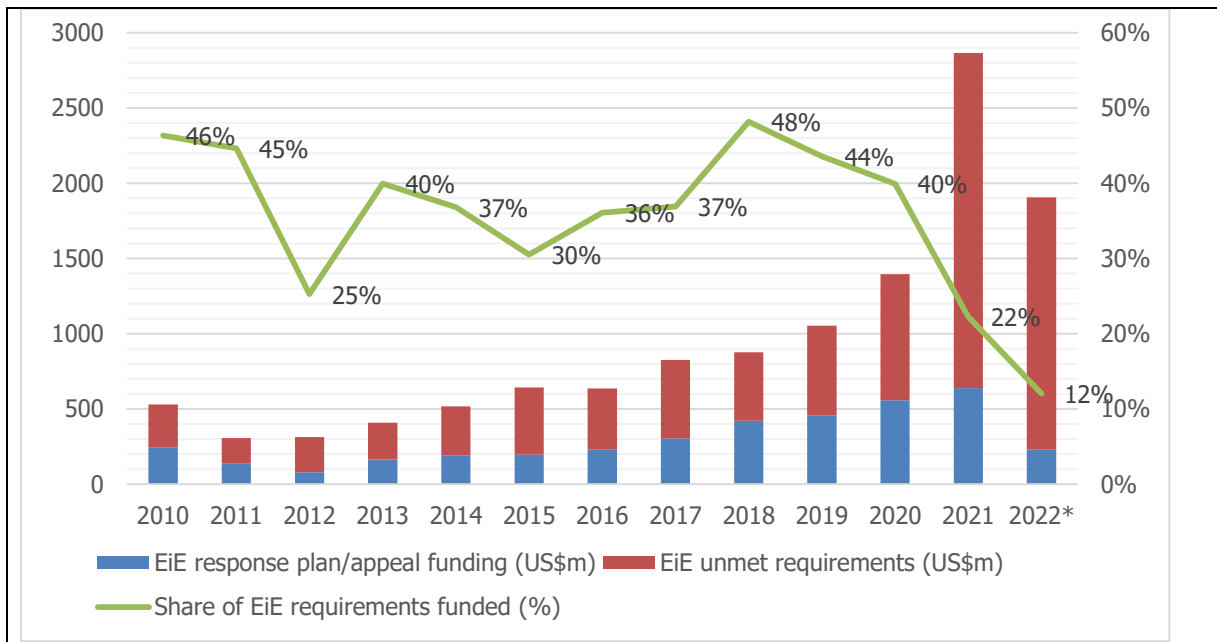
EQ1.1 To what extent have the global EiEPC institutional set-up and eco-system strengthened since the 2016 World Humanitarian Summit (WHS)?

Context

Humanitarian needs and funding for education

20. In the years since ECW was launched, humanitarian crises have proliferated, the requirements for humanitarian funding have escalated, and the proportion of humanitarian appeals that are funded has declined (see Figure 45, Figure 46 and Figure 47 in Annex I). As regards humanitarian funding for EiE, both requirements and actual funding have increased steadily over the past decade, a trend that continued after 2016, see Figure 1 below. As a share of total requirements, funding was variable, but relatively stable until 2021, when requirements suddenly doubled due to the Covid-19 pandemic.

Figure 1 EiE response plan/appeal funding, unmet needs and share of EiE requirements funded 2010-2022



Source: OCHA FTA database. Data as of 25 May 2022. *2022 contains only partial data.

The WHS agenda

21. In 2016, the World Humanitarian Summit (WHS) brought together a wide range of actors in the international aid system to transform the way humanitarian action is coordinated, financed and delivered, notably by strengthening the humanitarian-development nexus. This was in direct response to an increase in the volume, cost and length of humanitarian assistance over the previous decade, largely due to the protracted nature of crises and scarce development action in many contexts. The UN Secretary

General's report for the WHS urges the international aid system to commit to working in a new way marked by three fundamental shifts: (a) reinforce, do not replace, national and local systems; (b) anticipate, do not wait for, crises; (c) transcend the humanitarian-development divide by working towards collective outcomes, based on comparative advantage and over multi-year time frames (UN, 2016). The last shift has become known as the New Way of Working (NWOW). The focus of the NWOW is on:

- *Joint analyses:* Development of a shared context and risk analysis and problem statements based on robust evidence.
- *Collective outcomes:* Commonly agreed, quantifiable and measurable results designed to reduce people's needs, risks, and vulnerabilities and to increase resilience.
- *Comparative advantage:* The capacity and expertise of one individual, group, or institution to meet needs and contribute to risk and vulnerability reduction over the capacity of another actor.
- *A multi-year time frame:* Analysing, strategizing, planning, and financing operations that build over several years to achieve context-specific and, at times, dynamic targets.

22. Moreover, the aims of reinforcing and strengthening the capacities that already exist at national and local levels and of supporting national and local ownership of collective outcomes is an integral part of the NWOW (United Nations,³ OCHA, 2017b, ODI, 2020b).

Developments in the EiEPC architecture and ecosystem

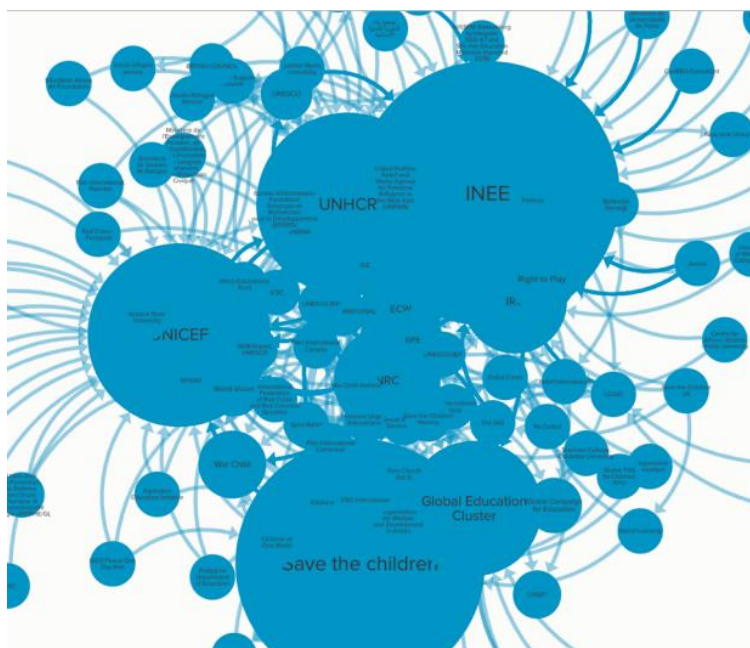
Finding 1. There has been some progress since the WHS but there is room for further improvement in strengthening humanitarian and development coherence across the nexus and localisation.

23. The global architecture in education across the humanitarian-development nexus is fragmented between several entities, including the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Refugee Agency (UNHCR), the Global Partnership for Education (GPE), ECW, the Global Education Cluster (GEC), the Inter-agency Network for Education in Emergencies (INEE), the Global Coalition to Protect Education from Attack (GCPEA), and the World Bank (WB), among others, and can be competitive.

24. Figure 2 below portrays the relationships of actors in the EiE sector as of 2018. The 244 responding organisations are represented by blue bubbles. The size of each blue bubble is determined by a statistical calculation of its "eigenvector centrality". This is a measure of how well-connected an organisation is to other well-connected organizations. According to this survey conducted by Porticus, the ten entities with the highest centrality scores in the EiE sector in 2018 were, in order from 1 to 10: INEE, Save the Children, UNICEF, UNHCR, the Global Education Cluster, the Norwegian Refugee Council (NRC), the International Rescue Committee (IRC), ECW, Right to Play and War Child. ECW was in its first years of start-up and GPE and other development actors were not noted as being well-connected to the EiE sector.⁴

³ <https://www.un.org/jsc/content/new-way-working>

⁴ If this same survey were conducted in 2022, it is likely that ECW's measure of connectedness would greatly increase. While the measure of GPE's and other development actors' connectedness may also increase somewhat, it would unlikely be a large increase because the humanitarian and development architecture still lack systematic connections and coherence.

Figure 2 Actors in the EiE sector, as of 2018

Source: Porticus EiE Mapping Presentation (Porticus, 2018)⁵

25. At the institutional and systems level, applied research has helped to strengthen coordinated education planning and response, and ultimately, partnerships. Examples of effective partnership include an Education in Emergencies – Child Protection Collaboration Framework developed in conjunction with the Child Protection Area of Responsibility (CP AoR) and the Initiative to Strengthen Education in Emergencies Coordination (ISEEC), which emerged from a multi-year partnership with the Inter-agency Network for Education in Emergencies (INEE) and UNHCR and has resulted in a robust body of evidence on challenges to and promising practices for effective coordination (INEE, 2021, ODI, 2020a, ODI, 2020b, OPM, 2021b, GEC, 2022). As a result of this work, global EiEPC actors have deepened operational partnerships since 2016, particularly among UNHCR, GEC, UNICEF and INEE, which has benefited ECW's FER and MYRP modalities.

26. At the same time, the focus of UNHCR's refugee education strategy has sharpened, which has supported better understanding of complementarities in the ecosystem. To address the needs of refugees, the global community launched the Global Compact on Refugees (UN, 2018), "a framework for more predictable and equitable responsibility sharing, recognising that a sustainable solution for refugee situations cannot be achieved without international cooperation".⁶ As such, UNHCR has updated its refugee education strategy and work based on approaches to refugee education that require medium- to longer-term development perspectives and opportunities for knowledge and skills acquisition that lead to economic inclusion well beyond the margins of informal economies. UNHCR's 2030 Refugee Education Strategy (UNHCR, 2019) aims to ensure that refugees are increasingly accounted for in the education sector planning goals and action plans; that refugee and host community students are prepared equitably to succeed in national systems wherever they live; and that the particular learning needs of refugee and host community students are addressed by expanding existing programmes and partner investments in support of innovative local solutions.

27. Despite global commitments to the New Way of Working and strengthened partnerships as described above, structural and operational barriers stemming from distinct mandates, siloed approaches, and separate coordination, expertise, planning, financing, and programming continue to challenge the realisation of humanitarian-development coherence (INEE, 2021; INEE, 2020b; ODI, 2020a; ODI, 2020b; OPM, 2021b). There continues to be a systemic disconnect between the three

⁵ The mapping was conducted in 2018 as a result of a collaboration between INEE and Porticus (a private philanthropy organization) to create an interactive map as a "public good" for the Education in Emergencies sector.

⁶ <https://www.unhcr.org/the-global-compact-on-refugees.html>

main education coordination systems (Education Cluster, Refugee Education Working Group and Local Education Group), with limited structural elements, guidance or tools to support synergies between them (INEE, 2020b, Nicolai et al, 2020). While there are some promising recent examples, such as the explicit alignment between GPE and ECW in Afghanistan, the need to systematically connect emergency responses to the wider aid sector and national systems remains a critical barrier to a strengthened ecosystem. Connected to this is the need to build cross-over capacity so that more education actors have both humanitarian and development expertise (INEE, 2021, Nicolai et al, 2019, Nicolai et al, 2020, OPM, 2021b).

28. Moreover, while global capacities of international EiEPC actors have strengthened the EiEPC ecosystem since 2016, the realization of the Grand Bargain’s localisation agenda requires additional support to build the capacity of national governments, local education authorities and local NGOs and civil society organizations (CSOs). The Grand Bargain commitments include increasing and supporting multi-year investment in the institutional capacities of local and national responders; supporting and complementing national coordination mechanisms and including local and national responders in international coordination mechanisms as appropriate; and earmarking at least 25 percent of humanitarian funding to local and national responders as directly as possible to improve outcomes for affected people and reduce transactional costs.⁷ In 2021, the Grand Bargain was updated to further promote humanitarian-development coherence; locally driven response, building on local capacity and expertise; and equitable partnerships (IASC, 2021). These commitments remain significantly unmet in the EiEPC ecosystem, particularly for local NGOs and CSOs.

Finding 2. The EiEPC architecture has been strengthened by the addition of ECW, by applied research on and partnerships through coordinated planning and response, by investment in largely international capacity and data and evidence, and more recently by the establishment of the Global Hub for EiE. Although ECW and the Global Hub are new, they are both oriented towards strengthening coordination and coherence amongst existing actors.

29. Two significant additions to the EiEPC architecture since the 2016 World Humanitarian Summit are the creation of the Education Cannot Wait fund and the Global Hub for Education in Emergencies. ECW is examined at length in this evaluation, and its contribution to the global architecture is reviewed in the next section.

30. The Global Hub arose out of the Global Refugee Forum in December 2019 as a pledge from Switzerland to promote a global hub for EiE in Geneva to engage multilateral and bilateral stakeholders and build political commitment, political will and, ultimately, funding for EiEPC. The Hub was launched in January 2021 and the office opened in October 2021. A significant portion of ECW staff are co-located in the Geneva Hub space (see Table 26 in Annex H), enabling closer relationships between the two entities and with EiE actors like UNICEF, UNESCO, INEE, World Vision, GEC, and ICRC. Both entities, ECW and the Global Hub for EiE, have helped to strengthen the EiEPC ecosystem by raising awareness among humanitarian and development decision-makers and donors, elevating the profile of EiEPC on the political agenda, and highlighting the need for financing across the nexus.⁸

31. Investments to strengthen capacity of largely international actors within the field of EiE through the Global Education Cluster and the wider field have had a positive impact on the ecosystem. Substantial investments by ECHO⁹ and by ECW, through its Acceleration Facility, have strengthened the capacities of the Global Education Cluster at the global level and of Education Cluster Coordinators, Information Management Specialists, and partners on the ground to develop improved EiE strategies, particularly multi-year strategies.

⁷ The Grand Bargain, Workstream 2: Localisation (<https://qblocalisation.ifrc.org/>).

⁸ This assessment was strongly supported by our KIIs.

⁹ The European Union’s Directorate-General for European Civil Protection and Humanitarian Aid Operations.

32. In addition, the scaffolding for capacity strengthening within the global ecosystem has been strengthened. A new generation of global guidance and tools is available via INEE on a wide range of technical topics to support standardised programmatic approaches. Moreover, capacity development on basic EiE competencies is evolving. For example, the Global Education Cluster Core Skills training and Save the Children’s Education in Emergencies Professional Development Programme both offer basic online courses, as well as face-to-face or blended training for intermediate-level practitioners. INEE has benefitted from a full-time staff post for capacity development and has been rapidly scaling up learning opportunities for network members, including on-line trainings as part of its Covid-19 response. In addition, INEE’s new EiE Competency Framework provides a tool to help practitioners and institutions identify capacity gaps in systematic ways and across sectors, especially when used in conjunction with the Core Humanitarian Competency Framework (CHCF) and the Child Protection in Humanitarian Action (CPHA) Competency Framework (INEE, 2020a; Gomez, 2021). The Global Education Cluster also has a competency framework for coordination, and the inter-agency Teachers in Crisis Contexts (TiCC) Collaborative teacher competency framework is a valuable tool for assessing and planning teacher professional development (INEE, 2021; Gomez, 2021; ECW, 2021I).

33. The past five years have also seen the proliferation of global level projects and groups focused on applied research and data and evidence generation in the sector, which are strengthening the ecosystem by filling a critical gap. This includes an INEE Data and Evidence Collaborative, which was formed in 2018 and supported the first ever EiE Data Summit in Geneva in 2019. Building on the Action Agenda from that summit, INEE launched a new Reference Group on EiE Data in 2020, which is pursuing workstreams on global data reporting; data sharing, analysis and use; strengthening joint monitoring, evaluation and learning towards collective outcomes in EiE; and data standards. The network also launched an INEE Learning Agenda & Evidence Platform through which to view priority evidence gaps as well as access and disseminate current and emerging evidence in collaboration with its members and partners; it has developed curated INEE collections on evidence, data and statistics; and it disseminates a quarterly Data & Evidence Newsletter (INEE, 2021). INEE also manages the Evidence for Education in Emergencies (E-Cubed) Research Envelope for Dubai Cares, the objective of which is to strengthen the evidence base in EiE, and is developing an INEE Measurement Library, which contains vetted tools that can be used to collect data on the quality of service provision and children’s holistic development outcomes. (INEE, 2022). In addition, the EiE Interest Group within the Building Evidence in Education (BE2) donor group¹⁰ is focused on strengthening donor research collaboration and coordination and access to rigorous evidence; the Education in Crisis and Conflict Network, a global learning network managed by the Education Development Center and comprised of USAID staff and implementing partners, is working to develop and disseminate knowledge, information, tools and resources; and the recently announced FCDO-funded Education Research in Conflict and Protracted Crisis (ERICC), led by the International Rescue Committee, will focus on building the global evidence base for EiE (IRC, 2022). Evidence and learning emerging from these collaborative initiatives is helping to improve the global approach to how the field collects, measures, and uses data and evidence, but there is still work to be done to improve coherence and consolidate the knowledge, evidence and learning emerging from these collaborative initiatives.

3.3 ECW'S CONTRIBUTION TO THE GLOBAL EIEPC ARCHITECTURE

EQ1.2 At global level, how well does ECW complement and add value to the broader EiEPC institutional set-up and ecosystem?

Intended role for ECW

34. The creation of ECW was the outcome of strong advocacy by the EiE community over many years. It reflected an emerging consensus about the legitimate role of education as a humanitarian response and was intended both to advocate for better education responses in emergencies, and to provide innovative response mechanisms through its principal funding windows, the First Emergency

¹⁰ <https://www.worldbank.org/en/topic/education/brief/building-evidence-in-education>

Response and the Multi-Year Resilience Programme. The ECW Trust Fund was intended to channel additional resources towards EiEPC, and ECW was expected to help to fill the large gap in funding for EiEPC that had been identified, both through its own trust fund and by virtue of its wider advocacy and indirect resource mobilisation. ECW was intended to help bring about systemic change and increase capacities, both through its FER and MYRP windows and also through the Acceleration Facility.

ECW's global complementarity and added value

Finding 3. ECW's existence has helped to strengthen the recognition of education's importance as a humanitarian response and of the need for a link between humanitarian and development stakeholders in protracted crises. Its three investment windows are relevant additions to the global architecture.

35. There was near unanimity among this evaluation's key informants about the relevance of ECW's role in giving visibility to the role of education in humanitarian response and in providing an additional funding channel to support EiEPC. Evaluations of each of its funding windows are also clear about their relevance. Thus:

- The FER is a unique modality facilitating a rapid educational response: The FER evaluation found:

"...the FER modality added value to EiEPC responses, because it delivers rapid funding and repositions education as a priority on the humanitarian agenda... but less relevant in protracted crises" (Mokoro, 2020a)
- The MYRP in principle addresses the nexus (linking humanitarian and development support):

"The MYRP modality has filled a gap in terms of providing an instrument that addresses the humanitarian–development nexus, yet ECW does not currently have a clear definition of that nexus and stakeholders expressed uncertainty about how best to go about bridging the nexus" (OPM, 2021b).
- The evaluation of the Acceleration Facility undertaken as part of the present evaluation finds that it is conceptually relevant as a complement to the FER and MYRP windows and a support to strengthening of EiEPC capacity. However, its complementarity has not been pro-actively mapped and intentionally pursued (see Annex L).

36. The rest of this evaluation includes detailed examination of each of these instruments and identifies ways in which they can be strengthened; however, the evidence for their basic relevance is very strong. Section 3.4 comments further on their relevance and coherence at country level.

Complementarity between ECW and GPE (globally and at country level)

Global perspectives

Finding 4. Efforts to ensure clarity about the respective roles of GPE and ECW have been only partially successful. GPE and the World Bank deploy very substantial resources to support education in fragile and conflict affected contexts (FCACs), and it is important to ensure coherence between their work and ECW's. There are some good examples of country-level coherence but there is considerable scope to clarify their respective roles and strengthen collaboration.

37. Annex K provides additional information on the roles of GPE and the World Bank in EiEPC, and on the relationship between GPE and ECW. It notes the World Bank's increasing engagement with EiEPC, the high volume of EiEPC resources deployed by GPE and the World Bank and the overlapping country footprints of GPE and ECW. The resources deployed by GPE and the World Bank in fragile and emergency contexts far exceed ECW's, and the importance of coherence between ECW and GPE has been recognised ever since ECW was conceived.

38. GPE is a major global fund focused on supporting basic education in low and middle income countries. It is hosted by the World Bank and works through lead agencies including the World Bank

and UNICEF. Its business model involves working with governments and Local Education Groups (LEGs) which bring together international donors, the government and in-country actors to coordinate support to national education plans and systems. ECW is differentiated from GPE by its humanitarian role and access, which positions it to work in emergency situations and across the nexus, and enables it to deliver support at speed in a crisis.

39. GPE has always had a strategy for support to fragile and conflict affected states (Cambridge Education, Mokoro, OPM, 2010); this has evolved since its earlier incarnation as the Fast Track Initiative (FTI). Most recently an *Operational Framework for Effective Support in Fragile and Conflict-Affected Contexts* was adopted in May 2022 (GPE 2022a) and has arrangements whereby a proportion of programmed funds can be reprogrammed towards emergency needs in a time of crisis, or countries may tap into available funds that have not yet been programmed. More recently, and like ECW, GPE provided broad special support to address Covid-19 in the education sector. The WB itself is increasingly planning for support to education in fragile and conflict-affected contexts, so there is considerable scope to maximise aid effectiveness by ensuring that support from GPE, the WB and ECW is planned and delivered in complementary ways. The volumes of funding deployed by GPE and the WB are large relative to ECW's and, inevitably, they are active in very many of the same countries (see Annex K for more details).

40. GPE was involved in the early development of ECW and is represented on the HLSG and ExCom. There has been discussion of giving ECW observer status on GPE's Board, but this has not happened. ExCom has repeatedly sought clarification of the respective roles of GPE and ECW (partly because donors need a clear rationale for funding two ostensibly similar organisations) but efforts to agree a memorandum of understanding on this subject have never reached fruition. Part of the difficulty is that there cannot be a sharp division of labour between the two; inevitably they will operate in many of the same countries, while working across the nexus implies promoting coherence between the humanitarian coordinating bodies for education and the LEGs with which GPE engages. There have been regular efforts to ensure information-sharing and coordination between the two bodies at HQ level and there are examples of good country level coordination (see for example Box 1 below).

ECW's country-level complementarity with GPE and the World Bank

Finding 5. Challenges in ensuring country-level coherence between ECW and GPE are linked to the need to work effectively with LEGs as well as clusters. There are some examples of good actual and potential collaboration at country level (e.g. in Afghanistan currently) but also missed opportunities.

41. It is important to ensure that where ECW and GPE are operating in the same country, they are operating collaboratively, aligning financing and programming and learning from one another. There has recently been some country-based progress on this front in Afghanistan (see Box 1 below) and Myanmar. As part of the management response to the MYRP evaluation, ECW plans to define sustainability and improve strategic planning for sustainability. This includes developing a complementarity note or equivalent documentation that will be taken forward between ECW and GPE and will include a section on sustainability of the MYRP, exploring the connection with the Transitional Education Plans (TEPs) and Education Sector Plans (ESPs) that LEGs work with. However, as noted in ¶Finding 4 above, GPE and ECW have never previously succeeded in completing a complementarity note or equivalent.

Box 1 Country-level complementarity between GPE and ECW in Afghanistan

After recent developments in Afghanistan, several development agencies put their funding on hold, including the World Bank and GPE. ECW as a humanitarian actor has been able to work with partners to launch a new MYRP. ECW Secretariat members were able to travel to Afghanistan, because ECW is hosted by UNICEF and therefore follows the same regulations, including security guidance etc. GPE, hosted by the World Bank, is more restricted. GPE has decided to support the MYRP in Afghanistan and the two organisations are collaborating closely on this, including discussions on a joint results framework, agreeing on the same indicators etc. This has included GPE participation (virtually) in ECW's preparatory missions to Afghanistan. GPE's funding cannot be channelled directly to ECW, but is aligned to the MYRP and would flow directly to a grant agent, such as UNICEF.

As the decision about a new MYRP was being taken by ExCom, the development partner group in Afghanistan had already put together a comprehensive framework, including a results framework. There was consideration of whether ECW could accept this existing framework as the programme document, but it was decided that a MYRP programme document was needed because the overall framework did not provide enough detail to meet ECW's requirements. Accordingly the MYRP programme document focuses on a specific area of intervention and details how this will be addressed and by whom. This ECW considers that the MYRP aligns with the existing framework while providing ECW donors the necessary detail required for monitoring and follow-up.

The collaboration between ECW and GPE on the Afghanistan MYRP was cited as a good example by several stakeholders. However, some also raised concerns over duplication of coordination structures and tools and therefore structural inefficiencies, issues of participation and localisation challenges, the lack of innovation in terms of design and delivery models and mechanisms, and the risk of seed funding becoming the only funding available.

3.4 ECW 'S ADDED VALUE AT COUNTRY LEVEL

EQ1.3 At country level, how well do ECW's funding modalities complement and add value to other country-level initiatives?

Intended value added.

42. ECW's Strategic Plan (2018-2021) states an intention for ECW to remove barriers preventing humanitarian and development actors from working together in EiEPC contexts. As such, a particular value-add at country-level is promoting the New Way of Working through its joint programming approach, which requires joint planning and collaboration towards one framework of collective outcomes. The value-add is operationalised through ECW's two country-based modalities (the FER, focused on rapid response in emergencies, and the MYRP, focused on longer-term needs through multi-year joint programmes in protracted crises) along with ECW's ability to leverage more, and more effective, financing for both objectives. Moreover, the strategy for the third funding modality the AF, indicates that it will add value by financing initiatives that will increase the efficiency, effectiveness and impact of FER- and MYRP-funded investments (ECW, 2019d).

Value added in practice

The FER

Finding 6. Because of the way FER grants are designed, they have built-in coherence with most of the humanitarian system and are usually complementary to other sources of humanitarian EiEPC funding.

43. The FER evaluation confirmed that the value-add of this modality at country level is its speed, flexibility and ability to adapt to country needs, which enable rapid restoration of educational continuity, minimizing the impact of emergencies on learning. The flexibility of the FERs to finance what country actors prioritize to restore education in a crisis-sensitive way is also a country-level value-add of the FER. Because of the way that FER grants are designed, through an education cluster or a refugee education working group coordination mechanism, FERs have a built-in coherence with

most of the humanitarian system, and are largely complementary to other sources of humanitarian EiEPC funding.

The MYRP

Finding 7. Country-level complementarity for MYRPs is less automatic because of the risk of duplication with existing coordination mechanisms and national plans. Continual improvements in the MYRP design are helping to mitigate this risk. However, the value-added of MYRPs can be compromised by their relatively small size and by low levels of seed funding provided by ECW.

44. The MYRP as a modality has country-level value-add as an instrument that addresses the humanitarian-development nexus. However, the MYRP's country-level complementarity with other instruments is qualified, as the development processes for MYRPs can lead to duplication with existing coordination mechanisms and national plans, thereby diluting the value that the MYRP processes add to bridging the humanitarian-development nexus. This stems in large part from lack of analysis and clarity about how the MYRP complements existing frameworks and funding instruments, particularly those operating across the nexus. In response to these challenges in alignment at country level, MYRP templates and processes have been continually improved by the ECW Secretariat and, as a result, the MYRP has seen a positive evolution towards a stronger focus on alignment with existing humanitarian and development plans and strategies in its current, third-generation, MYRP design. More work is needed to strengthen country-level alignment with development frameworks (see section 5.5 below).

45. The realisation of the MYRP's value-add continues to be hindered by the relatively small size of seed funding for a MYRP in any given country. In addition to the limited seed funding, grantees and partners in-country have faced difficulty mobilizing additional funds, and the modality is stretched across 24 countries with limited Secretariat capacity to manage those investments and ensure quality implementation. These issues are further explored in our assessments of resource mobilisation (sections 4.3 and 6.5) and allocative efficiency (section 5.3).

Alignment of funding

46. Both FER and MYRP evaluations concluded that the modalities allow for alignment of funding at country level. However, the FER evaluation found that coherence and complementarity of FER funding and other sources of funding was mixed at country level, with the key determinants being the ability of the grantee to coordinate their own funding well and the ability of country structures to coordinate other sources of funding. In addition, the extent to which MYRPs align and collaborate with other sources of funding varies based on context and how well the MYRP is aligned with national humanitarian and development plans. MYRP processes themselves can play a dynamic role in promoting country-level alignment, for instance by deliberately including donors who are not usually involved in humanitarian coordination mechanisms in MYRP scoping missions, such as GPE, the World Bank and LEGs (OPM, 2021b).

Determinants of country-level complementarity

Finding 8. The role of the government is a key determinant of country-level complementarity and alignment that often does not get enough emphasis. Other positive factors are the inclusion of EiEPC into a transitional education plan (TEP) or education sector plan (ESP) and/or national strategies, and the existence of well-capacitated and connected humanitarian and development coordination mechanisms.

47. Both the FER and MYRP evaluations concluded that the role of the government is a key determinant of country-level complementarity and alignment. Where governments were or became active in the country-level humanitarian or refugee coordination mechanism, and thus influenced design and implementation of the FER or MYRP, they helped pave the way for government or development funding to build on humanitarian interventions. Because both the FER and MYRP proposals are designed through the humanitarian education coordination mechanism, they do not

always connect well to government processes and strategies or to development actors. The FER evaluation considered that where FERs can do more to work with and through governments, especially when doing so would not violate humanitarian principles, it would help to set out a landing path for other humanitarian and development action to follow.

48. For the MYRP, in addition to government ownership, factors that have supported greater coherence are the inclusion of EiEPC into a transitional education plan (TEP) or education sector plan (ESP) and/or national strategies and the existence of well-capacitated and connected humanitarian and development coordination mechanisms. However, the complementarity of MYRPs in relation to TEPs/ESPs when LEGs are involved has not been clear in practice. This is frequently linked to country-level coherence issues between GPE and ECW (see Finding 5 above).

Internal coherence at country level

Finding 9. There is room to strengthen coherence between FERs and MYRPs in-country and to use the AF more effectively to complement the FER and MYRP modalities.

49. ECW faces a challenge to internal coherence between the three modalities at country level. The FER and MYRP evaluations found little explicit alignment between Initial Investments, FERs and MYRPs, due in part to limited institutional memory at country level about ECW investments given the high turnover of humanitarian staff. Even when a MYRP follows a FER, it may not directly build on the FER. However, there has been more coherence between Covid-19 FERs and MYRPs. Evaluations found that grantee or coordination group efforts rather than ECW processes facilitate coherence and learning within and between FER and MYRP grants in implementation.

50. There is broad agreement among stakeholders that a key added value and priority for the AF is in its potential to complement FER and MYRP modalities at country level and improve both design and implementation processes. However, the FER evaluation found limited connection between the AF and FERs. The MYRP evaluation found a conceptual connection between AF and MYRP investments in that the work funded by the AF is aligned with challenges that many MYRP countries face, for instance in terms of strategies to strengthen and adapt EMIS to EiEPC settings and measure learning outcomes. However, the evaluation found limited understanding among country-level stakeholders about the AF in general and about the connectedness between the modalities in particular, including ways in which learning and outputs from the AF are being used/ will be used to complement the MYRP and FERs. Overall, there has not been a consistent or systematic approach to ensuring this country-level complementarity. Key reasons for this include the lack of explicit links in grant application and reporting templates, the lack of monitoring of AF outputs and the use of this to feed into MYRPs/FERs, as well as the limited human resources to manage AF work (see Annex L).

51. The ECW Secretariat is now developing a MYRP manual with more alignment, including in the application and reporting templates. The ECW Management Response in relation to the MYRP evaluation notes that MYRP instructions and accompanying orientations from the ECW Secretariat will be revised so that flexibility is built into the design of MYRPs with the aim to utilize the global public goods being produced by AF investments. In addition, from 2022 onwards, AF applications will need to specify how they will link to MYRPs and if not, what the rationale is for standalone initiatives.

3.5 ECW 'S STRATEGY AND THEORY OF CHANGE

EQ1.4 How clear and relevant are ECW's strategy and its associated theory of change (ToC)?

Clarity and relevance of ECW strategy

Finding 10. The basic strategy set out in the Strategic Plan 2018-2021 is clear, both in presenting the rationale for ECW, and in explaining its business model. It left various elements of strategy (e.g. for the Acceleration Facility, gender and capacity strengthening) to be further elaborated in subsequent documents, some of which were only completed much later.

52. The basic strategy set out in the Strategic Plan (SP) 2018-2021 is clear, both in presenting the rationale for ECW, and in explaining its business model, which closely followed earlier design

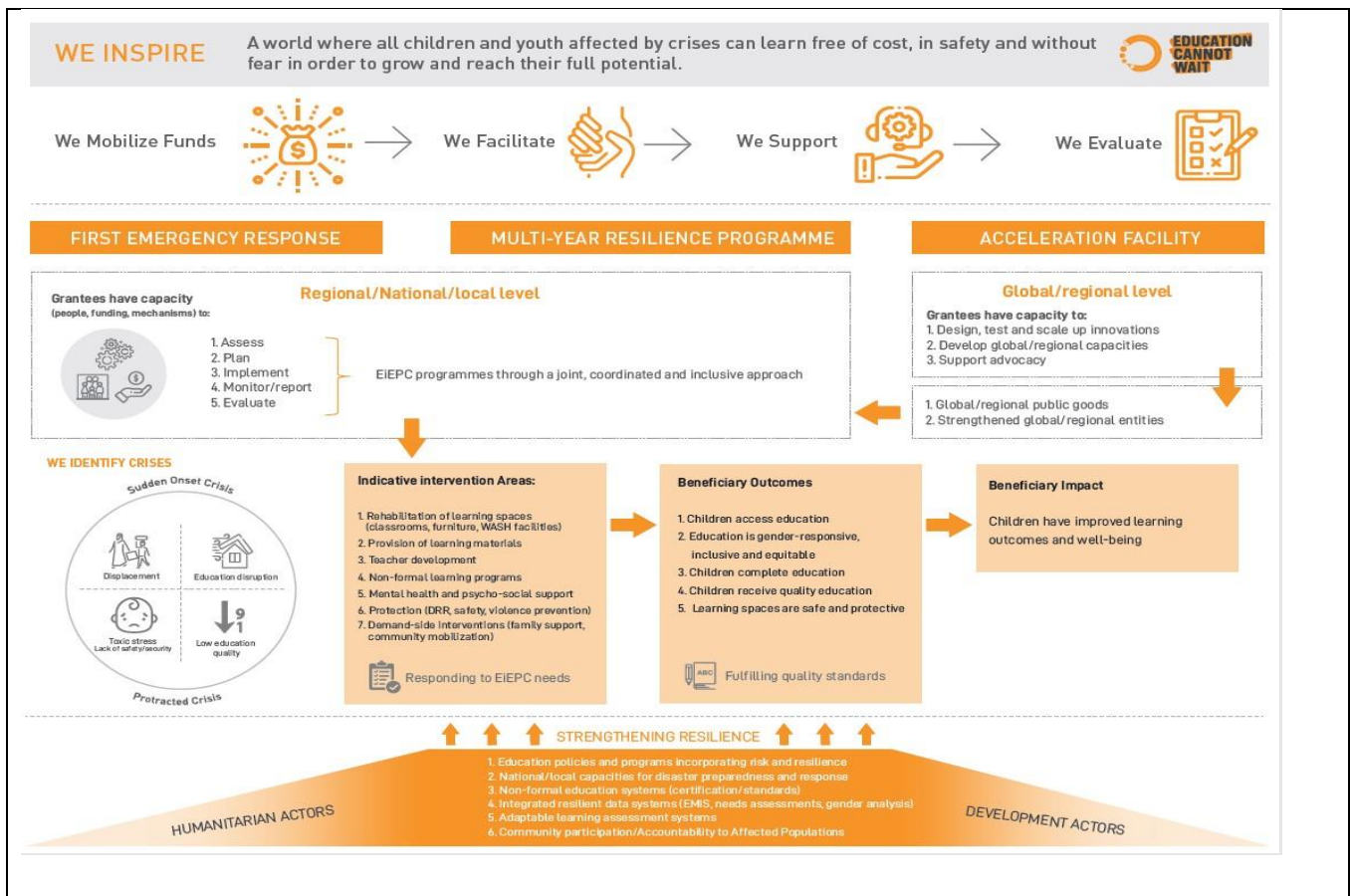
documents. Unsurprisingly, the SP is quite high-level and was supplemented by subsequent strategy documents (see the guide to key documents in Annex F). These included strategies on advocacy and communications, the Acceleration Facility, resource mobilisation, gender, and capacity development. There was also further elaboration of risk frameworks and the results framework. Some concepts, including gender approaches and capacity development were not clearly defined, and the capacity development framework was slow to emerge (only finalised in 2022). The strategy is stronger on advocacy than explaining the detail of how ECW would achieve results.

Clarity and relevance of the theory of change

Finding 11. The SP 2018-2021 did not include a full theory of change, and the version currently used was developed later. It serves advocacy purposes well, but fails to clarify underlying assumptions which would make the ToC a more relevant instrument in guiding implementation, and could also be more effectively used to link to monitoring and reporting.

53. The SP 2018-2021 did not include a full theory of change, and the version currently used was developed later (see Figure 3 below). Like the SP it is oriented towards advocacy (and serves that purpose well). Although it is linked to different stakeholder roles through the Operating Manual, the underlying assumptions (notably about collaborators' roles in achieving collective outcomes, the complementarity of different instruments, and complementarity with country structures and planning processes) are not made explicit, and it is too aggregated to serve as a practical theory of change for the three investment windows. It is unrealistic to expect a single overall theory of change to capture everything, but it is important to use theory of change techniques for analysis linked to monitoring and reporting as well as for advocacy.

Figure 3 ECW's current Theory of Change



4. Is ECW doing things right?

Key Question 2: To what extent is ECW fulfilling the core functions and achieving the systemic outcomes set out in its strategy?

4.1 INTRODUCTION

54. This chapter addresses Key Question 2: To what extent is ECW fulfilling the core functions and achieving the systemic outcomes set out in its strategy? (These are summarised in Box 2 below.) The subquestions focus on the results achieved by ECW. The applicable evaluation criteria (as elaborated in the evaluation matrix at Annex E) are effectiveness, efficiency, coherence, connectedness and sustainability.

Box 2 ECW's Beneficiary Outcomes and Systemic Outcomes

ECW aims to achieve the following collective beneficiary education outcomes:

(1) access; (2) continuity; (3) equity/inclusion and gender equality; (4) quality education and learning, and (5) safe, healthy and protective learning environments;

while also supporting the following systemic outcomes:

Increased political commitment for Education in Emergencies (EiE); Increased mobilization of resources; More joint and rapid EiE responses; Strengthened EiE preparedness and response capacities; Improved evidence and accountabilities.

Source: Terms of Reference (Annex A, ¶2)

4.2 ECW AND POLITICAL COMMITMENT

EQ2.1 To what extent has ECW helped to strengthen the level and quality of political commitment to EiEPC at global and country levels?

ECW objectives and activities

55. The first of five core objectives for ECW, as set out in its Strategic Plan 2018–2021 is to inspire political commitment: "ECW seeks to shift education from the margins to the centre in priority setting, policy-making and financing.". This is to be achieved through advocacy and partnerships, at both global and country levels, and practically at country level through planning and implementing ECW's investments. The HLSG and ExCom are embodiments of the global partnership, and ECW's investments are practical vehicles to promote political commitment at country level. ECW uses its general advocacy and communications to reinforce its messaging.

Assessment

Finding 12. ECW is the product of a larger movement to strengthen the level and quality of political commitment to EiEPC at global and country levels. ECW, through its advocacy and investments, has made a substantial contribution towards reinforcing political commitment to EiEPC and towards advocating for quality and inclusive approaches.

56. The WHS in 2016, gave unprecedented recognition to the importance of education within humanitarian responses and saw the launch of ECW as a practical vehicle to strengthen support for education in crises and across the nexus. ECW was thus the product of a larger movement to strengthen the level and quality of political commitment to EiEPC at global and country levels. However, it has since become a centrepiece for efforts to strengthen support for EiEPC, and there was strong recognition among our interviewees of ECW's role in reinforcing the movement that gave birth to it. The Global Hub (as noted in section 3.3 above) is a further reinforcement, with ECW participation, of efforts to strengthen the public and political profile of EiEPC.

57. The FER and MYRP evaluations provide further evidence of ECW's contribution to political commitment. Thus:

FERs: The FERs are important to reposition education as a priority on the humanitarian agenda. (Mokoro, 2020a, Finding 2)

MYRPs: Political commitment: Many respondents at the global level attributed an increased focus on EiEPC to ECW. ECW has generated and fostered political commitment to EiEPC at the global level, made apparent by the number of donors and foundations on the ExCom channelling their funding to EiEPC, including those considered development actors and who are not typically involved in EiE. (OPM, 2021b, Box 20, key findings on effectiveness, p69-70)

58. ECW has generated and fostered political commitment at the global level, made apparent by the number of donors and foundations on the ExCom who are considered development actors and who are not typically involved in EiE. In addition, through the MYRPs, ECW has put a spotlight on education in countries affected by protracted crises, and this has helped to put EiEPC on the global agenda. Many respondents at the global level credit ECW with stimulating an increased focus on EiEPC (OPM, 2021b, p71-72, OrgEval interviews). Moreover, ECW's global advocacy on behalf of the gender, mental health and psycho-social support (MHPSS) and protection dimensions of EiEPC and reaching those left furthest behind (e.g. IDPs, refugees, girls, children with disabilities, children from vulnerable groups), combined with a focus within the FERs and the MYRPs on these issues and vulnerable groups, have helped to reinforce political commitment to quality and inclusive EiEPC. The next section considers the extent to which political commitment has been reflected in resource mobilisation.

4.3 ECW AND RESOURCE MOBILISATION

EQ2.2 To what extent have ECW's resource mobilisation strategy and approaches been successful at global and country levels?

Context and ECW objectives

Global needs and the EiE funding gap

59. At the time of launch of ECW, the global funding gap for EiE was estimated at USD 8.5 billion annually based on 75 million children in emergencies in need of education and an unmet cost of USD 113 per child. By extension, and in the absence of better data, this gap, given increased numbers of impacted children – 198 million children out of school or not learning (ECW, 2022f) – may now exceed USD 20 billion per annum.

60. It was the unmet funding need that originally inspired the call, at the World Humanitarian Summit in 2016, to establish ECW. This need still forms the context for ECW's resource mobilization efforts today. As illustrated in Section 3.2 above, Figure 1, there has been a large increase in funding needs and funding appeals for EiE. While there has been some increase in overall funding to EiE, the unmet volume of appeals has also increased. Global humanitarian funding for education in the period 2017-2021 is in the range of USD 400-500 million per year (ECW, 2022f), and the global funding gap has grown substantially over ECW's lifetime.

ECW's resource mobilisation strategy

61. ECW's Strategic Plan 2018-2021 highlights the generation of additional funding as a core function of ECW, with increased funding for EiE as a systemic output. The corresponding Strategic Objective 2 is envisaged to achieve two strategic results: (a) increased funding raised and leveraged by ECW at country and global level and (b) increased funding as a result of innovative approaches and new partnerships. The Strategic Plan noted that a full resource mobilisation strategy would be developed during 2018.

62. There was a strong emphasis on additionality in ECW's resource mobilisation:

As a funding mechanism, ECW was created to "grow the pie" for the sector, and calls for "more for everyone" on the ground. As such, it supplements, as opposed to competing with, implementing agencies for programming funds. (ECW, 2018a)

The role of "leveraged" funding

63. From the outset, ECW's resource mobilisation role was seen as extending beyond fund-raising for its own trust funds:

ECW will leverage resources at country level, fundraise for its global fund, and advocate for increased education in emergencies resources, including in countries in which it is not directly working.

64. ECW planned that its investments would crowd-in funding from other sources, both to supplement funding for ECW programmes and to finance similar investments with aligned objectives and target groups. This approach was embodied in the strategy of "seed-funding" for MYRPs, whereby ECW would fund only part of a programme that it helped to develop, anticipating that this would catalyse additional complementary funds for the programme (see Box 3 below).

65. ECW has defined 'leveraged funds as existing and new country programme funding that responds to the needs of MYRP target populations is aligned with MYRP outcomes and coordinated with MYRP partners through the relevant coordination mechanisms'. Data to estimate 'leveraged funds' is collected at the country level with the support of ECW MYRP grantees. (For a detailed review of the leverage concept and ECW's approach to calculating leverage, see Annex I. More recently, ECW has been more guarded in its "leverage" terminology, focusing more on "aligned" funding.)

Box 3 Evolution of ECW's seed funding for MYRPs

The MYRP application process requires the development of a budget for a quality response across the nexus, and ECW makes funding available through seed funding to a small percentage of that larger response. The first generation MYRPs, launched in 2018, included some resource mobilisation targeting but there was a limited focus on how this should be approached. As a result, there was confusion on the part of MYRP partners about which parts of the budget for a quality response across the nexus ECW was funding and how additional funds would be raised. The ECW Secretariat has worked to address these problems, and the MYRP application guidance and templates revised in 2020 are clearer about the ECW seed funding contribution and put greater emphasis on resource mobilization and a scale-up strategy. For instance, prior to the 2020 template revision, ECW required a results framework that covered the entire MYRP, encompassing both the portion covered by ECW seed funding and wider sectoral response. With the revised third generation application, the focus of the results framework is on the ECW seed funding. In addition, the revised MYRP template now requires applicants to describe how they would utilize additional funding that is catalysed, separate from ECW seed funding, such as by expanding into priority regions and/or expanding the service delivery package.

For example, the first generation MYRP in Bangladesh does not include a fundraising or scale-up plan, but simply mentions that 'fundraising will continue' without providing any details on how this will be done. From the same generation, Afghanistan has a scale-up plan, but there are no details about how resources will be leveraged to fund it. In Ethiopia, a second generation MYRP, the proposal explains that the seed funding is intended to be used during the inception phase, but no further fundraising strategy is provided in the proposal. The third generation MYRPs approved at the end of 2020 for Burkina Faso, Colombia, Democratic Republic of Congo (DRC), Ecuador, Mali, Niger, Nigeria and Peru are more focused on resource mobilization and scaling up as separate results. In particular, good practices are seen in the Nigeria and Niger MYRP plans, which explicitly address how the MYRP and its seed funding aligns with other sources of funding. The Niger MYRP presents a description of other sources of funding and other programmes as well as a brief indication of how the MYRP does or does not build on what is there. The Nigeria MYRP, which is aligned to an existing multi-year EIE strategy, provides an overview of the funding mechanisms that will support the MYRP, in addition to ECW seed funding, as well as an explanation of how each links with the Nigeria MYRP. The Mali and Burkina Faso MYRPs were used to mobilize an additional USD 10m and USD 2m respectively from the US Government.

Approaches to innovative funding

66. ECW's Resource Mobilization Strategy 2018-2021 (ECW, 2018c) also emphasizes under its '3rd Component' the importance of developing Innovative Finance Approaches. The Resource Mobilization Strategy notes that "Innovative finance offers opportunities to complement income mobilized through donors" and anticipates USD 36 million in funding by 2021. A fuller elaboration of options is set out in the Approaches to Innovative Financing paper also published in September 2018.

67. The innovative financing paper (ECW, 2018i) sought to “deepen and broaden the resource base” both by tapping new sources of financing in addition to existing bilateral donors, and by working to develop innovative financing instruments, such as impact bonds and – linking to the International Finance Facility for Education (IFFEd) – seeking to increase access to concessional financing for middle income countries (MICs). It envisaged a very proactive role for ECW, in collaboration with others, to identify and operationalise innovative financing mechanisms.

ECW's overall Resource Mobilisation targets

68. A detailed account of the origins and adjustments of ECW's resource mobilisation targets is provided in Annex I. The original resource mobilization ambition proposed at the inception of the fund was for USD 3.85 billion for the first five years (starting from USD 153 million for the first year and rising to USD 1.5 billion for the fifth year). Against an estimated USD 8.5 billion annual funding gap this would have represented around 17.5 percent of the unmet need by the fifth year of the new fund's operations. Initial documents suggest that this funding target referred to ECW direct investments, but later documents present the targets as inclusive of 'leveraged' funds.

69. The resource mobilization targets were reviewed and scaled down during 2018. This prompted the Director to express the following concern in relation to the 2018/19 resourcing target:

“She emphasized that this amount [USD 252 m] is 1/4 of the original ambitious target of \$1 billion USD. Thus, while the revision of the original targets was a much necessary exercise, she cautioned not to continue to reduce targets as this would not be a logical direction in building a global fund for EiE.” (ExCom minutes 28 August 2018)

70. The Resource Mobilization Strategy 2018–2021 (ECW, 2018c) 'estimated that a total of USD 1.84 billion would be required over the period 2018 to 2021', and proposed a target for 2021 of USD 1 billion, rather than the previously proposed USD 1.5 billion. It also specified that around two thirds of the funding target would be achieved through leveraged funds. The Resource Mobilization Strategy 2018-2021 makes the link to the strategic plan of the same timeframe and in particular to its Strategic Objective #2 to “Increase Financing for Education in Crises” which entails mobilizing resources to be channelled directly through ECW as well as leveraging additional resources at country level through joint multi-year programmes facilitated by ECW.

71. A revised Investment Case (ECW, 2019j) was published in April 2019 and reflected the funding requirements identified in the Resource Mobilization Strategy. A total amount of USD 1.8 billion was sought, differentiated between ECW trust fund (USD 673 million) and co-financing (USD 1133 million), see Table 4 below. The Investment Case made strong arguments for the importance of supporting EiE but was less explicit in justifying the overall target or the target for the ECW trust fund.

Table 4 ECW's resource mobilisation target in 2019

USD millions	2019	2020	2021	Total	%
ECW Trust Fund	138	215	320	673	37%
Catalyzed in-country co-financing	83	366	684	1133	63%
Total	221	581	1004	1806	

Source: A Call for Action: A case for investment in quality education in crisis (ECW, 2019j).

72. A further Investment Case issued in May 2021 (ECW, 2021c), with a particular focus on the impacts of Covid-19, sought to raise USD 400 million for ECW and leverage a further USD 1 billion, to fill a funding gap addressing needs from 2021 to 2023.

73. Resource mobilization for the next strategic plan 2023 to 2026 has featured prominently in discussions at HLSG and ExCom meetings in 2021 and 2022. In recent deliberations, including at the ExCom Strategic Planning Retreat in May 2022, the resource mobilization targets for 2023–2026 are

being proposed at USD 1.5 billion over four years, an increase from USD 1 billion previously floated. The target is inclusive of some funds already pledged for the next SP period.

74. In justifying this higher target, the Secretariat advised the ExCom that the target has emerged from internal exercises and discussions, feedback from consultations with ExCom, recent evaluations, increasing the capacity of the Secretariat, increasing the FER allocation and expanding the outreach of the MYRPs. The originally set USD 1 billion, it was noted, would fall short of meeting ECW's commitments (ExCom minutes 17 March 2022).

75. This USD 1.5 billion target is for ECW Trust Fund financing, therefore excluding any co-finance that ECW might leverage. Equivalent to USD 375 million per year, the ECW contribution would amount to less than 2 percent of the possible annual funding gap (refer above based on USD 8.5 billion for 75 million children, extrapolated for current estimated numbers in need).

Assessment: ECW's direct resource mobilisation

Finding 13. Direct resource mobilisation: At an early stage ECW's resource mobilisation targets were revised downwards to what were seen as more realistic levels. Resources raised for the ECW trust fund to date are broadly in line with the revised target (based on funds pledged, not all of which may have yet been received). Although the funds raised are significant, they are a small contribution to closing the EiE funding gap. This gives added importance to ECW's indirect¹¹ resource mobilisation efforts. ECW has diversified its donor base to over twenty contributors, including six private or foundation funders, but it remains predominantly reliant on traditional bilateral donors.

Funds raised for ECW trust fund

76. Against the reset aspirations of the 2019–2021 Investment Case, being USD 673 million, resources received of USD 476 million fell short of the target (Table 5 below). However, these numbers are not directly comparable, to the extent that ECW distinguishes between funds received and funds pledged but yet to be received. Thus, resources mobilized by ECW for its first five years to 2020 were reported as USD 684.5 million in the ECW Annual Report 2020, (ECW, 2021a), which exceeds the USD 573 million target. The total based on current information from ECW's public finance database, amounts to just under USD 1.1 billion (see Table 5 below). This latter figure however includes funds receivable from 2022 to 2026 including the new EUR 200 million multi-year grant announced by Germany in January 2022.

¹¹ By indirect RM we mean funds mobilised by ECW other than those which are contributed to the ECW trust fund.

Table 5 Resources mobilised for the ECW Trust Fund (status as of May 2022)

Sum of Amount (+) millions €	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	Grand Total
Bilateral contributor	\$25.75	\$83.86	\$90.43	\$198.37	\$117.43	\$97.62	\$126.39	\$59.38	\$57.08	\$57.08	\$57.08	\$970.46
Australia		\$1.53	\$3.62	\$2.02								\$7.17
BMZ		\$18.72	\$11.38	\$30.94	\$16.47	\$1.21	\$57.08	\$57.08	\$57.08	\$57.08	\$57.08	\$364.11
Bulgaria			\$0.12									\$0.12
Canada		\$7.52	\$8.10	\$37.12	\$4.01	\$5.54						\$62.29
Denmark		\$14.32	\$27.73	\$22.09	\$24.87							\$89.01
FCDO	\$9.38	\$13.42	\$15.45	\$49.64	\$30.45	\$16.53	\$24.48					\$159.35
FDFA							\$0.31	\$0.31				\$0.61
Finland					\$7.17							\$7.17
France		\$2.28				\$4.66						\$6.94
Ireland				\$4.40	\$1.02	\$4.70	\$3.29					\$13.40
Netherlands	\$7.43		\$6.94	\$3.33	\$10.54	\$2.33	\$0.99					\$31.56
Norway	\$7.94	\$6.07	\$8.20	\$21.47		\$22.19	\$17.35					\$83.22
PRM		\$10.00		\$10.00	\$5.00	\$14.00						\$39.00
Sweden			\$8.90	\$9.35	\$11.54							\$29.79
Switzerland				\$6.01	\$4.06	\$3.46	\$1.90					\$15.43
USAID	\$1.00	\$10.00		\$2.00	\$2.30	\$23.00	\$21.00	\$2.00				\$61.30
Multilateral contributor		\$5.92	\$13.14		\$13.90			\$29.07				\$62.04
DEVCO		\$5.92	\$13.14		\$13.90			\$29.07				\$62.04
Private or foundation		\$2.00	\$1.00	\$6.46	\$20.47	\$21.06	\$5.06	\$1.25				\$57.31
Dubai Cares		\$2.00	\$1.00	\$3.25	\$1.25	\$1.25						\$8.75
Global Citizen					\$0.01	\$0.00	\$0.00					\$0.01
LEGO Foundation					\$16.25	\$17.49	\$5.00	\$1.25				\$40.00
Porticus					\$0.55	\$2.31	\$0.06					\$2.92
Theirworld				\$3.21	\$1.43							\$4.64
Verizon					\$0.99							\$0.99
Grand Total	\$25.75	\$91.79	\$104.58	\$204.83	\$151.80	\$118.67	\$131.45	\$89.70	\$57.08	\$57.08	\$57.08	\$1,089.80

Source: ECW Public Finance Data Base May 2022

Note: Based on actual and projected cash flow.

77. However, based on the trajectory of ECW Trust Fund resource ambitions and receipts, they are modest relative to the overall computed EiEPC funding gap (see Table 6 below). This gives added significance to ECW's ambitions for indirect resource mobilisation.

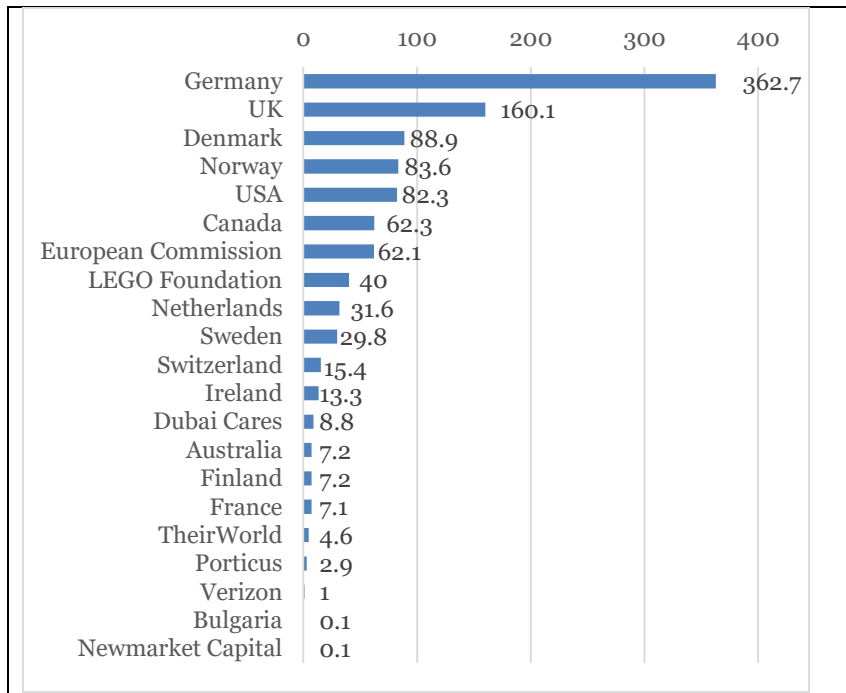
Table 6 ECW Trust Fund Resource targets vs. estimated funding gaps

USD millions	2019	2020	2021
ECW Trust Fund	138	215	320
Proportion based on \$8.5bn unmet need	1.6%	2.5%	3.8%
Proportion based on \$20bn unmet need	0.7%	1.1%	1.6%

Source: Resource targets based on A Call for Action 2019 (ECW, 2019j), proportion calculations based on unmet need assessments.

78. Reporting on Risk Management, the following was noted, highlighting the concerns related to meeting resource mobilisation targets: "Falling short of achieving the 2019-2021 resource mobilisation target is currently the key risk requiring attention under ECW's Corporate Risk Framework, and addressing this issue is a shared responsibility of all HLSG members as risk owners" (ExCom 24th June 2020).

79. ECW has diversified its donor base to over twenty contributors, including six private or foundation funders (see Figure 4 below). However, the pattern of contributions suggests that not all donors are making regular (e.g. annual) commitments. The large majority of the funding mobilized of just under USD 1.1 billion as at January 2022, inclusive of multi-year pledges due through to 2026, comes from bilateral donors (89 percent). Multilateral sources (European Commission) account for 5.7 percent and private donors 5.3 percent. The breakdown by donors is shown cumulatively in Figure 4 and by year in Table 5 above.

Figure 4 ECW donors 2016-2022, cumulative commitments, USD million

Source: <https://www.educationcannotwait.org/about-us/>

Assessment: ECW's indirect resource mobilisation

Finding 14. Indirect resource mobilisation: Most stakeholders agree that ECW's existence and advocacy have helped to raise the profile of EiEPC and to encourage higher levels of funding than might otherwise have become available. However it is inherently very difficult to demonstrate ECW's responsibility for indirect resource mobilisation, and this evaluation's review of global data was unable to detect a clear "ECW effect". The quest for innovative forms of financing has not thus far been successful. In most cases, complementary funding targets for MYRPs have fallen short of ambition. ECW has made systematic efforts to monitor "leveraged and aligned" funding in MYRP countries but the evidence that such funding is a result of ECW's efforts is weak. There is a risk that ECW claims of "leveraged" resource mobilisation will be counterproductive.

Innovative financing

80. Despite the Resource Mobilization Strategy seeking to raise USD 36 million in innovative financing by 2021, there is no evidence of such funds being secured. The 'Approach to Innovative Financing' paper identified seventeen different mechanisms/instruments and prioritised within this list. It does not appear that, in practice, the approach to innovative financing has been very vigorously pursued. Moreover, some of the potential instruments identified in the innovative financing approach paper (e.g. long-term impact bonds) do not seem a very plausible approach to emergency funding in crisis contexts.

ECW contribution to global resource mobilisation

81. As noted in Section 4.2 above, ECW has helped to strengthen global political commitment to EiEPC. Most stakeholders agree that ECW's existence and advocacy have helped to raise the profile of EiEPC and to encourage higher levels of funding than might otherwise have become available.

"Leveraged" resource mobilisation

82. As shown in Table 4 above, ECW planned to mobilise nearly twice as much in "catalysed in-country co-financing" as was channelled through its trust fund, and ECW has claimed large amounts of leveraged funding, mainly linked to MYRPs. ECW's approach to definition and measurement of leveraged funding is extensively discussed in Annex I. ECW defines 'leveraged funds as existing and

new country programme funding that responds to the needs of MYRP target populations, is aligned with MYRP outcomes and coordinated with MYRP partners through the relevant coordination mechanisms'. Data to estimate 'leveraged funds' is collected at the country level with the support of MYRP grantees, and follows several defined steps towards classifying funds as "leveraged" or "aligned" (see Figure 51 and Table 29 in Annex I).

83. An exercise linked to the MYRP evaluation used this tracking methodology and focused on the 10 initial countries where ECW started supporting MYRPs. It estimated that USD 1.03 billion had been leveraged. However, there are serious doubts about the robustness of this estimate. The evidence that ECW is in some way responsible for the mobilisation of (much of) these additional funds is tenuous (see ¶85 and Box 4 below), while collecting the data is a considerable burden on grantees as well as ECW staff. A number of ECW's donors have made it clear that they do not regard ECW's claims for leverage as well-founded. ECW clearly does leverage some additional funding – notably the co-financing of MYRP programmes themselves which is recorded as "in-country" funding by ECW¹² (see Figure 19 in Annex H). However, this component is reported as part of ECW's direct fund raising, so is not included in the "leverage" estimates.

84. As indicated in Box 3 above, the MYRP requirement for grantees themselves to mobilise additional MYRP funds in-country is challenging for grantees, and it is not obvious that they have a comparative advantage in resource mobilisation as opposed to programme implementation. The low percentage of "seed funding" allocated by ECW carries a risk that few MYRPs will actually be fully funded or fully implemented.

85. There are weaknesses in global data on funding flows for EiEPC, but the OrgEval team explored the available data on emergency/humanitarian and development funding to see if various possible "ECW effects" on aggregate EiEPC funding could be detected. Methodology and results are reported in Annex J, and its main conclusions are reproduced in Box 4 below. Based on the evidence, it seems reasonable to conclude that, if ECW is leveraging additional funding for EiEPC, it is likely to be doing so at a much smaller scale than the estimates made by ECW. Paradoxically, claims about large amounts of leveraged funding for EiEPC might have the effect of undermining rather than reinforcing the case for additional EiEPC funding.

Box 4 Findings on "leveraging" from OrgEval analysis of global data

Annex J uses global data to test different hypotheses in relation to ECW's ability to leverage new or additional funding for education. The results do not confirm or provide evidence supporting any of the hypotheses formulated about the possible effect of ECW's grants on EiE funding and development funding for education. ECW claims that it leveraged USD 1.032 billion in 2020 through ten Multi-Year Resilience Programmes (MYRPs). If all or a significant share of these funds were new or additional, one would expect to see some sort of effect in EiE or development funding. Global EiE funding for education in the period 2017-2021 is in the range of USD 400-500 million per year (Figure 52 below). Development funding for education over the same period is in the range of USD 4-5 billion. In this context, even a 20 percent or 25 percent share of additionality should have a visible effect not only in these countries, but also on the funding levels described in this report. Based on the evidence, it seems reasonable to conclude that, if ECW is leveraging additional funding for EiEPC, the effect is much smaller than the estimates made by ECW.

Annex J does not argue that ECW does not leverage additional funding. It is possible that the data is inaccurate or the effect too small to be detected with the approaches used in this document. It is also possible that ECW has had an effect in some countries and not others. Since the analysis is based on aggregated data, trends in individual countries have not been considered. Performing an analysis on a country-by-country basis would require a much higher level of detail in order to reach valid conclusions and adjust for external factors.

Source: Annex J

¹² 'In-country' funding refers to additional funding that is provided by donors for a specific MYRP and channelled through ECW's Trust Fund (e.g. a donor wants to support the MYRP in Tanzania and gives earmarked funding to ECW which in turn transfers the funds to the country). Direct funding provided by donors to MYRP grantees is not counted by ECW in the database.

4.4 ECW AND PLANNING AND REVIEW PROCESSES

EQ2.3 To what extent has ECW promoted quality joint planning and review processes through its programmes?

ECW objectives and activities

86. ECW's Strategic Plan (2018-2021) states one of its principal objectives is to remove barriers preventing humanitarian and development actors from working together in EiEPC contexts. As such its value add is articulated as its joint programming approach, which requires joint planning and collaboration and collective outcomes towards one framework or roadmap.

87. Through its focus on consultation with both humanitarian and development actors, coordination between humanitarian and development coordination bodies (i.e. LEG and Cluster/Refugee Education Working Group (REWG)), and collaboration on planning processes, the process to develop a MYRP operationalises joint analysis, multi-year planning, and joint programming in protracted crises. These actions have been codified in the 2021 MYRP Application Instructions and Template and MYRP Preparation Checklist, which highlight the importance of establishing inclusive consultative processes between the government, and the humanitarian and development communities to support the preparation of a MYRP. The instructions, application template and checklist also underscore that a MYRP should support and align with existing education sector strategies and plans, and be well coordinated with other funding likely to support similar activities, such as that of GPE. ECW has also recently required joint reporting on MYRPs where there are multiple grantees/subgrantees.

Finding 15. Both the FER and MYRP instruments are designed to promote joint planning and review processes, and can do so in practice. In both cases ECW has drawn on experience to strengthen the processes and procedures involved. The challenges are greater for MYRPs because of the complexities of operating across the nexus and the need to link both to cluster/refugee coordination mechanisms and to the development coordination mechanisms. ECW is working to implement relevant recommendations of the MYRP evaluation.

88. Both the MYRP and FER evaluations found that these modalities, through explicitly mandated processes and procedures of joint planning for grant design and reporting, can support joint planning and review processes and document positive results and examples of this. The FER analysis found a general trend of improved joint planning and review processes. In particular, the FER promotes a joint, coordinated and inclusive approach to EiE in countries when there is strong leadership and capacity at country level. However, findings were also nuanced in that a number of factors influence how well they do this and the quality of the process. For instance, the evaluation found a tendency towards fragmentation of grants as a characteristic of joint planning, which can limit the strategic quality of FER interventions. ECW has taken actions to address this problem. In the ECW management response, ECW notes that it will use additional instruments such as joint planning via revised templates and online grant applications, and with it strengthened transparency on and for all involved grantees, and joint reviews and reporting. By the end of 2021, the Secretariat had revised the grant application templates to ensure a single joint approach and finalized a joint reporting template. It is too early to assess the effects of these changes.

Finding 16. ECW has taken action to improve inclusivity of processes for both country-level modalities, including with recent stronger attention to inclusion of women's groups. Meaningful engagement with local authorities, development coordination mechanisms and stakeholders, local NGOs and civil society needs continued priority.

89. The MYRP evaluation found that the MYRP has promoted joint, inclusive and evidence-based planning and coordination, particularly in contexts where there is strong government engagement, existing capacity at country level and effective coordination by and between humanitarian and development mechanisms. In contexts with limited government engagement in EiEPC, the MYRP's ability to strengthen joint humanitarian-development planning and coordination has been limited. In

such contexts, the modality has strengthened inclusive, evidence-based humanitarian planning and coordination, but with limited engagement from development stakeholders (OPM, 2021b).

90. The FER and MYRP evaluations found that consultation processes engage humanitarian actors already within Education Clusters or refugee coordination mechanism, and benefits them, but that engagement with other stakeholders is more ad hoc. In particular, FER and MYRP timelines for proposal drafting and selection of grantees exclude most local NGOs, which do not have the same means as the UN and international NGOs (INGOs) to turn around proposals fast and in English, nor are they often HACT¹³ assessed. Both evaluations find a general trend towards improved processes, although the inclusivity of processes continues to need strengthening. In particular, the MYRP evaluation recommended that ECW and partners should continue to develop a more systematic approach to inclusive MYRP processes by targeting local and national civil society and NGOs operating across the humanitarian–development nexus. This will require stakeholder analysis and capacity assessments to be conducted during the MYRP initiation and design phases, with an explicit aim of increasing the active participation of local NGOs and civil society partners. Many of our informants noted that ECW could accomplish this more proactively by building capacity in-country and supporting local systems to gain the administrative and financial capacities needed to receive funds (this issue is further discussed in Section 4.5 below).

91. Since 2021 grantees have been expected to partner with local women organisations for the implementation phase of MYRPs. Local women organisations are also part of the MYRP development committee. In-country coordination mechanisms such as the gender in Humanitarian Action working group and gender-based violence (GBV) in emergencies sub-cluster/working group are systematically engaged in the design of the MYRP and provide overall gender support.

92. Based on the FER and MYRP evaluations, ECW has taken action to improve inclusivity of processes for both modalities. The management response to the FER evaluation findings notes that the Secretariat will apply flexible timelines for quality while still ensuring rapid response by:

“strengthening the engagement and communication with all country-level partners, including on an agreed timeline that works in the specific context.... This communication from ECW will be primarily done through the appropriate EiE coordination mechanism (Cluster, EiE Working Group, Refugee Working group etc.), but with a clear requirement to be inclusive in the messaging to a broad group of potential partners, including national/local NGOs.”

93. The reporting against that commitment notes that ECW has proposed timelines in FER orientation sessions given to country partners and has followed up in each case to see whether these need to be extended in order to develop better responses. There is no mention as to how ECW is ensuring that communication from the coordination mechanism is inclusive of all potential partners, including national/local NGOs. This remains an issue to take up with Education Clusters in particular, as the FER and MYRP require strong engagement from coordination mechanisms that engage local partners and work collaboratively across a range of education stakeholders representing the full learning cycle to identify needs and capacities.

94. Another group of stakeholders whose inclusion in MYRP joint planning and review processes is critical and yet has been ad hoc is development stakeholders. The limited participation of development stakeholders presents a challenge to the long-term planning for and sustainability of MYRP interventions. ECW is aware of this challenge and discussions are ongoing as to the best way to address this. The ECW management response to the MYRP evaluation’s recommendation on sustainability, resilience and long-term planning notes that the ExCom will take the responsibility to initiate “a focused discussion with GPE to ensure, where possible, systemic engagement with LEGs [local education groups] on the integration of MYRP components into TEPs [transitional education plans] and ESPs [education sector plans]” for long-term joint planning and sustainability. An action that ECW will take forward from this is to develop a clear position on what is meant by MYRP sustainability, which is likely to involve developing a set of principles of sustainability that guide in-

¹³ HACT = Harmonized Approach to Cash Transfers.

depth discussions, including with local education groups, on sustainability of the MYRP at a national country level. To the evaluation team's knowledge, this has not yet been done, but would be useful. Such discussions should take into account the recent country-based progress on joint planning with the LEG in Afghanistan, on which ECW and GPE can build, as well as how humanitarian and development coordination mechanisms can support on-going monitoring of progress.

4.5 ECW AND CAPACITY STRENGTHENING

EQ2.4 To what extent has ECW strengthened global and country-level capacities in EiEPC programming and coordination?

ECW objectives and activities

Capacity strengthening objectives of ECW

95. The Strategic Plan 2018-2021 highlights capacity strengthening as a core function of ECW:

ECW invests in strengthening capacity for 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. In particular, ECW seeks to strengthen the capacity of the Education Cluster to coordinate the education in emergencies response. ECW also supports the Comprehensive Refugee Response Framework for predictable multi-year support to refugees. ECW investments may also include financial support to strengthen national capacity. (ECW, 2018a)

ECW's Capacity Development Framework.

96. Under Strategic Objective 4 of the Strategic Plan (2018-2021) – "Strengthen individual and institutional capacity of those leading education efforts in crises and improve delivery systems" – ECW committed to producing a capacity development framework to guide investments in this area. However, the ECW Capacity Development Framework was not finalised until early 2022 (ECW, 2021i), along with a Capacity Development Action Plan elaborating short- and medium-term goals for building capacity in the context of each of ECW's three modalities (ECW, 2022h).

97. The framework establishes a common understanding of what capacity development entails, in order to support ECW to more systematically plan and design its work in this area, achieving strategic results and optimising ECW's value. It identifies three different levels for capacity strengthening – individual, institutional and sectoral systems – which are interdependent and require investment across the continuum. The framework asserts that ECW should focus measurement of change in capacity to respond at a structural rather than individual level, on the basis that measurement of capacity strengthening at the individual level can take time to materialize, be resource intensive and often inconclusive, while changes at systems level over a three-year grant period may be easier to identify and signal sustainable change. For example, rather than measuring a change in number of cluster coordinators, ECW could consider measuring whether or not local capacity to lead the education cluster is in place at the end of a MYRP cycle. (ECW, 2021i).

98. ECW's Capacity Development Framework sets forth two principles to guide its approach to how capacity development initiatives are planned:

- Principle 1. Promote leadership and participation of local actors and end users at all stages of the capacity development project cycle. The process of capacity mapping and needs analysis should be locally driven, identifying national/local expertise and resources, ensuring they are provided with clear roles, responsibilities, and institutional support to effectively participate in and lead capacity development initiatives. Knowledge products and capacity development initiatives should be co-created or designed in consultation with end users, and/or include piloting, translation into local languages and contextualisation to support uptake and use. Capacity development models that leverage comparative advantage of partners for peer learning, capacity exchange and communities of practice should be encouraged.

- Principle 2. Promote quality capacity development initiatives designed to support sustainable change. Capacity development initiatives should be well designed, based on analysis of needs, and provide opportunity for practical application of knowledge, skills, or piloting of new systems. Rather than ad hoc, one-off workshops and trainings, capacity initiatives should provide longer term, sequenced and iterative support for lasting, sustainable change at individual, institutional and systems levels. Sustainable change may be supported by packages that include mentorship, coaching, peer learning, technical staff positions, etc.

99. These principles are consistent with the MYRP and AF evaluation findings.

Assessment

The capacity development framework

Finding 17. Capacity development is at the core of ECW's purpose, and ECW has been actively investing in a diverse, organically evolving portfolio of capacity development initiatives at global and country levels through the FER, MYRP and AF modalities. However, it has taken a long time to elaborate its concepts and approaches for capacity strengthening. The recently completed capacity development framework does not directly address strategic results areas or capacity development needs related to the ECW Secretariat's specific thematic areas, but it does reflect ECW's commitment to gender mainstreaming.

100. ECW has been actively investing in a diverse, organically evolving portfolio of capacity development initiatives at global and country levels through the FER, MYRP and AF modalities. In addition, Secretariat staff themselves contribute to global knowledge products and systems strengthening via global networks and inter-agency working groups. However, as noted above, it has taken a long time to elaborate its concepts and approaches for capacity strengthening. In the meantime, as elaborated in the Capacity Development Findings Report (ECW, 2021I), the ECW Secretariat has held mixed views on what capacity development involves and ECW's role in this area; the lack of agreement on and understanding of what capacity development involves has limited the depth and scope of ECW's investments in this area. Moreover, ECW has tended to focus on technical rather than other less visible capacity gaps at institutional and systems level and showed weak analysis of "systems capacity" gaps and needs (Gomez, 2021). The MYRP evaluation did not find evidence that context-specific capacity needs assessments were used as a basis for the development of capacity building activities. These barriers are beginning to be addressed through the adoption of ECW's Capacity Development Framework in 2022 (see above).

101. As the document itself mentions "[the capacity development framework] does not directly address strategic results areas or capacity development needs related to the ECW Secretariat's specific thematic [areas] (gender, disability and inclusion, mental health and psychosocial support, child protection) or operational (M&E, planning, and compliance)" (ECW, 2021I). However, ECW's commitment to gender mainstreaming is made very clear throughout the document, in particular through a number of references to the Gender Strategy and the Gender Policy and Accountability framework. The document does state that gender equality, equity and inclusion are institutional principles to consider in all investments. Gender, disability and inclusion, mental health and psychosocial support are considered as thematic priorities for ECW. The document stipulates that one of the AF objectives is to address a systemic weakness which is "inadequate capacity to lead, coordinate and deliver effective, innovative, gender responsive and inclusive EiEPC response and recovery efforts, both nationally and internationally". Additionally, the framework also envisions technical support in the area of gender and disability through the selection of lead organisations competent in these areas for the MYRP. These elements testify that gender, inclusion and disability are regarded as important aspects of capacity development.

*Contribution to systemic capacities***Finding 18. ECW has made definite contributions to strengthening systemic capacities for planning and coordination of EiE; this has occurred most notably by AF support to cluster and related actors, but also through FERs' and MYRPs support for humanitarian coordination mechanisms and grantees and subgrantees.**

102. ECW has sought to strengthen capacities of different stakeholders and at different levels, with varying levels of success and impact. Strengthening EiEPC systemic capacity involves actions that support alignment, harmonisation or efficiency of plans, policies, systems, relationships, and resources to deliver quality education in crises as well as measures to improve the enabling environment for education in emergencies (ECW, 2021I). While earlier MYRP grant application, design and quality assurance processes did not sufficiently focus on analysis of systemic capacity gaps or intended impact on global/local systemic capacity, the third-generation MYRPs are more focused on capacity development as a separate result. Moreover, the third-generation processes that focus on alignment with existing plans, funds and joint planning and reporting across the nexus are in themselves processes that are building systemic capacity. Similarly the addition of the Gender Led Organisation (GLO) to MYRPs is a way of strengthening gender-related capacities. The FER evaluation concluded that FERs, relative to their size and scope, MYRPs and the AF grants have contributed to improved systemic outcomes, including improved capacities of EiEPC coordination groups.

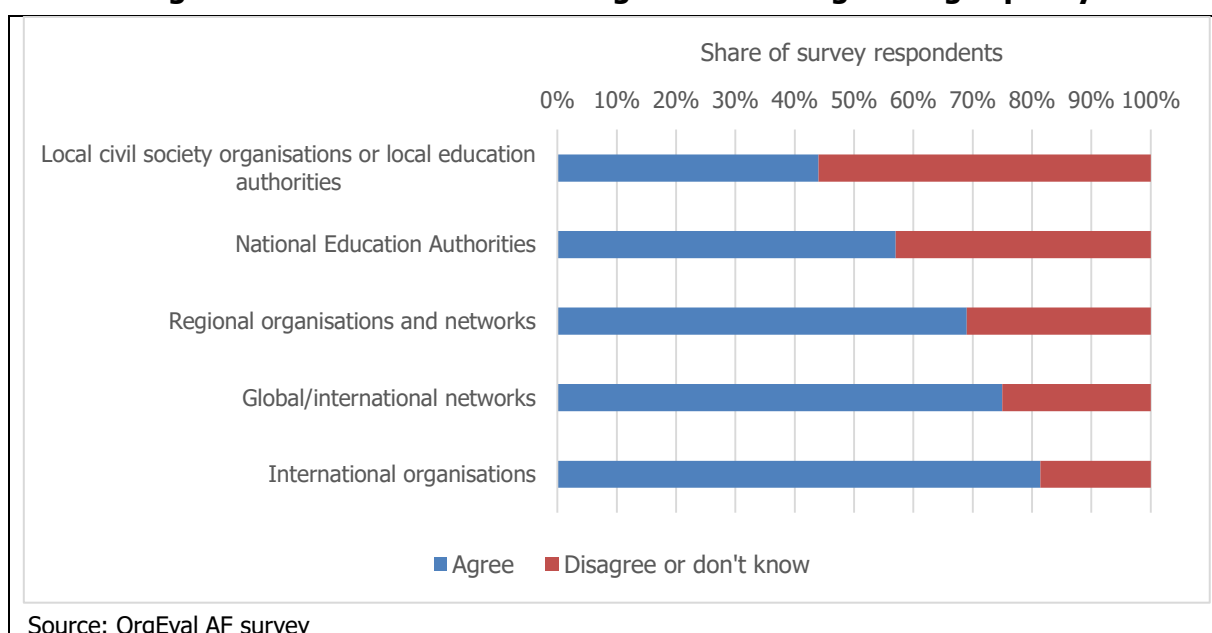
103. The AF has been strengthening systemic capacity through support to Global Public Goods (GPG) entities and products. Core support for GPG networks (e.g. INEE, GCPEA, Child Protection Alliance) and entities (GEC) can reduce competition for funds and incentivize the collaboration needed to strengthen the broader EiEPC ecosystem/architecture. The scaffolding provided by these networks and entities may facilitate innovation and broader capacity development efforts.

104. Based on the evidence from the AF evaluation (Annex L), there is an indication that the AF grants that best demonstrate, or have the potential to demonstrate, a catalytic effect are those with a strong focus on longer-term, sequenced and iterative support for strengthening capacity in specific technical and/or policy areas, with a focus on improving specific MYRPs. For instance, the multi-year AF grant to the Global Education Cluster for enhancing EiE coordination through core cluster support (2018, 2019, 2020) has yielded evidence that the funding to support the strengthening of GEC and Education Cluster coordination functions has improved operational capacity at global and country levels, the impact of which can be seen in the recent rapid response to the Ukraine crisis (see Box 5 below).

Box 5 Strengthened systemic capacity supports rapid response to Ukraine crisis

Core support from the Acceleration Facility to the Global Education Cluster to strengthen the architecture was cited by several key informants as enabling a stronger, more rapid response to the Ukraine crisis. Based on the strengthened capacity of the Global Education Cluster Rapid Response Team, which had been built through AF grants, the Global Education Cluster was able to rapidly mobilise and deploy an experienced and reliable Cluster Coordinator and Information Management specialist, in the midst of very difficult logistics, to activate a cluster in 12 hours. The speed and coordination capacity of that team, including collaboratively working with UNCHR, provided ECW an immediate entry point to develop a FER within 10 days.

105. On the other hand, the AF evaluation finds there has been a limited focus on strengthening the capacity of national authorities, and even less on local authorities and civil society. Thus, more than three quarters of grantees reported strengthening the capacity of international organisations and global/international networks, but fewer than half of AF grantee respondents considered that their grant strengthened the capacity of local civil society organisations or local education authorities (see Figure 5 below). The lack of focus on local capacity limits the likely effectiveness and impact of AF grants, especially in terms of sustainability and working across the nexus. Promising practices are noted with the 2021 AF grant to Street Child on localization and EiE GenKit capacity building for a wide range of local actors.

Figure 5 Contribution of AF grants to strengthening capacity

106. Key areas to build all types of capacity include the knowledge and skills to utilise the different mandates, functions, tools and processes of coordination mechanisms that operate in mixed contexts and across the nexus (INEE, 2020) as well as preparedness, anticipatory action and multi-hazard risk reduction (FER and MYRP evaluations). The MYRPs' multi-year time frame and mission to connect humanitarian and development responses offers a unique opportunity to invest in expertise and systems building in EiEPC contexts.

Strengthening national education system capacity

Finding 19. FERs and MYRPs have focused on strengthening national education system capacity, including national and local government and teacher capacity, and there are some positive results.

107. MYRPs tend to have an outcome that is focused on building capacity, and capacity building activities are frequently focused on local and national education systems, including national and local government capacity at individual and institutional levels, as well as building teacher capacity. At the national level, MYRPs generally focus on capacity strengthening for government around data collection and management, and M&E, and on thematic areas such as gender, protection, MHPSS, and disability, and teacher professional development. The FER evaluation concluded that, relative to their size and scope, FERs also include efforts to strengthen state capacities and there was evidence from country case studies that these efforts can result in stronger capacities. It is likely that many FERs contribute to government capacities not only through engagement in FER roll-out and the EiEPC coordination group, but also through training of officials and teachers.

Strengthening individual and organisational technical capacity of established EiEPC stakeholders

Finding 20. ECW has strengthened individual and organisational technical capacity of established EiEPC stakeholders, but strengthening local partner capacity has fallen short across ECW modalities.

108. ECW invests in technical capacity development, supporting development and delivery at scale of training modules via the Acceleration Facility, and encouraging development of EiE expertise during country level FER and MYRP grants. Both MYRP and FER grantees report that their involvement in the grants has strengthened grantee capacities, which occurs on the job, through formal training and deliberate Monitoring, Evaluation and Learning (MEL) processes. Moreover, there is evidence of strengthened EiEPC response and coordination capacity, particularly on the part of established EiEPC actors, as a result of the AF. However, without a common framework and clear

objectives against which performance towards capacity development could be judged, it has been hard to judge their efficacy. Nevertheless, the AF portfolio review shows that ECW has been actively investing in strengthening capacity across a range of thematically diverse capacity development initiatives linked to ECW priorities at global and country levels. Moreover, many AF grants are perceived both by stakeholders and grantees to be strengthening capacity within the EiEPC system globally and at country level, and there are both promising practices and positive results in terms of strengthened EiEPC response and coordination capacities.

109. Global and country-level respondents frequently highlighted a need for more capacity building activities aimed at local-level education authorities and local CSOs, which would increase coherence with the Grand Bargain's commitment to "increase and support multi-year investment in the institutional capacities of local and national responders". Building the capacity of local NGOs and civil society is not strongly reflected in MYRP guidance or instructions across the three generations. Partly as a result, MYRPs contain limited analysis of the institutional capacities of local NGOs and civil society or planning to narrow the gaps with a focus on capacity strengthening through the MYRP. The MYRP evaluation recommended that MYRPs should earmark funding for capacity strengthening of local NGOs and civil society partners, particularly on governance, fiduciary risk management, safeguarding, and programme management, in order for these stakeholders to engage throughout the MYRP cycle. In parallel with these actions, local and national NGOs should become eligible to become MYRP grantees. There has been some progress on this through a 2021 AF grant to Street Child on localisation, which has resulted in a national NGO becoming a MYRP grantee.

4.6 ECW CONTRIBUTION TO LEARNING AND ACCOUNTABILITY

EQ2.5 To what extent has ECW contributed to increased learning and accountability in EiEPC programming and coordination?

ECW objectives and activities

Strategic objectives

110. The ECW Strategic Plan 2018-2021 includes a commitment to "improve accountability and knowledge of 'what works' through investing in the collection and analysis of timely, disaggregated and accurate data and information on education in emergencies, working with partners to communicate needs, progress and investment opportunities." Monitoring, evaluation and reporting activities are the main pillars of this commitment.

ECW systems for learning and accountability

111. ECW's learning and accountability functions can be broken down into two main components. The first component is normative. The Results Framework contains the indicators to measure ECW's performance at different levels. The results framework is also the basis for monitoring activities. The second component is the evaluation and reporting practices that capture, process and present information and learning.

112. The ECW results framework is divided into a set of five collective education outcomes (beneficiary outcomes) and a set of five systemic or strategic outcomes (ECW, 2020d). The framework includes a total of 56 indicators: one headcount indicator, 10 outcome indicators and 45 output indicators. A total of 38 indicators rely on grantee reports, especially in relation to the education outcomes, while 18 indicators rely on the secretariat analysis of data and other information systems.

113. The ECW evaluation policy (ECW, 2019a) contemplates four different types of evaluation: country level evaluations, evaluations of investment windows, thematic evaluations and organizational evaluations. The evaluation policy is built around standard OECD criteria. ECW does not have an independent evaluation unit, but it includes provisions to ensure the independence of evaluations. Table 7 below shows the M&E activities envisaged in the strategic plan.

Table 7 ECW monitoring and evaluation activities proposed in SP 2018–2021

Action	Level	When
ECW report on investments and achievements	Global level	Annual
ECW updates on progress on key strategic results	Global level	Every 6 months
Formative evaluation (in 2019) and Summative evaluation (in 2021)	Global level	Formative (April 2019), summative (in 2021)
First Emergency Response investments reports	Individual programme or grantee	Progress reports: 6 months into the project Final report: within 6 months of completion of project
Multi-Year Resilience and Acceleration Facility investments reports	Individual programme or grantee	Progress reports: every 6 months Final report: within 6 months of completion of programme
Programme evaluation	Multi-year programme or thematic	At the end of a programme, as per need for thematic evaluations

Source: Strategic Plan 2018-2021

114. In addition to evaluation, ECW undertakes other accountability and learning activities. ECW produces an annual report and an update at mid-year. These reports are the most visible accountability and communication tool for ECW's stakeholders. On the learning side, ECW has signed a Letter of Understanding with INEE and participates in all three of INEE's Working Groups: Advocacy, Education Policy, and Standards and Practice.

Assessment

The results framework

Finding 21. Compared to other global funds, ECW's results framework is ambitious both in scope and number of indicators. Some weaknesses remain in terms of capturing the effects of the AF and sustainability, but these effects can be difficult to capture within a harmonised framework.

115. The results framework is similar in terms of objectives and structure to the result frameworks of other funds. A mapping of other global funds (GAVI Vaccine Alliance, the Global Environment Facility (GEF), the Green Climate Fund (GCF), GPE and the Global Fund (GF)) shows that a results framework generally includes different types of indicator at different levels (MDF, 2020, p124-125). At grant level, all these funds use a combination of different M&E processes, which are subject to regular updates based on progressing insights. When it comes to the corporate level, ECW's approach predominantly aggregates grant specific results, an approach that has also been adopted by other global funds (GCF, 2021). However, ECW also has a set of systemic outcomes that provide additional information on ECW's wider effects on the EiEPC community. This approach is less common but reflects ECW's broad objectives. A similar approach has also been adopted by GPE which combines country level objectives (outcomes and outputs of grants) with enabling objectives that are comparable in scope to the systemic outcomes adopted by ECW (GPE, 2021a).

116. ECW's Results Framework includes a larger number of indicators than other comparable organisations. The updated ECW Results Framework contains a total of 56 indicators compared to 34 in the original version (36 if sub-targets are counted). Across other global funds, there is a trend to reduce and streamline indicators, while allowing for country-specificity (MDF, 2020, p 124-125). The GCF has recently reduced the number of indicators from 43 to 20 core and supplementary indicators (GCF, 2021). GPE which uses a similar structure to ECW for its results framework, tracks a total of 18

indicators (GPE, 2021a), while the GEF has recently simplified its framework to 11 core indicators (MDF, 2020, p. 124-125). In relation to country-specificity, early discussions about the ECW Results Framework considered a country-specific approach, but it was finally decided to adopt a set of common/standards indicators (see Annex G).

117. The updated ECW results framework introduced in 2020 makes efforts to strengthen it and fill some gaps in the reporting. It was an effort to build on lessons learned and improve the quality of the data collected and produced by ECW. The updated results framework is compatible with the previous version and allows for continuity in terms of data collection and comparability across years. The updated framework left 22 indicators unchanged, revised 17 in order to adjust for lessons learned (though many are likely to remain compatible) and introduced 17 new indicators, all of them at the output – lowest – level (Annex G). Nonetheless, some weaknesses remain. Despite ECW's efforts, the results framework struggles to capture performance in certain areas. The AF is only partially captured by indicators in the Results Framework. Only a small number of indicators can be applied to AF grants and their objectives, such as innovations (see Annex L). The results framework also fails to capture sustainability, which is an important objective in MYRP operations (OPM, 2021b). It also presents some limitations when it comes to capturing capacity development (ECW, 2021I). However, it is important to acknowledge that this is a very complex issue to define and monitor in the context of a harmonised framework of action with different partners.

118. Ongoing discussions linked to the development of the new ECW strategy for 2023-2026 indicate ECW is considering substantial changes to the results framework. Draft proposals circulated to the ExCom members suggest a simpler framework with a stronger focus on organisational performance (ECW Results Framework First Full Draft for Review). Indicators which aim at aggregating from individual grants (e.g. enrolment rates) have been replaced with indicators trying to capture the number of performing grants (e.g. number of grants with increased participation). The proposed changes could help address some of the challenges discussed above. At the same time, there is a risk that the changes could weaken comparability with previous years. At this stage of the process, it is not possible to provide a firm assessment. Given the more 'strategic' nature of the indicators, it might be possible for ECW to report on the performance of past grants, provided it can devote sufficient resources to the task of extracting the new indicators from project documentation for earlier years.

The evaluation policy

Finding 22. While ECW's evaluation policy is robust, the limited scope and intensity of ECW's reporting and evaluation practices have restricted the overall contribution of reporting and evaluations to learning and accountability.

119. ECW's evaluation policy is comparable but less ambitious than those of comparable organisations. As discussed above, ECW's evaluation framework is based on global evaluation standards and principles (UNEG, OECD criteria). The ECW evaluation plan 2018-2021 envisaged a total of five evaluations: two investment window evaluations (FER & MYRP), two country evaluations (MYRPs CAR & Palestine); and this organisational evaluation. Table 7 above shows ECW's monitoring and evaluation activities during the current Strategic Plan period. Compared to other actors, ECW shows a lower intensity of reporting and evaluation. GPE, for example, has produced a similar set of documents, but in the strategic period 2016-2018 also conducted: a review of 2016-2018 completion reports, providing a review of project outcomes and lessons learned from GPE projects; a review of Value for Money practices in closed GPE grants over the 2016–2018 period; twenty Summative and eight Prospective country-level evaluations; and six thematic reviews/studies reflecting an analysis of GPE's coverage and performance in key thematic areas (MDF, 2020, p. 124-125). The gap is particularly evident when it comes to country-level evaluations and reviewing grants for lesson learning.

120. ECW was planning to expand the number of evaluations in the future. The ECW Evaluation Plan 2018-2018 expected to increase the number of evaluations conducted under the next strategic plan to "5-6 country level evaluations a year, evaluating all interventions in a given country". It also foresaw the use of country level evaluations to conduct a meta-analysis towards the end of the next

strategic plan.”(ECW, 2019b). It is unclear whether these expectations will be included in the new strategic plan, but it is important to acknowledge that such an increase will require substantial human and financial resources. The estimated cost of a country level evaluation is USD 100-150k (ECW, 2019a).

121. Timeliness of the reporting and data limits the utility of some of the data. ECW is investing in new systems and tools, including an online dashboard that can be used to provide live data on certain indicators. However, much of the data tracked by ECW requires the processing of grant reports, which takes place once in a year. The process also takes a substantial amount of time because it is necessary to allow time for partners to submit reports and for ECW to compile, analyse and validate the data. The resulting products, including the annual report, are released in the second half of the year. Although it might be possible to make limited time gains in the length of the process, its nature makes achieving a substantial reduction difficult. ECW could also make better use of the information in existing products. The results framework contains indicators with targets set at the grant level which do not have a global target. For these indicators, annual reporting is aggregated but no benchmarks are used, making it difficult to assess performance (see next section).

122. For the AF modality in particular, there is a need for stronger and more consistent reporting against progress/outputs and higher-level results and capturing lessons that can be applied more broadly. In the absence of this, EiEPC stakeholders, including many ExCom members and donors, do not have an understanding on the results of or the learning from AF investments, and how those are being integrated in subsequent ECW operations. The management system for the AF has not been designed to use monitoring, evaluation and learning to capture, communicate and apply lessons and evidence effectively. For instance, the promotion of and uptake and use of evidence and learning are not addressed in AF application and reporting templates. As a result, sharing of lessons and evidence from AF investments is not systematically happening, nor is ECW integrating the learning systematically to improve FERs and MYRPs (see Annex L).

Gender and equity dimensions of monitoring and results reporting

Finding 23. Gender and equity are mostly monitored at output level. Improvements are being made to the tracking of gender-related expenditure in ECW grants.

123. ECW collects and reports sex-disaggregated data for indicators capturing different types of beneficiary (e.g. children, teachers, etc.). It also contains some indicators measuring the share of female population benefiting from ECW grants. Monitoring of gender and equity dimensions by ECW faces some of the challenges and efficiency trade-offs described above for the overall results framework. Most ECW partners interviewed (especially amongst the GRG) as well as ECW staff have pointed out limitations, especially in the measuring of gender and equity outcomes. Grantees submit an annual report at the end of March which includes a narrative report, results template and financial results. Most of the information is on quantified outputs which are easier to aggregate and process. These would typically include the number of children reached, in IDP or host communities, children with disabilities or countable items such as number of latrines constructed, or number of teachers (male and female) recruited and trained on gender related topics and inclusion (or PSS). However, grantees' reports contain limited information on results such as well-being outcomes for children or quality of education or learning outcomes. ECW anticipates that the introduction of a GLO in future MYRPs will help to strengthen analysis and reporting on gender.

124. In 2020, ECW introduced a new indicator to measure the extent to which new MYRPs address social norms, attitudes and behaviours that underlie gender inequalities. This is based on three criteria: a) the quality of the analysis of gender and intersectional inequities in the MYRP; b) the extent to which the theory of change reflects the findings of the gender analysis in the identification of root causes of gender equality; and c) the extent to which the MYRP results framework reflects the ToC vs. gender-specific aspects. A score is provided by two external reviewers. This is a positive initiative as it strengthens the focus on gender dimensions from the design stage, but, being focused on the assessment stage, it provides no information about outputs or outcomes.

125. A new grant management system that will be deployed in 2022 includes a marker to track gender related expenditure. The absence of tracking gender related expenses has made it difficult to know the share of the budget dedicated to gender issues. The lack of data has made it difficult, especially for the GRG members, to assess what specifically is being done to address gender inequality and inequity and thus also to conclude whether ECW's approach is gender-sensitive, responsive or transformative.

Finding 24. The monitoring system is geared towards upward accountability but generates limited data useful for learning.

126. Given the focus on quantitative outputs and outcomes, respondents (mostly GRG members, but also some secretariat staff) feel that there is a lack of data to conduct meaningful analysis of the effectiveness of interventions: reports provide limited explanation of what the data mean in terms of outcomes especially around quality of learning, learning outcomes for different groups of children or social norms change if any. Some GRG members have suggested that having more communication with country level teams would provide more lessons learnt from the field, and this could be achieved by including country level representatives within the GRG.

127. The secretariat builds the annual report on data provided by grantees which is relatively limited when it comes to progress on gender or inclusion. Whilst ECW commissioned an evaluation of the MYRP as a funding window, no country-level evaluations of MYRPs have been completed so far (although some are now being initiated). Such evaluations could generate valuable insights into processes of (social norms) change.

128. GRG respondents have also expressed that they would welcome more information and debate around challenges and failures which may have happened rather than seeing only positive reporting in annual reports. This they feel does not stimulate learning as much as a broader perspective could. One GRG member also pointed out that the lack of country-level analysis prevents a reflective comparative analysis between countries and the identification of factors (either contextual or operational) promoting success or failure. This could be improved through changes in the results framework, but there are also limits around the capacity of grantees on the ground to monitor qualitative indicators and to provide evaluative analysis of this data. This is a general point, not limited to reporting on gender issues.

125. The absence of baseline data has repercussions for the capacity to learn: in the new MYRPs the GLO focal points have been tasked to conduct gender baseline surveys; however, with delays in contracting and recruitment in the two cases the team explored in more detail, the team has not been able to see examples of the baseline and thus we cannot comment on their contents.

126. Despite the lack of qualitative feedback from the field. GRG members in particular, but also ECW staff, report a visible shift over time from a gender sensitive to a gender responsive approach. The focus of interventions has broadened from access and protection towards a more sophisticated understanding of gender challenges. The glossary of the gender policy and accountability framework includes additional entries such as 'roles and stereotypes', 'gender-based discrimination', 'intersectionality', 'school based GBV' and 'gender-responsive'.

127. However, there is no definition for inclusive education which is unfortunate as this concept is often mentioned in documents and could raise expectations around the concept of the inclusive classroom. As ECW is using the INEE definition of inclusive education it could be added in the future, to the glossary of the gender policy so as to avoid confusion.

128. A definition on intersectionality is a welcome addition as it is a key element to approach inclusion and should help over time to understand and take into account the diversity amongst children, whether boys or girls and how a variety of factors affect their access to education as well as the outcome. The review of the Lebanon and Pakistan MYRP proposals shows that gender inequality is compounded by other social differences such as age, refugee/IPD status or disability. However, the proposals could provide more information not just about categories of differences but also about how these differences intersect to create specific challenges to specific groups of children.

129. Collecting disaggregated data beyond gender, age and disability, is already happening in the new MYRPs. This will potentially generate useful lessons for programming, as different diversity factors may affect children differently in different contexts. However, as one respondent pointed out, to advance the conversation there needs to be investment in research and monitoring, and a more localised agenda where definitions of gender, inclusion and other key concepts are locally defined.

130. There are signs that ECW's gender approach is evolving, to a great extent attributable to the arrival of a new gender manager combined with an evolving gender corpus supported by a responsive GRG. This shows the importance of assuring continued presence of gender expertise at the secretariat level.

4.7 ECW CONTRIBUTION TO BENEFICIARY OUTCOMES

EQ2.6 To what extent has ECW's investment portfolio contributed to the beneficiary outcomes specified in its results framework (including gender and social inclusion dimensions)?

ECW objectives and activities

131. ECW monitors beneficiary outcomes across five areas: i) increased access; ii) equity and gender equality; iii) greater continuity; iv) improved learning and skills, and v) safe and protective learning. ECW has labelled beneficiary outcomes as 'collective outcomes', recognising ECW's collaborative approach and ways of working: "ECW will bring together a wide range of actors – from the humanitarian and development sectors, governments, donors, private and philanthropic sectors – to collaborate over multiple years, based on their comparative advantage, towards achieving collective education outcomes." (ECW, 2018a). Collaboration is expected to happen at all levels, but it is partnerships at the ground level that are most crucial in terms of designing grants and reaching collective outcomes.

132. ECW's overall ambitions have been reduced since its inception in line with the resource mobilisation targets (see section 4.3 above). This is illustrated by the evolution of ECW's higher-level target on number of children reached with ECW support. The ECW Roadmap 2017-2018 proposed an annual target of 13.6 million children and young people in 2021 (ECW, 2017a). In the current results framework, the target for 2021 is a cumulative figure of 8.9 million over the period 2017-2021. Resource mobilisation targets have also contracted significantly (see section 4.3 above).

133. The OrgEval assessment is based only on available portfolio-level information:

The evaluation is not expected to assess or directly measure the causality between ECWs grants and beneficiary outcomes on access, continuity, learning, equity, and/or safety in-countries. The evaluation is expected to use the aggregated evidence that is available on portfolio level to assess progress to the beneficiary outcomes. (ToR, ¶22)

134. This section is mainly based on the results report for 2020. The 2021 Report was not yet final at the time of writing, but we include some observations from it. Supporting data for the assessment are provided in more detail in Annex H.

Assessment of ECW's reported beneficiary outcomes

Overall performance and beneficiaries reached

Finding 25. ECW's performance on beneficiary outcomes is mixed. In 2020, ECW met seven out of the fourteen indicators for which collective targets have been agreed. A further sixteen indicators were reported but, without a target, it is difficult to evaluate performance. FERs have reached a larger number of beneficiaries than expected, but have failed to reach the expected number of beneficiaries among children with disabilities, refugees and IDPs. MYRPs have failed to reach the expected number of beneficiaries; they are particularly below target in relation to IDPs, refugees and children with disabilities. However, data on beneficiaries reached must be interpreted with caution because the implications of "reach" by MYRPs, regular FERs and Covid-19 FERs are different.

135. The number of children and youth reached is the main result indicator since ECW was launched. The current target reflected in the Results Framework is a cumulative number of 6 million for 2020. Data from the results report shows that ECW reached a cumulative total of 4.6 million in 2020, excluding Covid-related grants. In 2020 alone, ECW reached 2.6 million children and youth. Covid-related grants reached a further 26.58 million children and youth. This is a remarkable number given that the volume of resources channelled through the Covid FERs was USD 45.4 million or approximately 10 percent of all ECW grants allocated in the period 2016–2020. From a methodological perspective, it is clear there are some inconsistencies in the type of work and nature of the beneficiaries and a separate accounting is therefore required.

136. At an aggregated level, the FERs have reached a larger number of beneficiaries than expected, but have failed to reach the expected number of beneficiaries among children with disabilities, refugees and IDPs (Table 21 in Annex H). In comparison, the MYRPs have failed to reach the expected number of beneficiaries. The population groups with a larger gap in relation to target figures are IDPs, with refugees and children with disabilities following at some distance (Table 22 in Annex H). Large numbers recorded under 'Other affected populations' and 'Unknown' beneficiaries are most likely explained by the Covid pandemic, but they suggest some challenges in the categorization and/or the quality of the data collected and reported by ECW partners (Table 21 and Table 22 in Annex H).

Collective beneficiary outcomes

137. Beyond children reached, ECW monitors beneficiary outcomes across five areas: i) increased access; ii) equity and gender equality; iii) greater continuity; iv) improved learning and skills, and v) safe and protective learning. Figure 6 below presents a summary of the number of indicators in the Results Framework and the indicators reported in the Annual Report 2020. It also shows the number of indicators with collective targets. Discrepancies between the number of indicators in the framework and in the Annual Report are explained by some targets not being formally introduced until 2021, and the breaking-down of some targets along sub-targets in the Annual Report.

138. Under collective outcome 1, increased access to education, ECW reported against five indicators in 2020. It reached all three indicators for which targets had been set (indicators E1, E1.1 and E1.4). Performance for indicator E1 on 'Percentage of ECW-supported programmes with increased access to education for crisis-affected children and youth' stood at 97 percent in 2020, compared to a target of 66 percent. It is not clear how many grants were reporting against this indicator. In 2020, E1.1. on 'Number of teachers/administrators recruited/financially supported' significantly exceeded the cumulative target thanks mainly to the strong performance recorded in 2019. For indicator E1.4 on 'Number of children/ youth aged 3–18 reached with non-formal education programmes', the overall population target was met, but the share of girls stood at 48 percent instead of the 60 percent that was originally planned.

Figure 6 ECW’s collective education outcomes performance against the results framework in 2020

Collective Outcome	Indicators results framework		Reported indicators (2020)			
	Total	With target at aggregated level	Total	With target at aggregated level	Of which, indicators with target met	Indicators with target at programme/grant level only
Increased access to education	4	2	5	3	3	2
Strengthened equity and gender equality	6	5	6	5	2	1
Increased continuity and sustainability of education	5	3	6	4	1	2
Increase learning and skills	7	2	7	1	1	6
Safe and protective learning	11	1	10	1	0	9
Total	33	13	30	14	7	16

Source: Annual report 2020 and ECW’s Results Framework

139. In 2020, ECW reported against six indicators under collective outcome 2 on ‘Strengthened equity and gender equality’. A total of five indicators included a target at aggregated levels (E2a, E2b, E2.1, E2.2 and E2.3). In 2020, ECW met indicators E2a and E2b which count the share of ECW programmes with increased learning outcomes for girls and showing improvements on gender parity. It is not clear, how many grants reported against these two targets. For indicator E2.1 on ‘Percentage and number of girls out of total children and youth reached’ ECW stood at 48 percent (51 percent if Covid FERs are considered), short of the 60 percent target. Indicator 2.2 on ‘Percentage of children and youth identified as having a disability and reached’, performance improved remarkably compared to previous years, but at 1.3 percent it is still short of the 1.5 percent target. Data shows that the MYRP modality was able to meet the target (1.7 percent), but FER fell shorter at 1.2 percent. Indicator 2.3 on ‘Percentage of females among teachers/ administrators recruited/financially supported’ shows that ECW failed short of the target of 44 percent with a cumulative performance of 40 percent. The target was impacted by data from the Initial Investment (II) grant in Yemen that supported many more male teachers than female teachers. The cumulative performance for MYRPS stood at 42 percent, while those of FERS stood at 41 percent.

140. In 2020, ECW reported against six indicators under collective outcome 3 on ‘Increased continuity and sustainability’. Four out of the six indicators had a collective target. Performance for Indicator E3 on ‘Percentage of ECW-supported programmes (having data) with increased survival, transition, or completion of crisis-affected children and youth’ greatly exceeded the 66 percent target at 100 percent. However, not all MYRPs and FERs reported against the target. In 2020 only 12 MYRPS and 8 FERs reported data. ECW also failed to meet Target E3.1 on ‘Number of children aged 3–8 reached with early childhood education services’. Cumulative performance in 2020 (excluding Covid FERs) stood at 275,049 children compared with a target of 457,000. A similar shortfall can be seen in target 3.2 on ‘Number of children and youth reached with secondary education services’, where performance stood at 587,298 compared to a target of 914,000. Indicator 3.3 on ‘Number of ECW-supported countries that have adopted accreditation frameworks for accelerated/non-formal education programmes for crisis-affected children’ is more difficult to interpret. The cumulative target for 2020 was set at five, but ECW cumulative performance has remained at two cases since 2017.

141. In 2020, ECW reported against seven indicators under collective outcome 4 ‘Increase learning and skills.’ Only one of these indicators included a collective target. In 2020, the ‘number of teachers/administrators trained (E4.6) stood at 68,933 compared to a target of 50,000. Data for the other indicators cannot be adequately assessed at the collective level given the lack of targets. Nonetheless, there are two indicators for which no data was reported in 2020: E4.4 ‘Proportion of teachers in ECW-supported communities who have received at least one of the following: a) the

minimum organized pre-service or in-service teacher training required for teaching at the relevant level; b) organized training in line with the INEE Training for Primary School Teachers in Crisis Contexts standards'; and E 4.5 'Percentage of learners in primary education whose first or home language is the language of instruction at ECW-supported learning spaces'.

142. In 2020, ECW reported against ten indicators under collective outcome 5 'Safe and protective learning'. Out of these ten indicators, only one indicator had a collective target. Indicator E5 'Percentage of ECW-supported programmes implementing safety and protection interventions that report improved outcomes' was first reported on in 2020. Performance in 2020 stood at 63 percent, compared with a target of 66 percent. Data collected was based on 18 MYRPS and 37 FERs. The target is divided into four areas: i) Violence against children in ECW-supported learning spaces; ii) Emotional well-being and/or mental health of children and/or education staff; iii) Water, sanitation, health, and hygiene for children; iv) School resilience and/or disaster risk reduction at the learning level. Out of these areas, performance was stronger on 'Water, sanitation, health, and hygiene for children'. The number of grants reporting against this area is also much larger than in the other areas, suggesting that most FERs and MYRPs tend to target this area rather than the others. As explained above, data for the other indicators cannot be adequately assessed at the collective level because of the lack of targets.

143. Preliminary data available in the draft annual report for 2021 is remarkably similar in terms of indicator coverage and performance. Given the smaller number of active grants, following the expiration of Covid-19 FERs, overall beneficiary figures have contracted. There has also been a reduction in the total number of indicators reported against targets as follows:

- Collective outcomes 1: one indicator with target compared to three in 2020;
- Collective outcomes 2: four targets compared to five in 2020;
- Collective outcomes 3: two targets compared to four in 2020;
- Collective outcomes 4: two targets compared to one in 2020 (increase);
- Collective outcomes 5: no targets compared to one in 2020.

144. These changes are explained by the changes in the updated results framework. Given the reduced number of targets, overall performance remains hard to assess.

Assessing ECW contribution to collective outcomes

Finding 26. It is difficult to assess ECW's contribution to beneficiary outcomes (collective outcomes) based on available data due to the limited number of collective targets and the lack of information on the underlying number of grants reporting against each indicator. The 2020 report is not presented in a way that facilitates assessment of the data for accountability purposes, and the same applies to the 2021 report.

145. Twenty out of the 33 collective outcome indicators in the results framework (Figure 6) lack targets at aggregated level. As discussed above, the lack of collective targets makes it difficult to assess ECW's overall performance. Not all outcomes are equally affected. 'Safe and protective learning', 'Increase learning and skills' and 'Increased access to education' have the lowest ratio of indicators with targets at aggregated level. Where aggregated/collective targets are not reported, figures are difficult to interpret from an institutional point of view. In these cases, ECW still has to develop ways of unpacking the data and assessing change over time. One option would be to complement the reporting on the number of grants that have met their targets, including some indication of the actual gaps.¹⁴

146. Some of the indicators capture complex effects that can be difficult to interpret based on data only. This is the case of indicator E4 'Percentage of ECW-supported programmes with increased learning outcomes for crisis-affected children and youth'. ECW's Strategic Plan 2018-2021 indicates

¹⁴ For example, ECW could indicate the number of grants that have met the target and provide and indicate the gap for those that have failed to reach the target (e.g. number of grants with 90 percent of target met, 75 percent of target met, etc.).

that by 2021, every multi-year programme should be on track to measure learning outcomes. In practice, this remains a complex area to report on and reported values can be difficult to understand without contextual information. A similar case is indicator E5 'Percentage of ECW-supported programs with reduction in violence against children in / to / from ECW-supported learning spaces'.

147. Moreover, the analysis and formatting of the data presented in the report does not facilitate the assessment of the data for accountability purposes. For example, the target is presented far from the actual figure and only for the most recent year. There is also limited information and evidence that justifies/explains the observed performance using the results framework. For some outcomes, the number of grants that have reported against the indicators is clearly reported, but this is not always the case. From a performance perspective, it can be relevant to understand if a large number of grants are failing to report on certain indicators. A more standardised approach to data presentation, including yearly targets, performance data and grant data, would facilitate the accountability functions of annual reports.

148. ECW is considering substantial changes to the results framework for the new ECW Strategy 2023-2026. As discussed in Annex G the new results framework is simpler and has a stronger focus on organisational performance (ECW Results Framework First Full Draft for Review). The new framework provides an opportunity to address some of the challenges described above in relation to the lack of targets and the quality of the reporting in the annual report.

4.8 UNINTENDED RESULTS

EQ2.7 What other direct or indirect unintended systemic results have been achieved with ECW's establishment and functioning?

Finding 27. The evaluation notes a number of types of unintended effect which should be factored into ECW's future planning: these are (a) unintentional effects in displacing other funding, and (b) potential downsides of an understandable quest for speed.

149. We noted the following potential unintended effects (which had also been identified by the FER and MYRP evaluations):

- Unintended negative effects in displacing other funding, for example: evidence that FER grants may displace other potential EiE funding (the FER noted an effect among some ECW grantees, and a possibility that availability of ECW funds may reduce allocations to education from other humanitarian funds such as the CERF).
- Unintended effects of a natural quest for speed: there is strong evidence (from our own interviews and from the earlier modality evaluations) of short timelines for proposal preparation discouraging or excluding certain categories of grantee (see the discussion on timeliness in Section 5.2 below).

5. Explanatory Factors

5.1 INTRODUCTION

150. Key Question 3 asks: What are the main factors that explain the successes and limitations of ECW's performance?

151. The present chapter considers factors related to efficiency (EQs 3.1, 3.3 and 3.4, for which the main applicable evaluation criteria are operational and allocative efficiency and cost-effectiveness), and the overall ECW partnership (EQ3.8 – effectiveness, efficiency and external coherence).

152. Explanatory factors related to organisational fitness (EQs 3.5, 3.6 and 3.7) and governance (EQ3.2), are assessed in Chapter 6.

5.2 OPERATIONAL EFFICIENCY

EQ3.1 How efficient has ECW been in terms of timely and transparent processes for its investment windows?

Transparency

153. Transparency was carefully reviewed by both the FER and MYRP evaluations, and this assessment builds on their findings, supported by the OrgEval's own interviews and document reviews, and by the OrgEval of the Acceleration Facility (see Annex L).

Finding 28. There is a trade-off between the goals of timeliness and transparency, particularly given overstretched ECW Secretariat staff and limited dedicated capacity within the ECW Secretariat to manage timely and transparent processes for FERs, MYRPs and the AF. Partly as a result, the three investment windows have been marked by limited transparency and inconsistent communication and clarity about country-level processes, particularly grantee selection. However, there has been an evolution towards greater clarity and transparency for all three windows.

154. FERs and MYRPs have experienced inconsistent communication and limited transparency with and between country stakeholders, particularly in the early years of each modality, including the basis on which FER and MYRP amounts are decided (Mokoro, 2020a, OPM, 2021b). Earlier guidance on the FERs was too loosely specified, resulting in opaque and closed processes for some FERs (Mokoro, 2020a). In addition, communication breakdowns at country level between the coordination mechanism coordinator(s) and partners contributed to problems of transparency, especially when UNICEF, and in some cases also Save the Children, were double-hatting. Such cases increased perceptions that it was these organisations communicating directly with ECW, rather than coordinators on behalf of the EiEPC coordination mechanism (Mokoro, 2020a).

155. MYRP countries have been selected in a transparent manner, but better information sharing on the selection criteria is needed to enhance transparency of country selection and budgetary allocations. The MYRP has adjusted requirements and standard operating procedures (SOPs) to changing needs, and this would be further improved by more clearly outlining and transparently sharing information at country level about decision-making procedures and roles and responsibilities with regard to oversight and governance of MYRPs (OPM, 2021b).

156. Grantee selection processes have faced perceptions of limited transparency, stemming from unclear guidance and processes in both FERs and MYRPs. MYRP stakeholders reported challenges with grantee and implementing partner selection processes that resulted in opaque processes and tight timelines. As a result, communications about and selection processes themselves did not reach all potential applicants, and in particular, had a tendency to leave out national actors. Short timelines give an advantage to UN agencies and to a lesser extent, INGOs, which have more staff and resources to respond in a short timeframe (OPM, 2021b).

157. A lack of transparency and competitive processes for the AF have resulted in a highly targeted, supply-driven approach to the vast majority of AF grants. For example, there had been only one competitive process out of 32 contracted grants and/or grants under development by the end of 2021 (see Box 19 in Annex L). The rationale and criteria for prioritization and selection of some grantees and/or thematic areas over others in the vast majority of targeted AF grants are not documented or transparent (Gomez, 2021). This has impacted the perceived transparency as well as equity and inclusion of the AF. These problems stem, in large part, from insufficient dedicated staffing to manage the fund and a lack of transparent Standard Operating Procedures (SOPs) that govern AF processes and operations (see Annex L for the AF evaluation findings).

158. However, there has been an evolution toward greater clarity and transparency for all three windows (Mokoro, 2020a, OPM, 2021b, and Annex L). This includes efforts to more clearly articulate SOPs for each modality and on grantee selection for FERs and MYRPs. The updated ECW Operational Manual released in April 2020 contains clearer guidance for application, implementation and monitoring of FER and MYRP grants as well as clearer selection criteria, approval responsibility and workflows. In addition, MYRP grantee selection processes are improving with a MYRP orientation

package and clearer guidance in the third-generation template and instructions. There is room for further improvement regarding clarity on roles and responsibilities for MYRP implementation partner (IP) selection and for transparent and timely targeted communication in the development and grantee/ implementing partner selection processes, especially for local actors not involved in the usual EiE platforms. The ECW Secretariat has also set out a new plan to strengthen transparency of the AF in 2022, with a stronger focus on key themes linked to the new Capacity Development Framework, and more use of RFPs with some in-built flexibility for funding emerging priority projects.

Timeliness

Finding 29. ECW’s response time is relatively quick and compares well to other humanitarian actors. Delays experienced for FERs and MYRPs have significantly improved over time, in particular in 2020 (when Covid-19 FERs were processed). However, the very short time allowed for proposals can have unintended negative effects. And in the case of MYRPs delays in later stages up to disbursement can be frustrating and reduce impact of ECW support.

159. Timeliness has been a high priority for ECW, often expressed in the mantra of "humanitarian speed and development depth". ECW has set timeframes within which a grant should be processed from the day an appeal has been launched (for FERs) and scoping/development (for MYRPs) to the date funds have been transferred to the grantee. For FERs the aim is to do this within two months and for MYRPs within six months. Data obtained shows that on average these goals have not been met, in particular in 2018 and 2019, which led to a delay in the start of the relevant projects (see Table 8 below). There was significant improvement in the timeliness of FER and MYRP grants in 2020. For MYRP grants, sixteen out of a total of 37 operations for which data is available were approved within the expected delays. Out of these sixteen operations, twelve had scoping dates in 2020. For the FER modality, 68 out of 159 grants for which data is available were approved within the expected delay. For operations with appeal date in 2020, 65 operations were approved within the expected delay and 35 missed the indicative timeline. Exceptionally, in 2020 (the year of Covid-19 FERs), ExCom waived the 'conflict of interest' rule that requires all UNICEF proposals to be shared with ExCom on a non-objection basis. This waiver alone seems to have shortened the time from appeal to disbursement. The average gap, however, between the planned start date of a project and the first disbursement is up to three weeks for FERs and up to three months for MYRPs. Data from the draft 2021 Annual Report suggest that timeliness in 2021 was similar to that in 2020. The data presented in the report considers all active grants and is not comparable to data presented in the table below.

Table 8 Summary timeliness analysis for FER and MYRP grants, 2018-2020¹⁵

Start year	Grants #	Days from appeal/ emergency to start date	Days from appeal/ emergency to disbursement	Days from start date to first disbursement
FER 2018	7	117.0	126.4	9.4
FER 2019	37	105.9	128.9	23.0
FER 2020	112	62.2	81.7	19.5
FER objective	-	-	56	
MYRP 2018	8	259.8	343.0	83.2
MYRP 2019	15	326.4	376.5	50.1
MYRP 2020	14	115.8	210.7	94.9
MYRP objective	-	-	180	

¹⁵ 'Appeal date' is date when the humanitarian/emergency appeal was launched; 'Start date' is the date the project is scheduled to start as per the proposal; 'Disbursement date' is the date the funds were transferred to the grantee.; 'Scoping date' is the date the in-country preparation and scoping work started

160. The evaluation team compared ECW's timeliness analysis to a set of other organisations, namely GPE, OCHA's Emergency Response Fund (ERF), the UN's Central Emergency Response Fund (CERF) and the Global Fund (see Table 24 in Annex H). While detailed timeliness data is scarce and not always based on the same milestones, the comparison does provide some indication about the comparative performance of ECW against other humanitarian actors. All comparator timeliness data refers to emergency funding and therefore should be compared with the FER modality only.

161. ECW's timeliness analysis starts with the appeal, while most data for comparators starts with the submission of the application. Considering this difference, the FER seems faster than the Global Fund's Covid-10 Response Mechanism and probably comparable to GPE. The ERF and CERF are faster, but they target UN agencies and funds only. If one considers the time required for CERF funding to reach the partners of the recipient UN agency/fund, the total number of days required is comparable to the FER.

162. However, it is important to note that speed can have costs as well as benefits. We heard repeatedly that very short deadlines for proposal preparation make it hard for organisations other than the cluster lead agencies to submit good proposals and may dissuade them from trying. There could be room to allow a little more time for proposal preparation while also tackling significantly longer delays at later stages of the process.

5.3 ALLOCATIVE EFFICIENCY

EQ3.3 How efficient has ECW been in terms of geographical and thematic balance (including gender and diversity dimensions) in its investment portfolio?

Approach

163. In this section we consider the allocative efficiency of ECW's investment portfolio from the perspectives of: geographical distribution; balance between modalities; number and size of grants; diversity of grantees; localisation; and grant objectives and gender. Additional supporting data is provided in Annex H.

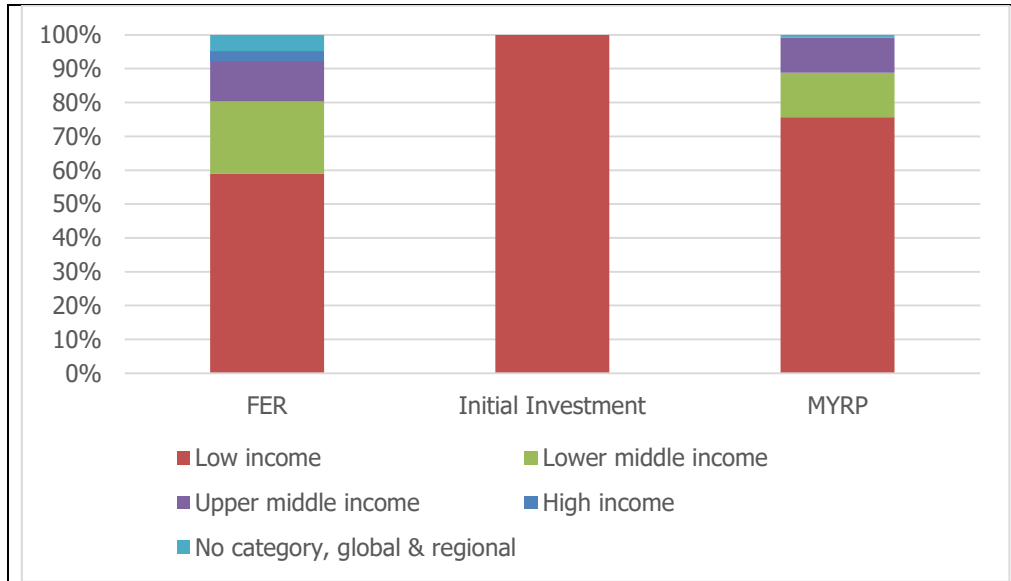
Geographical distribution

Finding 30. ECW grants have a strong focus on low-income countries that results from ECW's country selection and prioritisation processes. Country-level coordination and coherence between the different modalities is limited and ECW might be missing opportunities to add value through a combination of grants. FER and MYRP grants show some limitations in terms of optimal country coverage.

164. ECW grants have a strong focus on low-income countries that results from ECW's country selection and prioritisation processes. These processes are different for each modality. In the MYRP, country selection is based on a score resulting from combining five different sources of data: informed risk, severity of the crisis, education funding gap, the situation of education in the country, and Sector ODA per capita in education (ECW, 2019f). The matrix is updated every two years. In the case of the MYRP, the result is a significant focus on low income countries (75 percent of allocation) (see Figure 7 below).

165. The selection of FER countries follows the international classifications by the Inter-Agency Standing Committee (IASC), UNICEF, and UNHCR. "Where there are sudden-onset crises or escalations in existing crises, it approaches coordination mechanisms (typically the Education Cluster, UNHCR, or an EiE Working Group) to ensure awareness of ECW and to test the demand and need for ECW support." (ECW, 2020a). Approximately 59 percent of all FER allocations have been made to low-income countries. The remaining 41 percent are divided among other income categories, mostly lower-middle income countries (21 percent). The AF tends to focus on global issues, even if there are a few grants connected to specific country issues (see Annex L).

Figure 7 Distribution of ECW allocations per income group, broken down per facility, cumulative 2016-2021.



Source: 'Financial DB Master', 7 December 2021

166. There is limited coordination and coherence between the different modalities, and ECW may be missing opportunities to add value through a combination of grants. There are 20 geographical entities (countries or regions) that have received a combination of grants from two or more facilities. The most common combination is FER + MYRP grants (19 cases). For some stakeholders, there is a logical connection between FER and MYRP, where FER deals with the acute phase and MYRP allows for longer term response that is attractive for development donors. In spite of this, the MYRP evaluation found that "there is limited explicit alignment with FERs or Initial Investments in MYRP plans, due in part to limited institutional memory at country level about previous ECW investments." However, it also recognises that "there has been more coherence recently between COVID-19 FERs and MYRPs." Where connections have been made, the efforts of country-based stakeholders has been a key driving force (OPM, 2021b). Some of the factors that explain the limited connection between grants are a lack of understanding among key stakeholders about the differences between ECW modalities, limited institutional memory due to high turnover of staff in EiEPC contexts, and the fact that the MYRP application template and guidance does not require applicants to reflect on alignment with or linkages to previous ECW investments.

167. Similarly, there is potential to increase the complementarity between the AF and MYRP grants. The AF evaluation (Annex L) highlights some promising practice where AF grants have had operational complementarity with MYRPs. However, in general, there has not been a consistent or systematic approach to ensuring this country-level complementarity. Key reasons for this include the lack of explicit links in grant application and reporting templates, the lack of monitoring of AF outputs and the use of this to feed into MYRPs/FERs, and the limited human resources to manage AF work.

168. FER and MYRP grants show some limitations in terms of optimal country coverage. FER grants have proved less appropriate in protracted crises without escalating needs. Moreover, countries with multiple FER rounds tend to fragment funding and run the risk of being less than strategic (Mokoro, 2020a). Concerns in relation to MYRP coverage are not so much about the geographical coverage, but about the number of countries covered. In this regard, there are some concerns about the capacity of the Secretariat to provide the necessary time and attention to support MYRP grants well (OPM, 2021b). This issue is connected with the discussion about the size of ECW grants and its implications for efficiency which we examine further below.

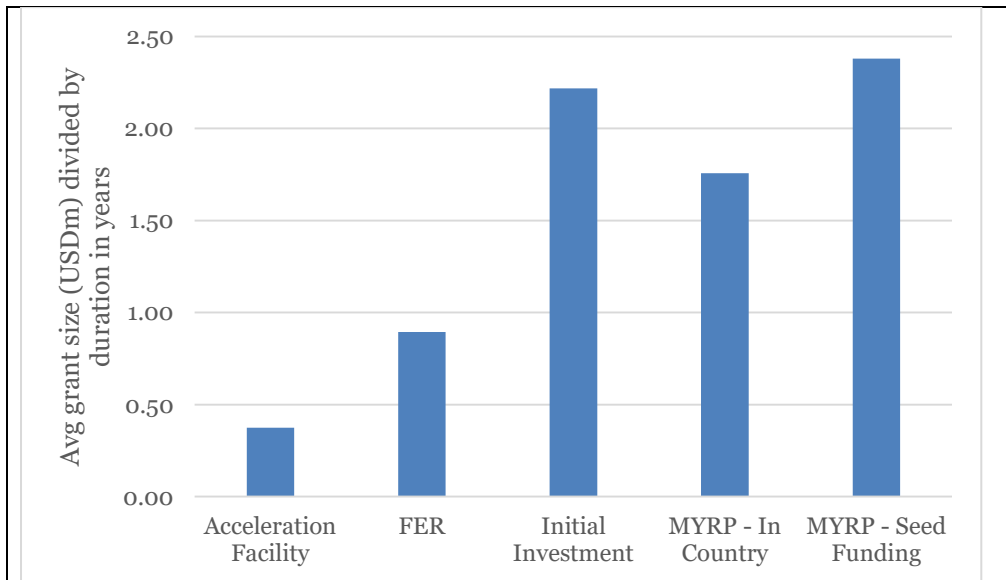
Grant size, number and funding levels

Finding 31. Average ECW grants are small, particularly in the case of the FER and the AF. The large number of ECW grants, combined with a small average size creates a significant workload for the ECW Secretariat, reducing their efficiency and potentially undermining the effectiveness of the grants. The burden of design and reporting is also proportionately greater for grantees if grants are small. There is scope to improve the balance between the size, number of grants and needs.

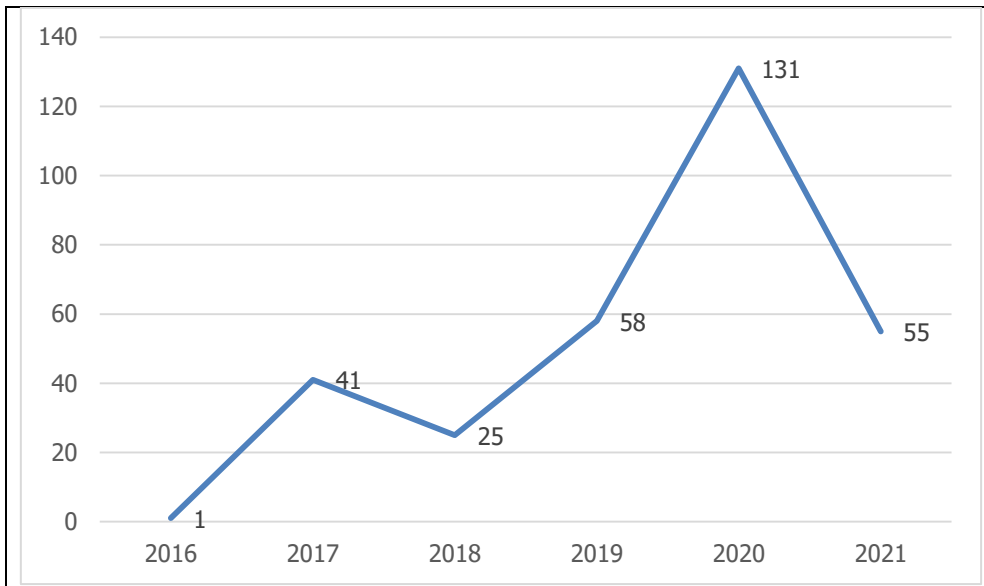
169. Average ECW grants are small, particularly in the case of the FER and the AF. If one focuses on the facilities still running today, both the AF and the FER provide small grants on average (Annex H). The average for AF grants for the period 2017-2021 is USD 0.49 million with a maximum average size of USD 1.25 million in 2017 and a minimum average size of USD 0.1 million in 2018. The average size of all FER grants is USD 0.74 million with a maximum average size of USD 1.18 million in 2018 and a minimum of USD 0.59 million in 2017. In comparison the MYRP facility has average grant allocations in excess of USD 6 million over the whole implementation period, although the figure has varied substantially from one year to another. Even after adjusting for the expected duration of the grant (see Figure 8 below), important differences remain between the AF, FER and MYRP grants.

170. The number of grants provided by ECW is straining the Secretariat’s human and technical resources and reducing operational efficiency. Half of these grants were approved in 2020 alone as a result of the significant number of Covid FER grants. Considering that the size of the secretariat has barely changed in the same period (Table 25, Annex H), the workload of ECW staff has increased significantly (interviews MN25, MN700, MN240, MN2). The situation has been compounded by ECW systems for financial and grant management which were not designed for such a large number of grants (MN52). The AF, which accounts for approximately 3 percent of ECW grant funding has also taken up more ECW Secretariat staff time than anticipated, and is not proportional to the level of funding (Annex L).

Figure 8 Average grant size divided by expected duration (years) per facility



Source: 'Financial DB Master', 7 December 2021

Figure 9 Number of ECW grants approved per year 2016-2021

Source: ECW Finance Database 30 May 2022

171. The large number of ECW grants, combined with their small average size, raises some questions in relation to the efficiency and effectiveness of the approach. Some stakeholders consider that ECW may be spreading the funds too thin to make a substantial difference in some of the contexts where it works. In practice, this is a difficult question to test, but the FER evaluation found evidence that FER grants can struggle to make a difference in protracted crises or when they are fragmented (Mokoro, 2020a). Similar inefficiencies have been observed for AF grants, where multiple small grants lead to high transaction costs and a significant burden on ECW staff (Annex L). The MYRP evaluation also warns about the negative impact of a large number of grants on impact and the burden that they can impose on the Secretariat. Moreover, despite a recent increase in the share of seed funding provided by ECW to the MYRPs, insufficient funding remains a barrier to fulfilling their potential (OPM, 2021b).

172. There is potentially scope to improve the balance between the size, number of grants and needs. One option is to fund a larger share of the needs, especially in contexts with large funding gaps. This would help increase the average size of ECW grants and should deal with some of the constraints raised in previous evaluations. Getting the balance right can be complicated. While a small amount of funding can limit impact, too much funding could also send a signal that other donors are no longer needed. This would also prevent ECW from crowding in other donors in the sector. Another option, for any given level of funding, would be to provide fewer and larger grants, for example, by aggregating different grants under one. However, such an approach could run against ECW's efforts to diversify its grantees and advance in the localisation agenda. If grants were aggregated and made substantially larger, only the larger and more capable organisations would be able to manage them.

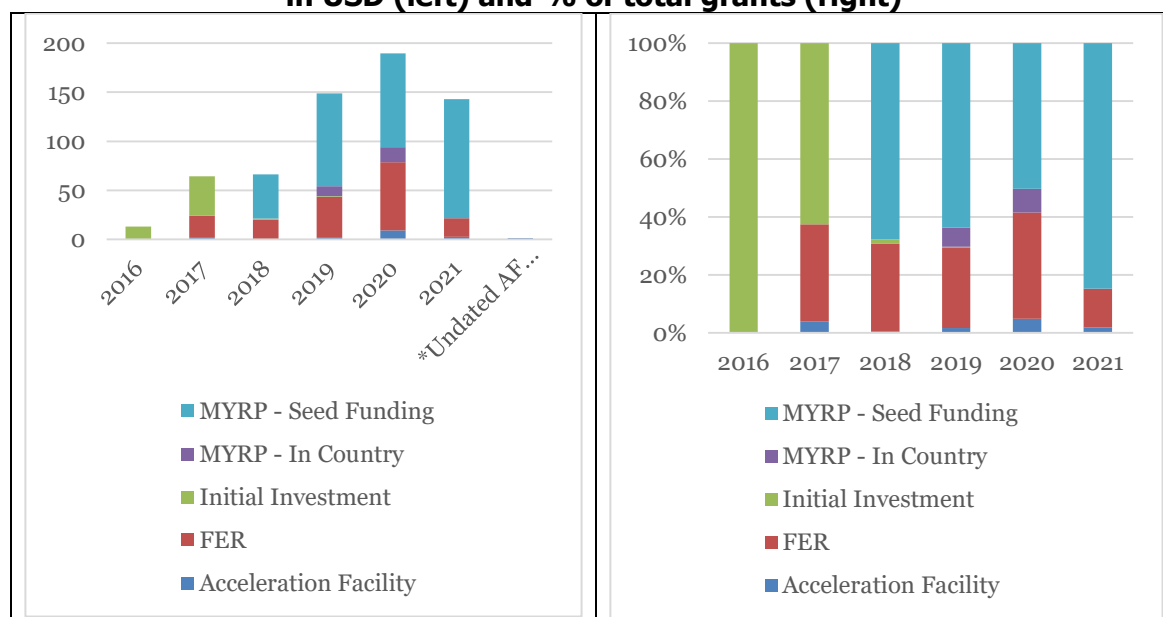
Distribution of funding across modalities

Finding 32. ECW has shown flexibility and capacity to adapt in its use of different modalities. There is substantial variability in the mix of grants across years, including a 2020 peak in FER grants in response to the Covid pandemic. It is important that ECW retains the ability to scale up FER funding to substantial levels when necessary.

173. In the use of its different modalities, ECW has shown flexibility and capacity to adapt. In the period 2016-2021, the largest funding window by volume of grants is the Multi Year Resilience Programme. The MYRP accounts for 61 percent of total grants allocated by ECW. This includes both MYRP 'Seed Funding' and 'In Country' grants (see Figure 22, Annex H)). The second largest funding window is FER (27 percent) of grants, followed by 'Initial Investments' (9 percent) and the Acceleration Facility (3 percent). The composition of grants has evolved over time (see Figure 10

below). 'Initial investment' grants¹⁶ were exhausted in 2016 and 2017, the first FER and AF grants started in 2017 and the first MYRP grant in 2018. In the graph, it is possible to see changes in grant allocations across years, with a significant peak in FER grants in 2020 driven by Covid. Since they were introduced, MYRP grants account for the largest share of ECW grants with a figure that oscillates between 55 percent and 88 percent of grant allocations depending on the year. The AF was expected to represent up to 5 percent of ECW grants, but it is currently below that level. Restrictions imposed by donor earmarking, which might include funding window or geographical restrictions (see Annex H) have been managed by the Secretariat to prevent gaps in ECW grant activities.

**Figure 10 Yearly grants per facility 2016-2021
in USD (left) and % of total grants (right)**



Source: 'Financial DB Master', 7 December 2021

174. Data shows substantial variability in the mix of grants across years, with the FER requiring substantial scalability to respond to emergencies and needs. The mix between the FER and the MYRP has changed over time. Based on existing data, the FER has ranged between 17 percent of ECW grants in 2021 and 39 percent in 2020, with complementary variations in the MYRP allocations. In general terms, a mix of short- and long- term funding is recognized as the best strategy to effectively bridge the humanitarian-development nexus by a large majority of stakeholders (ECW, 2022d). As this Evaluation Report was being prepared there was a continuing debate about the appropriate balance between FER and MYRP allocations for the next strategy period. Moving forward, it would be important to protect the ability of ECW to scale up FER funding as it did in 2020. One way to achieve this would be through the expansion of the FER reserve.

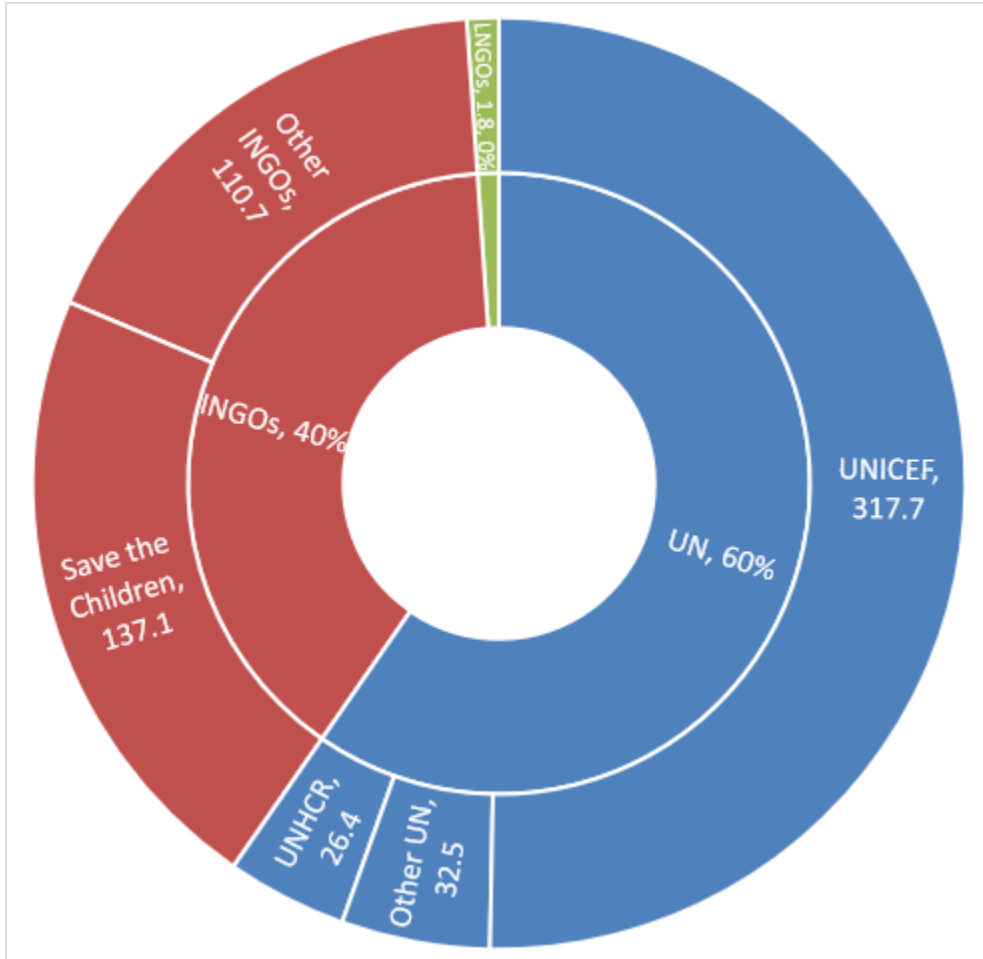
Grantee diversity

Finding 33. ECW grants are highly concentrated on a small number of recipients, but the pool of recipients has become more diverse in recent years. Nevertheless, there are continued perceptions of conflict of interest in the way grantees are selected. Perceptions of conflict of interest represent a reputational risk for ECW and can be largely attributed to lack of transparency and/or poor communication, as well as an inherent bias within the ECW modalities toward the organisations most involved with coordination. Conflict of interest rules for grants to UNICEF have failed to allay this perception.

¹⁶ These were investments made before the Secretariat was formally established and the first Strategic Plan formulated.

175. ECW grants are highly concentrated on a small number of recipients, but the pool of recipients has become more diverse in recent years. ECW divides grantees along three different categories: UN system, International NGOs (INGOs) and local NGOs (LNGOs). By category group, the largest recipient of ECW grant is the UN system with 60.1 percent of total grants. The second largest group is INGOs with 39.6 percent. Local NGOs have accounted for just 0.3% of total ECW grants (see Figure 11 below).

Figure 11 ExCom allocated grants by type of grantee, detailed breakdown, 2016-2021



Source: ECW Financial database, 11 January 2022

176. Within the UN category, UNICEF is the dominant recipient; among INGOs, Save the Children comes out as the main recipient. When looking at grant recipients over time (Annex H), UNICEF remains the largest recipient in most years, followed by Save the Children; however, the share of these two organisations in total allocations has decreased in recent years. Although the trend is short and UNICEF and Save the Children are still dominant, there is evidence that grantees are becoming more diverse.

177. At the modality level, UNICEF is the main recipient of funds across all modalities, including the Initial Investment. The share of funding going to UNICEF is the smallest in the FER (33 percent), followed by the AF (34 percent), MYRP (52 percent) and the Initial Investment (100 percent) (Annex H). If we consider the top five donors, the modalities with a higher concentration of funding are the Initial Investment (100 percent to UNICEF) and the MYRP (89 percent to top-five recipients). The AF and the FER are slightly more diverse with 65 percent and 70 percent of the grants going to the top-five donors (Annex H). 11% going to 'other' grantees not in the top five).

178. Concentration of grants is perceived by some actors as a conflict of interest, particularly in the context of the MYRP. The MYRP evaluation found that there is a perceived "conflict of interest in connection with the selection of UNICEF as the most common MYRP grantee, given the many hats worn by UNICEF in relation to ECW and the MYRPs and the diversity of INGOs with capacity to serve as MYRP grantees." This tension has also come up in several interviews. The case of the FER is

slightly different. The FER is more diverse in terms of grantees and operates in emergency contexts, where grantee diversity is part of the trade off with other competing objectives such as speed, flexibility and targeting (Mokoro, 2020a).

179. The perceptions about conflicts of interest can be largely attributed to transparency and communication issues. The FER evaluation found that lack of understanding about the FER modality and the selection process explained concerns about UNICEF monopolising funding (Mokoro, 2020a p95). In the MYRP, where UNICEF receives a larger share of the funding compared to the FER, perceptions are attributed to the multiple hats that UNICEF wears in relation to ECW and EiE structure and limited transparency about the MYRP process (OPM, 2021b p67). Given the timing of this evaluation, it is probably too early to see significant effects of the recommendations and any actions adopted by the ECW Secretariat.

180. It is also important to note ECW's 'conflict of interest' rules in relation to UNICEF have not allayed concerns about this issue. The ECW Operational Manual requires a non-objection approval from the ExCom every time that UNICEF is proposed as a grantee (ECW, 2020a). The FER evaluation concluded that the no-objection procedure had not visibly contributed to protecting ECW and UNICEF from conflict of interest perception. This is confirmed by the same concerns arising again with similar vigour in the MYRP evaluation. At the same time, the rules may have delayed grant approvals and disbursements (Mokoro, 2020a). In fact, to avoid this potential delay in the context of the Covid FERs, ExCom granted "universal approval for UNICEF as a grantee in any of the proposals" (ECW, 2020).

Localisation

Finding 34. Localisation is an important priority for ECW. ECW has made progress in the localisation agenda, but important barriers remain, especially for increasing direct funding to local NGOs.

181. Localisation is an important priority for ECW. ECW's Strategic Plan 2018-2021 integrates the commitments of the aid localisation agenda made in the Grand Bargain. The localisation agenda is seen as the top priority for ECW in order to improve design, implementation and delivery of grants (P. 9, SP Survey Key findings report). There was also a recognition that, in order to achieve this it is important to engage and strengthen partnerships with local organisations. ECW has also used the AF to support research on how to accelerate localisation in education in emergencies.¹⁷

182. ECW provides limited direct funding to LNGOs, but indirect funding is increasing. At the end of 2021, direct support for LNGOs was limited to four grants and accounted for 0.3 percent of ECW allocated grants.¹⁸ Indirect support is tracked through grantee reports. Approximately 11.3 percent of all ECW grant expenditure has been transferred to LNGOs based on existing reporting.¹⁹ On average, FERs have relied on LNGOs to a greater extent than MYRPs. In both cases, there is a significant increase in the amount of funds channelled through LNGOs recorded in 2020. Approximately 24.5 percentage of FER expenditure in 2020 was channelled through LNGOs. The figure for MYRPs in the same year is 19.2 percent. Data from the draft annual report 2021 suggest a small increase in funds channelled through LNGOs with an average 31 percent for FER grants and 20 percent for MYRPs.

183. There are important barriers restricting the ability of ECW to make further progress, particularly when it comes to increasing direct funding to LNGOs. A first set of barriers is related to ECW as an organisation. ECW has a limited tolerance to risk²⁰ (an issue further examined in Section 6.8 below). Earlier ECW grants to LNGOs were considered risky and difficult for ECW to monitor and control (MN964, MN312). In relation to this, there are also processes to assess the financial capacity

¹⁷ AF grant to Street Child, ref.21-ECW-ACC-0006

¹⁸ This figure excludes a grant to a LNGO in Pakistan approved in late 2021.

¹⁹ The definition of local NGOs used by ECW only counts organisations that are registered in the country and only have operations within the country. Branches of INGOs registered in the country are excluded from this definition.

²⁰ ECW's risk tolerance has to take account of the risk appetites of its donors and its host.

of local organisations (i.e. HACT assessment) that can exclude LNGOs either because they do not meet HACT requirements or because they do not have the time to go through the process before the deadline. In addition, UNICEF as the hosting organisation in charge of financial management has strict requirements and processes that are difficult for LNGOs to comply with (hosting issues are further discussed in Section 6.10 below). Finally, ECW's size and lack of presence at country level make it difficult to engage with LNGOs directly, limits the understanding of the LNGO community and context, and can make it harder to manage the risks.

184. There are also other types of barrier that sometimes can be seen as the local reflection of ECW's internal barriers. LNGOs can sometimes struggle to comply with the quick turnaround times for the application process, especially in emergency contexts (e.g. FER). In some contexts, the presence and engagement of LNGOs in the cluster system is limited compared to other (larger) actors. LNGOs might also have weak systems and processes that fail to meet international standards. All these weaknesses can be seen as capacity gaps in different areas (see the discussion in Section 4.5 above). In July 2021, ECW made a commitment to systematically involve women-led organizations in the design and implementation of MYRPs, and produced a guidance note in November 2021 to support country teams on the operationalization of this commitment.

185. Across ECW stakeholders there is not a common view about the role and focus of ECW in relation to the localisation agenda. While there is support for ECW to increase grants to LNGOs, it is not clear whether this should be achieved through direct or indirect funding or a combination of the two. Even in this case, there are different views about what should be the relative weight of direct and indirect support. More complex is the question of how ECW can promote the localisation agenda. Multiple options have been put on the table by different stakeholders ranging from increasing risk tolerance to supporting capacity development of LNGOs or devising new arrangements to channel funds to LNGOs. However, it is not realistic to expect that ECW can do everything. As indicated in the FER evaluation, "it is not possible to deliver at speed, diversify grantees, be catalytic and mitigate risk at the same time, unless there is significant investment in preparedness, including on capacity building." As ECW enters its new strategic period, it would be advisable to build on the work started with the AF grant in order to define what localisation means for ECW, what areas ECW should focus on, and set some targets that can help guide the work of ECW.

Grant objectives and gender

Finding 35. It has not been possible to track grant objectives, including gender, consistently across grants, but ECW is introducing a new system that will improve reporting.

186. ECW is transitioning to a new grant management and financial reporting system that will improve thematic reporting, including gender. An analysis of grant objectives was performed in the FER evaluation based on the internal grant objectives (intervention packages). The new system includes markers for operating costs (e.g. gender and disability) that will simplify the analysis of funding distribution across key priorities. The new system is expected to become operative in the second half of 2022. The transition will result in a gap of one year (2020) in data reporting.

187. The absence of a way to track gender related expenditures has made it difficult to know the share of the budget dedicated to gender issues (and not just number of girls) such as for example female and male teachers or ECW staff trainings on gender related subjects or the share of funding allocated to activities specifically addressing gender power imbalance. This lack of data has made it difficult for GRG members to assess what specifically is being done to address gender inequality and inequity and thus also to conclude whether ECW's approach is gender sensitive, responsive or transformative.

5.4 EFFICIENT USE OF RESOURCES

EQ3.4 How efficient has ECW been in terms of proportionate and economical uses of ECW and grant recipient resources (human and financial)?

Finding 36. It is clear that, with its emphasis on a lean secretariat, ECW's operating costs are low compared to other funds, but with a small team managing a large number of comparatively small grants, there may be downsides in terms of programme effectiveness.

188. The level of ECW's operating costs compares favourably with other funds and organisations and support views that ECW has a 'light' secretariat. ECW's administrative costs and fees (operating costs) as a share of total expenditure are in the range of 4.8 percent to 7.9 percent for the period 2017-2021 (Annex H). Operating costs in 2017 were substantially higher, but that was the year that ECW was set up and most of the expenditure was in the form of staff and secretariat costs. The table below shows the share of operating costs for a range of comparators (UNITAID, GPE, the Global Fund and GAVI). Although it is difficult to make a direct comparison due to different sizes and operational models, ECW does have one of the smaller shares of operating costs in relation to total expenditure. ECW's operating costs compare favourably with much larger organisations such as GAVI and the Global Fund. In organisations of a broadly comparable size to ECW such as GPE and UNITAID, operating costs are variable. GPE has slightly higher operating costs compared to ECW, while UNITAID shows operating costs in excess of 11 percent of total expenditure.

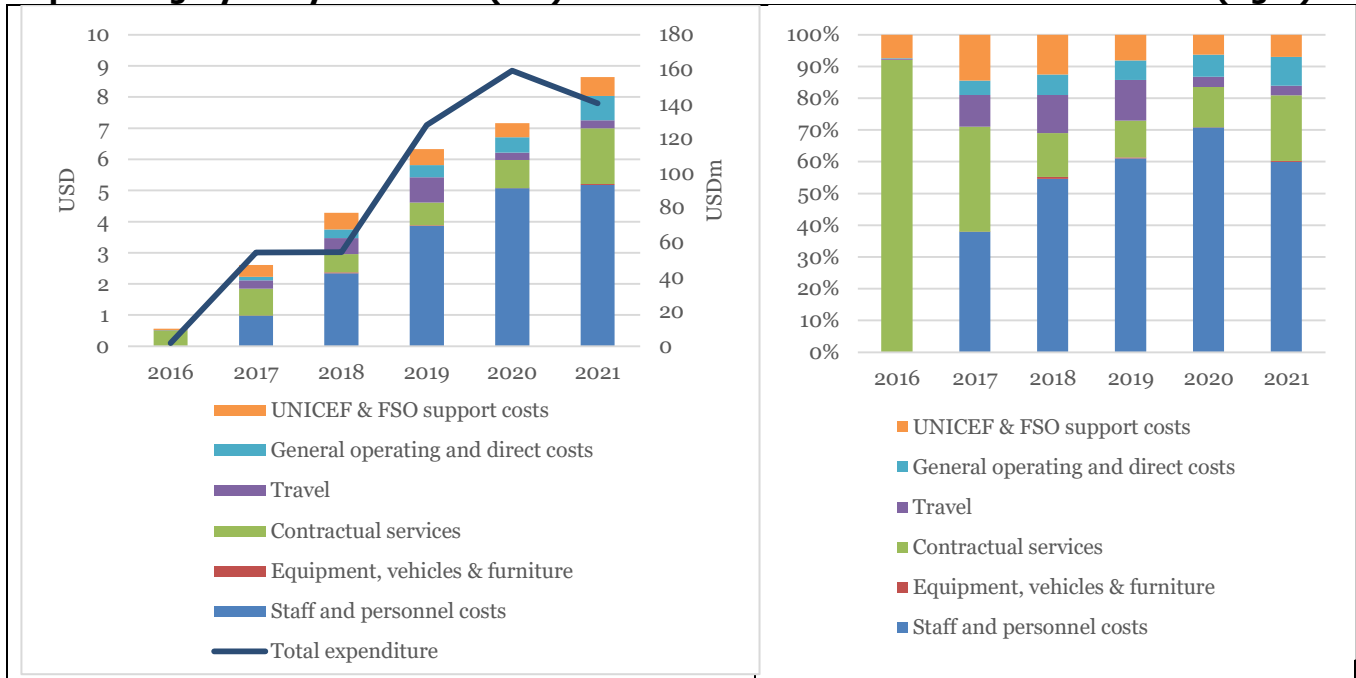
Table 9 Operating costs of some comparator funds

Comparator	Expenditure (ExCom)	ExCom costs & fees (ExCom)	Share (%)	Year(s)
GPE	1,012.50	91.09	9.0%	FYs 18-20 (3yr)
UNITAID	502.76	59.48	11.8%	FYs 19-20 (2yr)
GAVI	3157.92	195.68	6.2%	FYs 19-20 (2yr)
GF	7322	581	7.9%	FYs 19-20 (2yr)

Sources: Zijderduijn, M. et al (2020), p.87. Independent Summative Evaluation of the Global Partnership for Education 2020. Annexes to the Final Report. MFD Training & Consultancy; UNITAID (2020). Audited Financial Statements for the year ended 31 December 2020; GAVI (2021). GAVI Alliance Statutory Financial Statements 2020. GAVI Alliance; GF (2021). The Global Fund 2020 Annual Financial Report. The Global Fund.

189. In absolute terms, ECW's operating costs have grown in line with the volume of grants it provides (Figure 12 below). Cumulatively, the largest cost category over the period 2017-2021 is staff costs (59 percent of all cumulative spending), followed by contractual services (18.3 percent), UNICEF and the Funds Support Office (FSO) support costs (8.5 percent), operating and direct costs (7.0 percent), travel (7.0 percent) and equipment (0.2 percent). When looking at annual trends, the share of administrative costs dedicated to UNICEF and FSO support costs has decreased over the period 2017-2021. Travel was an important expense in 2018 and 2019, but dropped drastically in 2020 following the travel bans related to the Covid-19 pandemic. In absolute terms, contractual services have expanded over time, with a significant increase in 2021 compared to 2020.

Figure 12 ECW operating costs 2016–2021 per category and year in USD (left) and as a share of total administrative costs (right)



Source: ECW Finance team.

Finding 37. It is not possible to generalise about the cost-effectiveness of ECW programmes, because strong findings would require more detailed evidence on results achieved as well as costs.

190. By agreement, the OrgEval relied on the FER and MYRP evaluations for country-level assessments. Both evaluations reported that strong findings on cost-effectiveness or cost-efficiency would require more data than is available. Accordingly, their observations are qualitative, focused on likely drivers of costs (see Box 6 below). We note that minimising layers of sub-granting is a significant cost-effectiveness consideration, since each layer involves another set of administrative charges.

Box 6 Observations on cost-effectiveness/efficiency by the FER and MYRP evaluations**FER evaluation observations**

We also found efficiency/cost-effectiveness difficult to assess with much depth. While there was a lot of financial data available, it was both not usefully aggregated or disaggregated for the evaluation to use at the country or the global level. Two issues made this difficult: at the global level we ran a pilot on collecting data from different cases with similar intervention profiles to compare unit costs. Not all financial reports were available; different grantees reported at different levels of detail; different reporting periods were applied by grantees; non-financial data beyond numbers for reach and coverage was uneven; and it was not clear to us that all grantees interpreted terms in the same way, therefore we were not confident to use the data for cross-country work. At country level information on sub-grantee charges was not available, and the FER project documentation did not assist in providing benchmarks for cross-grantee comparisons without significant additional investment of evaluation resources to systematize cost factors in order to interpret the financial information.

Accordingly, the evaluation's findings are mainly qualitative and focus on drivers of costs:

Drivers of cost-effectiveness in FERs were the low management cost and the cost efficiencies achieved when FER grants build on the existing activities and capacities of grantees. However, high fragmentation between grantees and sub-contractors reduced the efficiency of the FERs because of rising fixed overhead ratios and/or indirect programme cost ratios to FER budgets. (¶175)

The FERs are more efficient than funding modalities that require capacity at country level, such as agents, financing units or country offices. (Finding 25)

Fragmentation of FER grants between grantees and across multiple rounds, and high use of sub-contracting, drive up costs. (Finding 26)

There is evidence that FERs achieve cost efficiencies when they build on existing capacities and activities of grantees. (Finding 27)

MYRP evaluation findings

The evaluation had one EQ that mentioned cost-efficiency and cost-effectiveness ("EQ 4.1. To what extent and how are MYRP processes and actors ensuring that programmes are designed and delivered in a cost-efficient manner, and results achieved cost-effectively? ..."). It made the following observations:

.. scoping missions [by the ECW Secretariat] are perceived as cost-efficient and well-managed, and as helping to create alignment through purposeful meetings with a broad range of actors, including government, national and regional humanitarian and development partners, as well as donors. Several respondents noted that scoping missions could be improved and made more cost-efficient, with even more strategic thinking and associated advance planning around coherence with GPE and other nexus actors. (p60)

As a result [of the establishment of the External Review Panel and the ETRG], ExCom engagement has become more cost-effective in terms of time and resources, through this more strategic engagement of the ExCom. (p63)

Although systemic investment in local and national NGOs and civil society is critical for the local ownership, sustainability, and cost-effectiveness of the MYRP, without a deliberate focus on strengthening the organisational capacity of these actors, there is a vicious circle of underinvesting in national and local NGOs and civil society. (p82)

Source: reproduced from Inception Report, Annex J.

5.5 OVERALL ALIGNMENT AND HARMONISATION

EQ3.8 To what extent have ECW partners and other stakeholders aligned and harmonized their policies, plans and programmes to achieve ECW's expected strategic results, and what has ECW done well/less well to influence this?

Finding 38. ECW was set up as a new fund in part because there was not enough focus on or funding for EiEPC. Some development donors have now begun to fund EiEPC to a greater extent; ECW's high-level advocacy and convening of humanitarian and development stakeholders within the ExCom and HLSG has helped to influence this.

191. As noted in Section 3.2 above, despite global commitments to the New Way of Working and strengthened partnerships, structural and operational barriers stemming from distinct mandates, siloed approaches, and separate coordination, expertise, planning, financing, and programming, continue to challenge the realisation of humanitarian-development coherence. The need to systematically connect emergency responses to the wider aid sector and national systems remains a critical barrier to a strengthened ecosystem. Connected to this is the need to build cross-over capacity so that more education actors have both humanitarian and development expertise. Some development donors have now begun to fund EiEPC to a greater extent; ECW's high-level advocacy and convening of humanitarian and development stakeholders within the ExCom and HLSG has helped to influence this.

Finding 39. AF grants that provide multi-year, sequenced and iterative support for strengthening capacity in specific technical and/or policy areas, with a focus on improving specific MYRPs, have supported ECW partners to better understand and realize alignment in order to achieve ECW's strategic results, through applied research and capacity building.

192. AF-funded applied research on coordinated planning and response has strengthened communication and partnerships of GEC, UNHCR and INEE, including collaborative work to align largely humanitarian joint planning and response to achieve ECW's strategic results. In addition, through AF funded applied research on data and evidence, and through building the capacity of (mainly international) actors in the EiEPC field, Education Cluster coordination teams, UN and INGO staff are increasingly aligned on working to ensure access to quality data as a basis for programme design and monitoring and measuring holistic learning outcomes. For instance:

- *Enhancing EiE Coordination through Core Cluster Support:* The analysis of the multi-year AF grant to the GEC yielded evidence that the funding to support the strengthening of GEC and Education Cluster coordination functions has improved operational capacity at global and country levels, the impact of which can be seen in the recent rapid response to the Ukraine crisis (see Box 5 above). This AF grant enabled the GEC to develop guidance and SOPs for global and country clusters as well as a structured support cycle with all Education Clusters, which has improved the consistency and quality of planning to meet needs more proactively. The AF support has also built country-level capacity through tailored training for MYRP country stakeholders, including on Joint Education Needs Assessments and People in Need calculations, which have improved quality on the ground and the reach of Education Clusters in terms of both depth and breadth.
- *Strengthening systems and approaches to measuring holistic learning outcomes in crisis settings:* The evaluation identified positive approaches to capacity development after the first year of implementation of the multi-year AF grant to Cambridge Education for strengthening systems and approaches to measuring holistic learning outcomes in crisis settings. The initiative has evolved to focus on building capacity of EiEPC actors to manage learning assessment. The initiative has conducted an analysis in five MYRP countries on which to base the technical work, and build capacity and tools relevant to each context.

193. There is room for improvement among ECW and its partners on strengthening humanitarian and development alignment across the nexus through more clarity on joint planning and response with development stakeholders; strengthening knowledge and capacities at global and country levels

to work across the nexus; and localisation. These are areas for which ECW is now working to develop specific strategies. The AF funded Global Partners Project/ISEEC research identified overlapping mandates for coordination in mixed contexts (refugee and IDP) and across the nexus, resulting in inefficiencies in terms of duplication, time and cost-effectiveness when multiple coordination mechanisms are in place. It identified a systemic disconnect between the three main coordination mechanisms – Education Clusters, Refugee Education Working Groups (REWGs) and Local Education Groups (LEGs) – with few structural elements, guidance or tools to support synergies between them. Moreover, education stakeholders operating in mixed contexts and across the nexus have limited knowledge and skills to utilise the different mandates, functions, tools and processes across coordination mechanisms. EiEPC stakeholders have not yet addressed this capacity gap. At global and national levels, there is a need for greater clarity on roles, responsibilities, accountabilities and complementarity among major funds and coordination bodies operating across the nexus, ECW, the Global Partnership for Education (GPE) and the World Bank in particular. Capacity needs to be built and a pathway and SOPs articulated for systematic engagement between and alignment of Education Clusters/REWGs and LEGs on the integration of EiEPC components into Transitional Education Plans/Education Sector Plans for sustainability. This requires communication and efforts to align on the part of EiEPC stakeholders, including ECW itself.

194. The realisation of the vision as joint and inclusive planning and response across the nexus can be further strengthened. An inclusive process from the outset sets the tone for joint ownership of the plan and sets up stronger participation across the project cycle. However, inequity in capacity and resourcing are barriers alongside language for local actor participation within Education Clusters in terms of government and civil society partnership and ownership. In addition, Education Cluster coordination meetings are still heavily skewed toward humanitarian actors (INGOs, UN agencies) rather than local government and education officials. A more systematic and targeted approach on the part of Education Clusters to meaningfully engage EiEPC stakeholders that are not part of the cluster across multi-year cluster strategies and MYRPs is needed, particularly NGOs and CSOs operating across the nexus. This is a problem for ECW, particularly for the MYRP, as ECW works through Education Clusters in contexts of internal displacement to coordinate and communicate with stakeholders. The Global Education Cluster has recently produced guidance for local actors and ECW's Capacity Building Framework Action Plan (ECW, 2022h) notes that it will, in the long term, pilot the Global Education Cluster framework for strengthening the institutional capacity of national and local actors. This, along with an objective of the new Global Education Cluster Strategy (GEC, 2022) focused on forging a partnership of EiE stakeholders at both global and country levels around a common vision and action, are positive steps in the right direction.

195. Humanitarian and education development stakeholders need to work together to strengthen alignment between policy and programming actions and measurement across the nexus on multi-hazard preparedness, anticipatory action and risk reduction at school, district, and national levels, given new and changing risks relating to climate change. Rather than developing new guidance, ECW should support the mainstreaming of climate change action within EiEPC coordination and support the use of existing multi-hazard, risk-informed approaches for preparedness, anticipatory action and response, including the newly revised [Comprehensive School Safety Framework](#). This will require continued progress on areas on which ECW is already focused, including integrated, intersectoral and nexus-spanning approaches as well as the localisation agenda with support for the integration of local adaptation knowledge into EiEPC approaches and strategies.

6. Organisational Fitness

6.1 INTRODUCTION

196. Key Question 3 asks: What are the main factors that explain the successes and limitations of ECW's performance? This chapter focuses on explanatory factors that relate to organisational fitness. (see Figure 1 in Annex D).

197. Most elements of organisational fitness are addressed by EQ3.5, but EQ3.8 (hosting) and EQ3.6 (ECW's cross-cutting functions) are also addressed in this chapter. Organisational fitness questions are not focused solely on the ECW Secretariat, but concern ECW as a whole. For that reason, the chapter begins with our assessment of ECW governance (EQ3.2).

6.2 GOVERNANCE

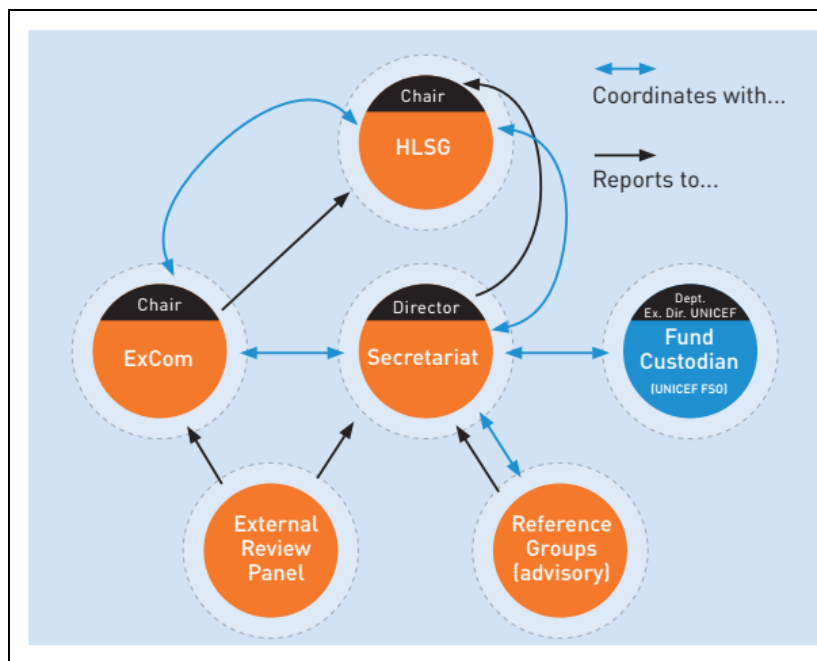
EQ3.2 How effective and efficient have ECW's overall governance arrangements been?

Context and approach

198. This review of ECW governance structures focuses mainly on the roles of, and the relationships between, the HLSG, ExCom and the ECW Secretariat. It draws on a comprehensive review of governance documents, including the full set of HLSG and ExCom papers, and on interviews with members of all those bodies and other stakeholders (interviewees are listed in Annex C); the evaluation team also observed HLSG and ExCom meetings, and participated in discussions around the preparation of the next Strategic Plan. We were mindful that all these bodies have had to adapt their ways of working during the Covid-19 pandemic.

199. A diagram depicting ECW's structure – which has essentially remained as designed in 2016/17 – is at Figure 13 below. Box 7 below summarises the HLSG, ExCom, and ECW functions as per the current Operational Manual, approved in April 2020. It is understood that the current roles of the governance structures reflect changes agreed at an ExCom Retreat in November 2018.

Figure 13 ECW Governance Structure



Source: ECW Operational Manual, April 2020: Figure 3.1 (ECW, 2020a)

Box 7 ECW Governance Functions²¹**High-Level Steering Group (HLSG)**

HLSG core functions are (i) provision of overall strategic direction to ECW; (ii) advocacy for high-level political commitment and funding for the achievement of ECW's goals and objectives; and (iii) approvals of policies and appointments of the HLSG Chair and the ECW Director (ECW, 2020a). Convened at the ministerial level, it is currently chaired²² by the UN Special Envoy for Global Education, Rt Hon Gordon Brown, and is comprised of donors,²³ Country Constituency Representatives, Civil Society Constituency Representatives, partner organizations, and individual members ex officio including heads of five UN agencies²⁴ and multilateral aid agencies.²⁵ The ToR note that civil society representatives should include both international, as well as local or national non-state actors, including at least one representative from a youth-led organisation.

The HLSG's role encompasses conducting political and resource mobilization advocacy year-round for ECW and, more widely, for education in emergencies and protracted crises and approving the resource mobilization strategy supporting ECW's Strategic Plan (HLSG ToR, 2020).

Executive Committee (ExCom)

ExCom serves as the operational oversight body of ECW. ExCom's core functions are: to provide macro-level review and monitoring of (i) operations and (ii) finances, (iii) to support the HLSG as required, (iv) to provide support to the Secretariat on resource mobilization, operational, technical or policy issues, (v) to support capacity building and donor engagement in crisis-affected contexts through members' in-country representation and staff, and (vi) to approve certain actions and decisions which are further detailed in the ToR. Under the ExCom's 'approve certain actions and decisions' function, it fulfils many but not all of the roles that would typically be undertaken by a Board.

It mirrors the composition of the HLSG and comprises senior representatives from donors, countries, civil society and individual members ex officio from the five UN agencies (OCHA, UNESCO, UNHCR, UNICEF and WFP), GPE, INEE and the World Bank. Both the Global Education Cluster Coordinators (from UNICEF and Save the Children respectively) also have seats on the ExCom. Its members are nominated by HLSG members.

Director and Secretariat

The Fund's day-to-day work is led by ECW's Director who has responsibility to provide strategic leadership and manage the ECW Secretariat. The Director is appointed by the HLSG and reports to the Chair of the HLSG as a primary supervisor and the UNICEF Deputy Executive Director of Programmes as secondary supervisor. The Director works closely with the Chair of the ExCom who provides assessments of performance, against pre-agreed indicators, to the Chair of the HLSG.

The Secretariat has overall responsibility for the day-to-day operations of ECW and fulfils key roles in ECW governance, strategy and operations. The Secretariat's functions are (i) strategy and policy development and implementation; (ii) advocacy, external relations, and communication; (iii), oversight and management of fund-raising, finances, reporting, and risk; (iv) management and monitoring of grants and relationships with grantees; and (v) supporting other ECW organs [i.e. HLSG and ExCom] in their work.

Sources: ECW Operational Manual, April 2020 (ECW, 2020a), HLSG ToR (ECW, 2020j), ExCom ToR (ECW, 2020k)

200. UNICEF, as host of the ECW Secretariat, is the fund custodian depicted in Box 7, and also has important roles in its own right as a major actor in the EiEPC field. For further discussion of hosting see Section 6.10. Issues around the structure and capacity of the Secretariat are addressed in Section 6.3.

201. The Chair of the HLSG can be appointed for up to two 3-year terms and potentially one additional year. The Chair of the HLSG is approved by the HLSG members. According to the

²¹ The Operational Manual, approved in April 2020, details the respective roles of each component of the governance structure. It is understood that the current roles of the governance structures reflect changes agreed at an ExCom Retreat in November 2018.

²² The Chair of the HLSG can be appointed for up to two 3-year terms and potentially one additional year. The Chair of the HLSG is approved by the HLSG.

²³ All donors including bilateral and multilateral partners, private sector companies and private foundations which contribute to ECW can join the HLSG. (HLSG TOR, 2020)

²⁴ OCHA, UNESCO, UNHCR, UNICEF and WFP, with flexibility to add other UN Agency Heads as partnerships develop (HLSG TOR, 2020).

²⁵ World Bank, GPE and INEE (HLSG TOR, 2020).

operational manual the Director is expected to have a term of four years, renewable once for a further four years, for a total of eight years" (ECW, 2020a, p16²⁶). This implies that there are likely to be significant succession issues before the end of the next strategic plan period.

Assessment

Finding 40. The configuration of roles between HLSG and ExCom was a pragmatic approach to the start-up of ECW, and proved effective in harnessing early momentum. The recognition of the need for representation of a range of constituencies is appropriate, but in practice the preference for "inclusivity" leads to donor domination of bodies that risk becoming too large for meaningful deliberation or the efficient conduct of business. There is a case for strengthening HLSG's role in resource mobilisation alongside its strategic oversight, while clarifying and enabling ExCom's role as the body to which the Secretariat, led by its Director, is primarily accountable for the implementation of ECW strategy and policies.

202. ECW was launched by an impressive and influential HLSG. This group, representing the key organizations involved in EiEPC, brings a powerful voice to the cause. It is uniquely positioned and qualified to foster collaboration across EiE actors and to advocate for resources, not just for ECW, but for the wider cause. The commitment and participation of heads of key agencies helps to maintain powerful support for ECW. Membership has been strengthened by the inclusion of the head of OCHA, and there have been efforts to give more voice to country, civil society, teacher and youth representatives. There is no fixed limit to the size of the HLSG with all donors eligible to join. However, there are limits on country (2) and civil society (4) representation. There are currently 31 members of the HLSG comprised of; Donors – 17, UN agencies – 8, Countries – 2, CSO – 4 and one observer.²⁷

203. The composition of ExCom echoes that of the HLSG, but at a less senior level than heads of agency. For both bodies, in practice, attendance is sometimes delegated to less senior people, and there are large numbers of additional attendees.

204. The HLSG meets only twice a year (in sync with the spring meetings of the IMF and World Bank, and the meeting of the UNGA in the fall). The meetings are carefully prepared in advance but are brief and serve to confirm positions decided in advance rather than being deliberative. During the pandemic the scope for formal and informal interaction around HLSG meetings was, inevitably, further constrained by holding them virtually. The same constraints applied to ExCom, but it meets more frequently (at least four times a year).

205. Although the HLSG is the highest oversight body for ECW, it is the ExCom that provides most of the functions of a board in overseeing ECW's overall progress and the performance of the Secretariat. The appointment of the Director, however, is approved by the HLSG, and the Director reports to the HLSG Chair, as well as working closely with ExCom and the chair of ExCom.

206. A significant number of the evaluation's interviewees considered that the HLSG could do more to fulfil the role in resource mobilisation described in its ToR (see Box 7 above) and our analysis in Section 6.5) indicates that the resource mobilisation strategy approved by HLSG has not in practice been pursued as vigorously as might have been expected.

207. The relationship between ExCom and the Secretariat has evolved as ECW has grown and become more established. At the outset, the agencies represented on ExCom provided much practical and technical support to the work of the Secretariat, e.g. through task teams; the Secretariat is now more self-sufficient, but there are still debates about how "hands-on" ExCom needs to be. Technical groups have been established to facilitate technical engagement in practical ways, so as to reduce the workload for ExCom itself. Such groups include the Gender Reference

²⁶ A footnote adds: "At the time of publication of this manual (April 2020), all existing contracts will be respected. Aligned with UN Rules and Regulations, the tenure must be stated in the vacancy announcement and Letter of Appointment."

²⁷ May 2022: see ECW website <https://www.educationcannotwait.org/about-us/our-governance>.

Group – see 17 in Annex M, and the Education Technical Reference Group (ETRG), which allows education specialists to engage with the Secretariat in a way that is intended to reduce the need for detailed review and debate at ExCom itself.

208. As already noted for HLSG (¶202 above), both bodies are dominated by donors. Although there are references in the Operational Manual to "constituency" representatives (see Box 7 above), there is not a formal constituency structure as there is, for example, for GPE and GFATM. An "inclusive" approach to membership has been adopted which means that any donor is eligible to join, without any formal requirements about the size or frequency of their financial contributions, and that both bodies could become indefinitely large as more donors are recruited. At the same time ECW continues to regard itself as a partnership and this has been reflected in the broad consultative approach adopted in preparing the forthcoming strategic plan. A danger of growth in membership, along with turnover amongst the representatives attending, is that some of the governance bodies' early coherence may be eroded.

209. While considering the future staffing and configuration of the secretariat (Section 6.3 below) it would be logical also to consider the scope for strengthening and clarifying roles and accountabilities vis-à-vis the governance bodies. There is a case for strengthening HLSG's role in resource mobilisation alongside its strategic oversight, while clarifying and enabling ExCom's role as the body to which the Secretariat, led by its Director, is primarily accountable for the implementation of ECW strategy and policies.

6.3 THE SECRETARIAT'S ORGANISATION AND HUMAN RESOURCES

EQ3.5 Organisational fitness: how well has ECW's organisation supported its performance in terms of:

- **the Secretariat's structure, size, locations, coherence and communications?**
- **human resources and skills?**

Context

210. This section addresses issues concerning the Secretariat's size, structure and resources. From the beginning ECW set out to be a lean organisation, operating with a minimum of bureaucracy and overhead costs, with staff double and triple hatting, i.e. working across different functions. A review of how the structure and staffing of the Secretariat has evolved is provided in Annex H, including the organogram at Figure 44. ECW activities were started by task teams of staff seconded by donors and agencies before the ECW Director was recruited in 2017 and ECW was formally established as a hosted fund within UNICEF. The hosting relationship is reviewed in Section 6.10 below. The Secretariat' staffing and its operating budget require approval by ExCom.

211. Our assessment draws on a review of budgets and processes, including governance body records and discussions. Most importantly we conducted confidential interviews with virtually all of ECW's permanent staff in New York and Geneva, as well as a number of ECW's long-term consultants and other key stakeholders including ExCom members and grantees (see Annex C).

Size and capacity

Finding 41. The Secretariat has expanded as the ECW portfolio has grown, but it remains small. There has been a commendable determination to limit operating costs and staffing. However, it was very clear from our interviews with staff, ExCom members and other close observers, that the workloads of most existing staff are unsustainable.

212. ECW was initiated by donor-staffed working groups and then transitioned to the formal Secretariat in 2017. The initial Secretariat was small and consisted of a handful of staff, the Director and a few advisors, growing to 12 by the end of 2017 (see Table 25 in Annex H). Subsequently the Secretariat gradually expanded, particularly in 2019-2020 with the addition of thematic experts, including gender, MHPSS and resource mobilisation specialists. The Secretariat was at full planned strength in 2020 with 26 staff in the following units: Executive Office; Strategic Planning and

Accountability; Quality Education; Finance and Operations; M&E and Reporting; Advocacy and Communications; and Partnerships and Resource Mobilisation. Emphasis has been on keeping it “lean and agile” and therefore keeping the number of staff low. The Secretariat, however, has been flexible in finding necessary additional human resources, bolstering its capacity over the years by secondments and interns (see Table 25 for details), which comes with its own challenges, due to the short-term nature of these appointments and the resulting turnover.

213. In spite of its small size the Secretariat has achieved a lot over the years (see Section 4 above). During this period, the volume of ECW annual expenditure has grown from USD 54.2 million in 2017 to USD 140.3 million in December 2021, the number of countries and regions of engagement has risen (from 14 at the end of 2017 to 42 in 2021), and the number of grants active increased from 50 at the end of 2017 to 154 at the end of 2021. ECW also had to cope with the restrictions that accompanied the Covid-19 pandemic, while at the same time its workload was increased by the need to roll out its Covid-19 FERs. It is a tribute to the quality and dedication of ECW's staff that the Secretariat adapted so well and continued to perform at a high level throughout the pandemic. However, it is clear that very high levels of personal stress were involved, and that the current workloads of most staff are unsustainable. There is also consensus that despite high-capacity individuals who are passionate about the cause, the current Secretariat has reached its limits, is overstretched and does not have the capacity to manage and monitor its portfolio to the desired degree without making unfair demands on its personnel.

214. ECW now faces multiple challenges of adaptation: to learn from the pandemic and adjust office working practices appropriately; to increase its capacity to a more realistic level; and, as we review next, to refine its structure to better fit its longer-term function and needs.

Structure, skills and office locations

Finding 42. The organic growth of the secretariat structure was positive in supporting flexibility and in drawing on the individual strengths of its senior staff. However, ECW is no longer a start-up and will need to work towards a more durable structure that can carry forward the objectives and priorities of the next Strategic Plan.

215. The structure of the ECW Secretariat has grown organically and its organisation has been fluid, which supported early dynamism. ECW's first (and current) Director was recruited in May 2017, and the secretariat's staffing, systems and procedures were built up concurrently with the launching of the fund. ECW's early operations were supported by task teams, consultancies and ad hoc support from core stakeholders, and there was a natural tendency to assign multiple roles to individuals within the small initial team. (Double- and triple-hatting persists as noted in ¶219 below).

216. Currently the Secretariat is led by the Director (D2 level). The position of Deputy Director was only filled between April 2019 and August 2020. The Director is supported by a senior management team consisting of eight staff at P5 level, six of whom lead one of the teams, one is a senior advisor on displacement (seconded by UNHCR) and one is the chief of the humanitarian liaison office in Geneva. The six teams are Strategic Planning and Accountability, Quality Education, Finance and Operations, M&E and Reporting, Advocacy and Communications, and Partnerships and Resource Mobilisation. There was a slight restructuring of the teams in the second half of 2021, when Finance and Grants Management were brought together under a new chief of Finance and Operations. Furthermore, three "workstreams" were created to increase internal coherence (see ¶224ff).

217. Specific need for increased capacity of the Secretariat has emerged from our own assessment and in conversations with internal and external stakeholders.

218. There is agreement that ECW needs a structure that is fit for purpose in line with the objectives set in ECW's strategic plan and recognition that it needs to adapt to its growing portfolio. This has become particularly clear since the start of the Covid-19 pandemic when ECW's portfolio (in particular through FERs in response to the Covid-19 pandemic) increased suddenly and significantly without an accompanying increase in staff (see Annex H). As ECW grows, it seems clear that some more formal structures are needed in order to operate effectively and efficiently at scale, while retaining ECW's ability to be innovative and entrepreneurial.

Finding 43. As the Secretariat is expanded it will need to reinforce some skills more than others; areas in particular need of strengthening include the Education, M&E and Resource Mobilisation teams.

219. Three priority areas (the Education, M&E and Resource Mobilisation teams) have emerged particularly strongly as needing strengthening. Currently staff are double- and triple-hatting in their functions (e.g. leading a unit, while also being focal point for a country, while also fundraising or doing advocacy work etc.). Initially this may have been useful, but now, with a much larger portfolio which is expected to grow further, it is not sustainable for the individuals concerned in terms of their health and overall wellbeing, and it represents a risk for the organisation to rely too heavily on overstretched individuals in a sector that by nature requires speed and agility.

220. A case in point is the lack of dedicated management of the Acceleration Facility over the years which is crucial to obtain the most value from this modality; see Annex L for details and recommendations on the AF. Another challenge is the issue of line management: currently a number of P5s manage country portfolios while also fulfilling their other primary functions within the Secretariat. Being peers they naturally do not report to the Chief of Education which means reliance on good will, accompanied by the challenge of ensuring coherence across the technical portfolio and coherent and timely communication (including of relevant guidance) to all grantees across all three modalities in all countries where ECW operates. While the seniority of staff is useful in gaining political traction and convening partners, there is an argument for streamlining and structuring this differently, with a stronger Education Team having clear responsibility for the programme portfolio, and each gaining experience with a particular group of countries. In order to be able to manage this efficiently and effectively, the Education team needs bolstering. Additional human resources need strong profiles in EiEPC, as well as a good understanding of the cross-cutting issues that are important to holistic quality education. The M&E team also needs further capacity to fulfil its many and varied responsibilities. The Resource Mobilisation team is particularly small for a global fund, all the more so for one that has resource mobilisation for EiEPC as a key reason for its existence and as a continuing key objective. It needs to be strengthened with strong expertise in fundraising with governments and fundraising from private partners. For a more detailed discussion on resource mobilisation, see section 6.5 below.

Finding 44. There is a good logic in distributing staff between offices in New York and Geneva; post-pandemic, the case for operating from other locations is less compelling.

221. ECW started off working from an office in New York, the UN's political capital, and later established an office in Geneva alongside the Global Hub for Education in Emergencies. Currently these are ECW's only official office locations, but two senior staff are based in Copenhagen and Amman.

222. Both office locations, New York and Geneva, are useful and strategic for ECW's work. Having a physical presence in New York, where many (UN and other) partners and donors are located, while also sharing office space in Geneva with the recently established Global Hub for Education in Emergencies in the humanitarian capital facilitates informal and formal collaboration with partners in the sector; the relative proximity to countries of operation, particularly the African continent, makes travel and communication with grantees and partners easier. As Covid-19 restrictions have eased, ECW, like other organisations, has to find a new balance between remote working and the undoubted benefits of physical proximity and opportunities for face-to-face contact with colleagues and collaborators.

223. There is general agreement that the Geneva location has worked well, in terms of interaction with other members of the EiEPC community and better time zones. During the pandemic everyone was working remotely, but post-pandemic the efficiency of having two members of the SMT working from remote locations is contested, with understandable arguments on both sides. The office working patterns are further discussed under section 6.4 below.

Internal coherence and communications

Finding 45. At the outset the Secretariat was small enough to be run very informally, with key team members adopting multiple roles and a very flat structure. With the Secretariat now appreciably larger and split across two office locations it is less practical for a single Director to provide close supervision to all its sections. The challenge is to introduce a clearer structure and lines of accountability without losing coherence or becoming too bureaucratic.

224. The evaluation found that due to the organic growth and initial lack of systems a need for attention to internal coherence and improved communications emerged over the years. In an effort to address this – and as a result of the significant increase of FERs during the Covid-19 pandemic – the Secretariat initiated three internal "workstreams", each consisting of staff from different teams within the Secretariat (see the organogram from November 2021, Figure 44 in Annex H).

Workstream I was on resource mobilisation, Workstream II on field investment and support, and Workstream III on evidence. The idea was for regular meetings to take place for each of the three workstreams so as to ensure closer collaboration and communication between colleagues across teams and more efficiency in working on these three big themes. We found that there appears to be limited operation through the workstreams in practice, which again seems due to the heavy workload of staff, including those coordinating the workstreams. However, Workstream II on field investment and support is being used flexibly to keep all relevant staff informed via email flows and, particularly since early 2022, an attempt has been made to meet on a monthly basis.

225. Overall, the evaluation has found that there is a need to examine the current staffing structure, to reorganise and rebalance the team – not simply by adding additional staff to the existing structure – but need for a clearer organisational structure, clarity over responsibilities and better internal management. ECW is at a critical juncture at the end of the current strategic plan. It has grown substantially and has the ambition to grow further. It therefore needs to carefully consider its needs and be put on a more mature and sustainable footing.

6.4 ORGANISATIONAL CULTURE

EQ3.5 How well has ECW's organisation supported its performance in terms of:

- **an organisational culture that reflects its objectives and values, including those for gender and equity?**

Context and approach

226. Expectations concerning organisational culture are set out in ECW's gender policy and accountability framework (ECW, 2020b) as follows:

A positive and supporting organizational culture for all staff has been repeatedly identified as a key enabler in the promotion of GEEWG. The available literature considers "organizational culture" as a set of deeply rooted beliefs, values and norms (including traditions, structure of authority and routines) in force within the institution; and a pattern of shared basic assumptions internalized by the institution.

For the Policy to be upheld, a gender-responsive Organizational Culture and Practice is therefore crucial and is materialized through (a) the ways in which ECW conducts its business, treats its employees and partners; (b) the extent to which decision-making involves staff (irrespective of rank, grade or opinion) and power and information flows (formal and mostly informal); and (c) the degree of commitment of staff towards collective implementation of the Policy.

227. For our organisational fitness assessment we have considered the gender dimensions as part of a broader assessment of ways of working within and across the organisation. We consider gender skills first and then the broader issues. For a more detailed assessment of the gender component, see Annex M.

Gender policy and skills

Finding 46. ECW has developed a robust gender corpus which outlines a clear commitment to gender equality in education. The gender and accountability framework is well aligned in principle to the IASC gender and equality framework. Staff are committed to ECW's gender and equality principles and objectives, but there is room to strengthen staff training and familiarity with the gender corpus.

228. The first declared commitment in ECW's Gender Strategy (ECW, 2018b) is to "ensure that gender analysis and gender equality are central to each of ECW's core functions, collective outcomes, implementation and financing modalities, and operations". This commitment has been institutionalised at organisational level through the development of a comprehensive gender corpus which includes a gender strategy (ECW, 2018b) and a gender policy and accountability framework (ECW, 2020b). These key documents are supported by an annual gender implementation plan, a monthly Gender Update on the Gender Policy Implementation Plan & Accountability Framework in order to ensure implementation and follow up on gender-related commitments. Gender guidance notes are developed as new issues or tools are developed.²⁸ In 2022 a stock-taking exercise through a gender equality capacity assessment questionnaire for ECW secretariat staff was carried out.

229. A review of the ECW gender accountability framework against the IASC framework (see Table 39 in Annex M) shows a high level of compliance to international standards. Table 39 also includes references to the annual gender implementation plan 2022 which shows a consistency between the framework and the planned activities to implement compliance.

230. As part of its organisational commitments to gender equality, the policy also includes the need to ensure sufficient gender capacity in assessing, planning, and developing proposal processes, and the establishment of a gender task team.

231. Whilst the results from the gender equality capacity assessment questionnaire show 95% of staff thought that gender is either a very or an extremely relevant element of the ECW, just under one-third of staff reported not having received training on gender in the last two years. This particularly applies to new recruits and is also explained in part by the interval between new gender managers as well as the pandemic. Interestingly those staff who did not think gender was relevant to their team or their everyday work were all new starters who possibly missed out on the gender sensitisation element during induction. This re-emphasises the need and importance of continually organising gender-related capacity strengthening in order for all staff to be in a position to deliver on ECW's gender commitments. There are now two mandatory on-line gender modules (and two optional) tracked by the gender manager and reported on annually.

Gender parity and diversity

Finding 47. There is still room for improvement in terms of inclusion and gender. Though ECW achieves overall gender parity, an equal number of staff does not translate into balanced representation of women at senior management level.

232. ECW aspires to gender equality which is defined in its Gender Strategy glossary as "the equal representation of men and women [...] in every department, office or regional commission, overall and at each level [...] to all posts". In terms of numbers there has been overall gender parity amongst the secretariat staff (see Table 25 in Annex H), and ECW is led by a woman. However, looking at the number of female staff at the senior management level provides a different picture: currently there are only two women at P5 level (out of eight P5 positions), whilst women fill the majority of the administrative positions (4 to 1).

²⁸ For example the gender manager organised orientation sessions in March 2022 for Secretariat staff, including country leads on ECW targeting and relevant group-specific programming approaches. Orientation on the IASC Gender and Age Marker (GAM, see Gender Policy) to increase understanding and implementation was also provided to the Secretariat staff. Following these orientation sessions for ECW Secretariat staff on the IASC GAM, its requirements for all investments became effective again as of April 2021.

233. The evaluation team did not attempt to assess the effect that a majority male senior management team may have on the organisation per se but a number of staff and others have pointed out that a higher level of gender and ethnic diversity would be welcome and more in line with ECW core values. Some staff have also questioned whether older members of the management team may be less aware of work-life balance challenges encountered by younger professional colleagues.

Working patterns and organisational culture

Finding 48. A healthy and strong Secretariat where innovation and solutions-oriented thinking is fostered needs two things: a) a reasonable work-life balance for all staff, no matter their seniority or stage of life, and b) space to reflect, take stock, learn lessons, and dialogue. For many staff at all levels in the secretariat, these prerequisites are not being achieved.

234. The focus on the Secretariat being kept lean seems to be linked to some of the organisational culture issues that have evolved over time. As described in the previous section, many staff are overstretched and there is not (enough) space to reflect and adjust, not only in terms of the programmatic portfolio, but also on the functioning and organisational culture of ECW, and in particular the Secretariat. Speed and agility are two of the main characteristics that ECW strives for and that are required for actors to be effective in their humanitarian response. However, to be able to operate at full capacity, with speed and agility, a strong and healthy team is needed. While the ECW Secretariat has the passion and the drive, it is now at a critical point where it needs to take a step back, carefully examine its objectives for the next strategic planning period and consider what it will take in terms of human resources and skills to get to where it wants to be without burning out highly skilled and passionate staff. Constant overstretching of staff, including the Director and senior management staff, puts not only the individuals, but the organisation as a whole at risk.

235. This evaluation considers that a healthier and even stronger Secretariat, where individuals continue to be motivated by the cause and have a drive to achieve their objectives, can only be achieved if a) a reasonable work-life balance is achieved for all staff, no matter their seniority or stage of life, and b) there is genuinely space for staff at all levels to reflect, take stock and learn lessons, to participate in dialogue and to voice opinions freely. In order to foster innovation and solutions-oriented thinking, this safe space for reflection and dialogue will need to be carved out despite – or because of – the fast pace in the sector.

236. **Informality.** From its beginnings the Secretariat has taken pride in its informal and hands-on working style. While this has been useful in some respects (e.g. P5s learning about country programmes), the evaluation finds that, at current scale, there is a lack of sufficiently systematic communication and coherence between different teams. With under 30 staff the Secretariat is small but dispersed and often travelling; it has significantly increased from the handful of staff in the early stages, who did not need very formal systems to communicate with each other and keep track of the portfolio at the time. Although efforts are made to allow all staff to speak at team meetings, few staff consider that these meetings function as an effective channel for reflection and discussion of options, and a number of staff told us that they did not feel ECW was a completely safe space to voice concerns or dissent from established positions.

237. **Decision making.** The evaluation found that decision-making within the Secretariat is not always clear. The senior management team meets regularly but seems to focus more on information sharing than decision-making. Lines of accountability are blurred and it seems that relationships between individuals are sometimes used as avenues for advocating for specific agenda points which are then taken up. This can and has caused tensions in the workplace.

238. **Diversity.** There is room for improvement in increasing the Secretariat's diversity, in terms of balancing the number of female and male staff at all levels, but also in terms of ethnic origins and languages spoken, which will not only enrich the team, but also help with programmatic responsibilities, liaison and communication with grantees in different areas of the world.

239. **Work-life balance.** Although ECW follows the UNICEF guidance regarding working conditions, a number of secretariat staff have shared that they are struggling to find a sound work-life balance.²⁹ Most staff are very busy, and younger parents, men and women alike, find it especially challenging to juggle work and parental responsibilities. One issue mentioned by male and female respondents has been the feeling that individual line managers may be more or less amenable to individual staff circumstances, with the result that not all staff feel treated equally. Some staff reported feeling very supported by their managers, whilst others have felt a lack of empathy from their manager, perhaps more due to a lack of awareness than a lack of willingness. Remote working, which proved to be a workable modality during the Covid-19 pandemic, was cited as an issue not covered by internal policies, resulting in some staff able to continue working remotely whilst others do not have the option. This may be partly due to the absence of a staff dedicated to manage these internal management needs and partly it seems that many staff at different levels, including the Director, have excessive workloads.

6.5 RESOURCE MOBILISATION

EQ3.5 How well has ECW's organisation supported its performance in terms of:

- **systems and processes for resource mobilisation?**

Staffing

240. The ECW secretariat has a role to support HLSG and ExCom in resource mobilisation (for resource mobilisation, see the review in Section 6.2 above). Within the secretariat, the Resource Mobilisation team consists of four staff:³⁰

- It is led by a P5-level Chief of Partnerships and Resource Mobilization, based in Amman, who works with:
- a P4 Resource Mobilisation Manager (this position was filled between April 2020 and January 2022 and has been vacant since);
- a P4 Private Sector Manager based in the USA (between September 2020 and May 2021 this position was that of an Innovative Finance Manager; it was then vacant and a new person started in March 2022);
- a JPO Partnerships Officer (who joined in February 2022 and works in Geneva).

241. In addition to the dedicated Partnerships and Resource Mobilisation team, the Director herself and some other P5s and staff are also pursuing resource mobilization.

Responsibilities and approach

242. The Resource Mobilization Strategy 2018-2021 (ECW, 2018c) identified a multi-pronged approach to reach out to existing and new donors including private sector and innovative financing. It acknowledged the need to develop the capacities to support resource mobilization citing the 2018 independent hosting review which noted that "the heavy lifting and strategizing [for resource mobilization] will need to be from within ECW and its governance structures. ECW must be properly skilled to succeed in this competitive task" (Mokoro, 2018).

243. Recognizing that 'resource mobilization success will be at the heart of ECW's eventual impact' the Resource Mobilization Strategy 2018-2021 committed to 'provide an adequate number of qualified staff/human resources to ensure sufficient attention is paid to the resource mobilisation strategy and fundraising'.

244. ECW is now contemplating a 2023-2026 resource mobilization target of USD 1.5 billion. As noted in Section 4.3 above, this is below original aspirations but it is nevertheless a substantial fundraising target, especially in the current extremely challenging aid environment. Raising this amount

²⁹ Work-life balance is inevitably different in an organisation working in EiEPC, in that at times work will be much more intense than others. This is well understood and accepted, however, the degree to which it happens at ECW is unsustainable.

³⁰ An "in-country resource mobilisation" consultant (UK-based) has been engaged during the first half of 2022.

will require a sophisticated, targeted, politically savvy, evidence-supported and well-argued campaign with ongoing outreach to potential funders, whether donor governments, philanthropic donors or other innovative sources. Several donors, led by Switzerland, are supporting the convening of a replenishment event in Geneva in early 2023, and working with the resource mobilisation team to organise and promote it. Several donors have voiced concerns (e.g. at ExCom) that the Secretariat may be underestimating the volume of work required for a successful replenishment exercise.

Assessment

Finding 49. The Director and staff of ECW deserve credit for fund-raising efforts that have been sufficient to put ECW clearly on the map, despite being lower than original aspirations. However, compared to other global funds, the ECW Secretariat is inadequately resourced in its resource mobilization function, including in relation to pursuing innovative financing. The imminent replenishment event makes strengthening of human resources for resource mobilisation purposes an urgent matter, but a higher level of appropriately skilled resources dedicated to resource mobilisation will be a continuing requirement.

245. Large global funds such as the Global Fund to fight AIDS, TB and Malaria, Gavi the Vaccine Alliance, GPE and Unitaid all have proportionately larger dedicated resource mobilization/external relations teams than ECW. They tend to cultivate and nurture important funding relationships on an ongoing basis with increased and intense activity and lobbying in the lead up to a pledging/replenishment event, knowing that each may have favoured issues or topics that need addressing.

246. By comparison, ECW's resource mobilisation team operates on a shoe-string, with resource mobilisation being only one of several responsibilities for its head. As noted in Section 4.3 above, the funds that ECW has raised are not trivial, and are recognised to reflect credit on the Director and her staff. However, the staffing and human resource expectations of the Resource Mobilisation Strategy (¶243 above) have not been followed through, and this appears to be a factor in ECW's limited progress in pursuing new funding sources and innovative financing instruments.

6.6 GRANT MANAGEMENT

EQ3.5 How well has ECW's organisation supported its performance in terms of:

- **systems, processes and guidance for grant management?**

247. ECW grant management can be seen from an administrative and financial perspective and from the perspective of education programme management. Both are important and need to interact and work in sync with each other throughout the grant cycle. This section focuses mainly on the administrative and financial component. The programme dimensions handled by the Education Team are reviewed more fully in Section 6.9 below.

ECW secretariat staffing and responsibilities for grant management

248. Until late 2021 grants management was part of the Strategic Planning and Accountability team, it was then moved to a new Finance and Operations Team, consisting of a P5 Chief of Finance and Operations (based in Copenhagen), a P4-level Grants Manager (now based in Geneva; the position was vacant between October 2019 to March 2020), a P3 Finance Specialist (who has been in post since September 2017 and is based in New York) and a Senior Administrative Assistant (who has been in post since October 2017, is based in New York and is currently being inducted into grants management). The Grants Manager is supported by two consultants.

249. The professional dimensions of grant management are handled by the Education Team. The Grants Management team handles the administrative and financial aspects of grant management, from pre-approval stage where information is collected from potential or prospective grantees, to the fund transfer request. Upon approval of a grant the Grants Management team submits the grant transfer request to UNICEF's FSO who issue the grant approval letter. The responsibilities for follow-up on budget re-programming, no cost extensions, and report submissions are again part of the role of ECW's Grants Management team. There is therefore an important intersection between the Grants

Management team and UNICEF FSO, as well as internally between the Grants Management team and the Finance Officer, the Education Team and the M&E Team. For a review of hosting issues, see Section 6.10 below.

250. The Finance Officer is responsible for managing all financial aspects, including the decision on which pot of funding a certain grant draws on, and communicating this to FSO, so close collaboration between the Grants Management team and the Finance Officer is essential.

Assessment

Finding 50. ECW has significantly improved its grant management systems. There is still work to do to sort out roles and responsibilities between the administrative/financial and the professional/technical management.

251. Initially grants were managed in Excel, which became unmanageable with the significant increase in grants and the expansion of the ECW team. An Information Management Consultant is working to develop cloud-based systems that are interlinked and accessible to all relevant staff. This process is managed by the Chief of Finance and Operations to ensure coherence.

252. There is still an issue about respective roles and responsibilities of the administrative/financial responsibilities (Grants Management team) and the professional grant management (mostly located within the Education team, but not exclusively) as further elaborated in the following paragraphs.

Finding 51. The ECW Secretariat has limited dedicated staff to manage increasing numbers of FERs, MYRPs and AF grants, which require tailored support and quality oversight. As a result, grant management guidance and processes are most clear for the grant design stage and less clear for implementation. The management of FERs and management of MYRPs in the design and appraisal phases is seen as appropriate, with active and tailored support provided to coordination mechanisms and stakeholders. Management of FER and MYRP grants during implementation has experienced some challenges, but is improving.

253. The MYRP in particular has experienced a positive evolution with regards to clearer supporting guidance, in the form of documents and templates for in-country education partners, especially in the initiation and design phases. Supporting documents include not only a MYRP template but also a separate set of application instructions and a preparation development checklist, and result in greater clarity for partners on the MYRP's purpose, objective, roles, responsibilities, and timelines. Moreover, these third-generation MYRP instructions are more strategic and reveal a maturity of ECW's conceptualisation of the MYRP, with an emphasis on the MYRP as a collaborative process. The proposal template requires the outline of the roles and responsibilities within the governance structures and linkages with key stakeholders like humanitarian, refugee and development coordination groups, as well as cross-sectoral coordination groups.

254. While grantees at global and country levels credit a responsive ECW Secretariat in response to requests for support, the quality of that support and processes for ECW grant management has been perceived at times as limited in instances where the country-based governance body is at odds with MYRP grantees and implementing partners and when there are perceptions of conflict of interest in MYRP implementation processes. (OPM, 2021b, ECCN, 2022). Grant management guidance and processes would also benefit from more targeted ECW support with regard to resource mobilisation, tracking and reporting.

255. There has been a mixed level of engagement on AF grant management. Processes for an integrated, strategic and managed approach across the modality have not yet been sufficiently developed or institutionalized internally to ensure complementarity with MYRPs and FERs. This is largely due to insufficient dedicated AF management (see Annex L). Overall, there has not been a consistent or systematic grant management approach to ensuring country level complementarity between the AF and FERs or MYRPs. (Mokoro, 2020a; OPM, 2021b; Annex L).

Finding 52. Overall ECW’s grant management is heading in the right direction. Internal collaboration between the administrative/financial side and the education programme management side is essential, particularly to ensure both efficiency and accountability.

256. There is pressure on the professional side coming from donors wanting more supervision and accountability of grantees. This is something that will need to be taken into account when considering the staffing structure (see section 6.3 above).

257. Because UNICEF FSO has a role in financial disbursement and the issuance of grants letters, it also has an important role to play and there is an intersection between the secretariat and the FSO that needs strong collaboration. For more details see the discussion on hosting in section 6.10 below.

6.7 MONITORING, PERFORMANCE MANAGEMENT AND LEARNING

EQ3.5 How well has ECW’s organisation supported its performance in terms of:

- **systems and processes for monitoring, performance management and learning?**

ECW secretariat staffing and responsibilities for M&E

258. ECW’s M&E team is a central piece of the ECW secretariat structure, with direct responsibility in several areas. The M&E team is involved in the accountability function and support activities contributing to the following high-level results:

- ECW programmes and decisions are informed by rigorous, timely data and analysis
- Global and national capacities to generate quality data in EiE are strengthened
- ECW develops and implements an effective planning, monitoring, review and reporting system
- ECW’s strategies and programmes are informed by rigorous, independent evaluation. (ECW, 2020m)

259. In this regard, the M&E team has overall responsibility for the implementation of the ECW Evaluation Policy, compiling and analysing data for the annual report, “tracking progress against expected results and working with global partners on harmonizing indicators, tools, and systems [INEE working groups]”; (ECW, 2020a) and “reviewing, analysing, and approving reports from grantees” (ECW, 2020a). Occasionally, ECW conducts and/or participates in programmatic reviews with grantees and, occasionally, undertakes monitoring visits on a case-by case basis. The M&E team is also involved in some activities related to in-country capacity strengthening (on MHPSS, gender, protection and learning outcomes) and the methodology for tracking of resource mobilisation.

260. The M&E team currently consists of three permanent staff: a P5 Chief (position filled by two successive incumbents, from late 2016 to mid-2018, and then from December 2018 onwards), a P4 level M&E Manager seconded by France (since December 2018; filled by 2 individuals since then), and a P3 M&E Specialist (in position since July 2019). At key points in the year this small team is supported by interns, particularly during the preparation of the Annual Results Report in the first half of each year.

Assessment

Finding 53. ECW has put in place elaborate monitoring, performance management and learning systems and processes, but it may struggle to use them effectively without additional resources.

261. As discussed in section 4.6 above, ECW has adopted an ambitious Results Framework and standard evaluation practices. It is acknowledged that the challenges of data collection, reporting and evaluation are particularly difficult in emergency contexts. However, the intensity of ECW’s reporting and evaluation practices has been lower than in other comparable organisations (see section 4.6 above). On top of this, the M&E team is also involved in several other activities (see above). That ECW has been able to set in place such a robust monitoring, performance management and learning framework is a remarkable achievement considering the size of the M&E team. Some activities do

involve or rely on consultancy contracts (e.g. evaluation or some knowledge products), but the management of the process and the internalisation of the results are time-consuming activities.

262. Looking forward, there are some questions about the ability of ECW to maximise the value it can extract from these systems. For example, considering the number of grants, ECW has so far conducted a very small number of evaluations. Moreover, no country-level evaluation has been conducted to date. The ambition put forward in the Strategic Plan 2018-2021 of conducting 5-6 country level evaluations a year and using them to conduct a meta-analysis could make a significant contribution to learning and accountability. However, it will be difficult to realise this agenda without a larger M&E team.

263. ECW grant management processes on knowledge management and applied learning are not yet sufficiently responding to FER, MYRP and AF stakeholders' needs and motivation to learn from and share good practices and innovations across MYRPs. Key reasons for this include the lack of explicit links in grant application and reporting templates, the lack of monitoring of AF outputs and the use of this to feed into MYRPs/FERs, and the limited human resources to manage and reflect on AF research and learning and integrate it into FER and MYRP processes. The ECW Secretariat is now developing a MYRP manual to build more alignment into MYRP processes, including in the application and reporting templates, but a more systematic and integrated approach across the three funding modalities is needed.

6.8 RISK MANAGEMENT

EQ3.5 How well has ECW's organisation supported its performance in terms of:

- systems for managing and mitigating risk at corporate and portfolio levels?

ECW secretariat staffing and responsibilities for risk management

264. Within the Secretariat, Risk Management sits under the Strategic Planning and Accountability team. This team up until late 2021 combined three functions, a) strategic planning, b) risk management and safeguarding, and c) grants management. Grants management was then moved to a new Finance and Operations team. The current Strategic Planning and Accountability team consists of a P5 Chief of Strategic Planning and Accountability, a P4 Risk Management and Safeguarding Manager (filled between April 2020 and April 2022; vacant since May 2022), and a P3 Planning Specialist (in position since April 2018). Temporarily a P3 Safeguarding and Risk Specialist position was created and filled by a member of the Education Team to provide surge capacity to the acting Chief P4. The P5 Chief position was filled between October 2017 and October 2021, it was then led by the P4 until May 2022. The newly recruited P5 started in June 2022.

Assessment

Finding 54. ECW with support from a Risk Task Team, has developed a comprehensive Risk Management Framework to address a full range of risks including safeguarding (see Table 40 in Annex N). The Corporate Framework is complemented with a portfolio-level risk framework in line with UNICEF/UN international standards.

265. The framework, developed in 2018, was included in a summarized form in ECW's Strategic Plan 2018-2022 (see Table 40 of Annex N) and addressed five relevant risk domains: strategic support and partnership; programme delivery; secretariat and governance; fiduciary; and safeguarding/do no harm. Risk monitoring outcomes were reported to the ExCom. However, limitations due to staff constraints were identified.

266. It is important to note that there are multiple risk considerations that stem from the hosting arrangement with UNICEF and how its FSO operates. On the one hand this relates to perceptions of conflict of interest arising from UNICEF being a key recipient of ECW funding. Other considerations relate to FSO's mode of engagement with ECW including in relation to predictability of funding to grantees and localisation and how this might impact effectiveness. There is continued need for ECW and UNICEF to collaborate to ensure smooth processes of ECW's operations as well as adherence to

relevant UNICEF HR policies and safeguards. Hosting arrangements are discussed in section 6.10 below. Substantive risk issues for ECW are discussed in Annex N.

6.9 ECW'S CROSS-CUTTING FUNCTIONS

EQ3.6 To what extent have ECW's technical and cross-cutting functions (including on education, gender accountability, MHPSS, M&E, reporting, and risk management) been working well in supporting progress towards the systemic and beneficiary outcomes?

Context

267. The technical functions listed in this EQ are variously positioned within the Secretariat structure (ECW, 2021o). Risk management and safeguarding fall under Strategic Planning and Accountability; this function has been discussed in Section 6.8 above. Monitoring and Evaluation and Reporting is a section itself and has been discussed in Section 6.7 above.

268. Education expertise is included under the Education Team, and the other cross-cutting functions mentioned in the EQ also report to the head of the Education Team. As well as the gender and MHPSS specialists, there are now also specialists addressing disability and early childhood education (ECE). The evaluation team understands that the ECW Policy and Accountability Framework on Disability Inclusion has been recently adopted (ECW, 2022k), but had not seen it at the time of preparing this report; it is also too early to assess progress by the ECE expert.

269. The Education Team is led by a P5 Chief of Education. The team also comprises a P4 Emergency Manager and three technical specialists: a P4 Gender Specialist (based in Geneva), a P3 MHPSS Specialist (based in the USA), a P3 Early Childhood Specialist (based in Geneva, who joined ECW in March 2022) and a P3 Consultant Specialist for Disability.

270. The P5 (with the support of the P4) is responsible for managing the whole portfolio of FER, MYRP and AF grants. Four other P5s are focal points for some of the grants, but they do not formally report to the Chief of Education.

271. The role of the specialists on the Education Team is to ensure the mainstreaming of their respective technical focus areas (gender, MHPSS, disability, early childhood education) into the technical portfolio. They are involved in the review of applications and reports from grantees, responsible for drafting guidelines, and strengthening the capacity within the Secretariat on these cross-cutting issues, in response to requests from donors to see increased commitment in ECW's portfolio on these cross-cutting issues. For some purposes, the specialists appear to report directly to the SMT or the Director (see for example the discussion of the gender manager role and the operation of the Gender Reference Group in Annex M).

Assessment: cross-cutting functions in the Education Team

Approach to thematic priorities in general

Finding 55. ECW's in-house expertise on gender, MHPSS and safeguarding has led to more technical engagement and guidance during the development of FERs and MYRPs, but internal and external coherence is limited. However, there is no clear strategy for how ECW should pursue thematic priorities.

Finding 56. For practical reasons, thematic specialists have played a direct role in vetting FER and MYRP design documents, while in parallel developing systematic guidance for potential grantees and Secretariat staff. As ECW's portfolio grows, direct involvement by an increasing number of thematic specialists becomes cumbersome, and systems and guidance for mainstreaming cross-cutting and thematic issues through programme management rather than specialists reviewing each proposal become essential.

272. ECW's Operational Manual (ECW, 2020a) notes that it prioritises inclusive education, gender equality, protection, ethical and safeguarding standards and capacity strengthening with multiple

partners. In general, these thematic priorities are well-established across the EIE community. For instance, they were reinforced as cross-cutting issues in the 2010 revision of the INEE Minimum Standards and companion toolkit. However, the ECW Operational Manual does not set out a process by which ECW integrates and pursues thematic priorities, nor does it specify how they are interconnected.

273. ECW's in-house expertise on gender, MHPSS and safeguarding has led to more technical engagement and guidance during the development of FERs and MYRPs, but internal and external coherence is needed. However, there is no clear strategy for how ECW should pursue thematic priorities. Specialists have developed guidance on some of the thematic areas, like gender and MHPSS, in order to avoid the areas becoming a 'tick box' exercise in proposal development, but there is not yet a clear strategy for the application and use of this guidance within ECW's modalities. Furthermore, lines of accountability between education and cross-cutting specialists need further clarity to strengthen ECW's internal coherence. ECW's cross-cutting and technical functions lack a process by which there is applied learning across the modalities.

274. Moreover, nuance is required in applying cross-cutting guidance, especially in MYRPs, to ensure that localised expertise is valued and that grants are not too generic, respond to local dynamics and better include national policies and frameworks relating to cross-cutting issues like gender, inclusion and MHPSS. Progress has already been made in the last year in relation to gender through the establishment of the GLO function which precisely seeks to embed gender focused interventions in the context. Additionally local women organisations and gender/GBV in-country coordination mechanisms, as well as organisations of people with disabilities, are included in the design of MYRPs.

Education expertise

Finding 57. Education specialists within the ECW Secretariat are extremely knowledgeable, experienced and working well to support progress toward ECW's systemic and beneficiary outcomes. However ECW has too few education specialists given the breadth of ECW's investments.

275. ECW is moving forward progress on improving the quality of education, including learning outcome data in EiEPC contexts, in partnership with EiEPC stakeholders. An internal ECW Position Note on *Quality education and increased learning in EiE settings* from 2020 states that ECW promotes a holistic approach towards learning, which ECW has defined as encompassing the following elements of a minimum package to increase learning outcomes:

- Quality education starts with an analysis on the motivation and readiness of the learner i.e. what does (s)he brings in terms of (i) previous schooling experiences and levels of learning, (ii) nutrition status, (iii) psycho-emotional-social wellbeing, and (iv) its status of protection.
- From this analysis and as part of the package, a suitable conducive and safe learning environment is to be created matching the diverse needs of both boys and girls including those less abled.
- After analysing the learner and the direct learning environment, the process of teaching and learning becomes the most important thing via first focusing on the teacher/instructor and its capacity and (mental) readiness to teach in EiE settings.
- The final aspect is some form of contextual relevant holistic learning outcome measurement.

276. These elements have not been consistently reflected in guidance across ECW's investments, although ECW is making more progress on the second and fourth elements. In particular, the AF has evolved to have a strong focus on and investment in strengthening systems and approaches to measuring holistic learning outcomes in crisis settings (2020, 2021). This grant has been designed to have a clear pathway for strengthening the measurement of holistic learning outcomes in MYRPs. In addition, ECW is funding multi-year projects through the AF that contribute toward ECW's expected result of ensuring better quality and more up-to-date data and analysis.

277. Education specialists within the ECW Secretariat are extremely knowledgeable, experienced and working well to support progress toward ECW's systemic and beneficiary outcomes, but there are

too few of them given the breadth of ECW's investments (see the discussion of Secretariat capacity in Section 6.3 above). One of the consequences has been a lack of sufficient management resources to focus on the Acceleration Facility – see Annex L).

Mental health and psychosocial support (MHPSS)

Finding 58. MHPSS is highly relevant to ECW's systemic and beneficiary outcomes and ECW has been a strong advocate at global level for MHPSS as an essential component of quality EiEPC. There have been some positive developments but MHPSS has not yet been consistently integrated throughout ECW's investments.

278. Mental health and psychosocial support (MHPSS) is highly relevant to ECW's systemic and beneficiary outcomes and has seen some positive developments but has not yet been consistently integrated throughout ECW's investments. A DFID-funded report in 2019 on how psychosocial support (PSS) featured in ECW investments found that while ECW has an important role to play to strengthen PSS across its investments, the lack of a unified definition of PSS compromises the effectiveness and quality of programming. Moreover, it found too much of a focus on a 'one size fits all' approach, in part due to lack of assessments and limited PSS capacity and technical expertise. Existing PSS activities were not evidence-based or effective, the outcomes that PSS activities aimed to achieve were unclear, and monitoring and evaluation indicators did not encompass PSS and were output only (Chen, 2019). Subsequently, ECW adopted the terminology MHPSS rather than PSS to promote the interconnectedness between mental health, PSS and social emotional learning. ECW hired an MHPSS Specialist who has developed a unified definition of MHPSS in EiEPC for ECW and partners: "Structured, goal-oriented, evidence-informed interventions and approaches in formal and non-formal education settings that promote and protect the wellbeing and holistic learning outcomes of *all* children – including the most marginalized and hard to reach girls, boys and adolescents." (ECW, 2021n). Given the evidence that support for health and wellbeing of children and adolescents is essential to fully learning, and to teachers being able to successfully support learners, ECW requires that school-based MHPSS should feature in every ECW country investment.

279. A strong stance on MHPSS as an essential component of quality EiEPC has been bolstered by ECW advocacy at the global level, but it has not yet been consistently integrated into ECW's FER and MYRP investments. ECW's MHPSS specialist developed a Technical Guidance Note on MHPSS in EiEPC and a MHPSS indicator library, but these have not yet been integrated in a meaningful way in all of ECW's investments, in part because ECW Country Leads within the Secretariat do not consistently use them or share them with partners to ensure quality MHPSS in FERs and MYRPs. ECW's MHPSS guidance highlights the fact that the needs of girls, boys and adolescents identified within MYRP and FER proposal templates must be accompanied by proposed interventions to respond to those needs. Moreover, it states that proposal teams must ensure that a field-based NGO with MHPSS technical expertise is a member of the proposal development team from the very beginning of proposal planning. The evaluation team did not find evidence of ECW consistently putting this guidance into practice.

280. There have been several AF grants focused on MHPSS, to support networks focused on MHPSS and to fill gaps in thematic knowledge and implementation of MHPSS. This work is promising but would benefit from an investment in design and implementation research that will build the evidence base on what works, where and how for improving MHPSS outcomes, and how this impacts learning outcomes.

Gender expertise

Finding 59. Ensuring gender expertise on the team has been an ECW priority from the start and the post of Gender Programme Manager at P4 level was filled from 2017. The presence of the Gender Programme Manager ensured that ECW developed a comprehensive gender corpus to mainstream gender in ECW’s programmatic portfolio, as well as in the organisation. In addition, a gender reference group (GRG) has been established. It is unreasonable to expect the Gender Programme Manager single-handedly to follow the whole of ECW’s expanding programmatic portfolio in detail in addition to the other responsibilities the role entails.

281. Mainstreaming gender has been a priority for ECW, and the Gender Programme Manager at P4 level (the role has been filled by two individuals from September 2017 to December 2020 and from February 2021 to date) has ensured that this cross-cutting issue remains a top priority. Through the work of the Gender Manager, ECW has developed a comprehensive gender corpus which includes a gender policy, a gender strategy and a gender accountability framework (ECW, 2020b) as well as a number of guidance notes.

282. The Gender Manager also has the responsibility of providing relevant guidance to colleagues directly responsible for investment formulation and management, as well as reviewing and quality assuring the gender component of all FER and MYRP proposals. Given the large and growing programme portfolio, this is an increasingly difficult task to fulfil for one person.

283. The Gender Strategy Document 2018-2021 (ECW, 2018b) lays out the gender objectives of ECW towards the achievement of gender equality in its interventions. ECW’s investments aim to help tackle the impact inequalities have on girls’, boys’ and adolescents’ equal access to education, as well as seek to address the root causes of gender-based discrimination in emergencies. As such ECW aims to be gender-responsive and then in the longer run (through the MYRPs) support gender transformation.

284. The gender accountability framework ensures alignment with ECW’s operations and management practices and compliance of ECW activities and decisions to the gender policy and strategy. This framework together with the gender strategy lists specific strategies and indicators for the FER, MYRP and AF facilities to ensure appropriate operationalisation of the gender strategy.

285. The strategy includes a gender reference group (GRG) which gathers representatives of bilateral and multilateral organisations as well as INGOs and provides support to the gender manager for the implementation of the gender strategy. The GRG was established to support the gender manager in ensuring gender is meaningfully mainstreamed in ECW’s approach and funding mechanisms.

286. In order to address the issue of limited capacity by one person, ECW is currently following a three-pronged approach: 1) develop closer coordination and collaboration with the EIE education cluster, 2) include a gender lead organisation (GLO) in third-generation MYRP proposals who will oversee the quality of gender interventions at country level and 3) capitalise on the GenKit (see Annex M) to enable better understanding of global standards at country level. The outcomes of this new strategy will only become visible in a couple of years, but these initiatives show a capacity and willingness to adapt ECW’s approach as new concerns emerge.

287. Annex M includes a more detailed assessment of ECW’s gender component.

6.10 HOSTING ARRANGEMENTS

EQ3.7 What have been the strengths and weaknesses of ECW's hosting arrangements?

Finding 60. Incubation of ECW in UNICEF (within the UN framework) was the right call, but the hosting relationship has not developed optimally. UNICEF regulations as applied by the Funds Support Office (FSO) are increasingly felt as a brake on ECW implementation.

288. The right location for ECW was extensively discussed as ECW was formed, and a major hosting review was undertaken (see Box 8 below), on the basis of which it was decided that hosting should continue at UNICEF for the duration of ECW's first strategic plan period. A key factor was to ensure that ECW could function within the UN humanitarian system, taking advantage of the humanitarian access that a UN affiliation provides. This has proved to be a crucial factor in ECW's operations.

Box 8 The Hosting Review

At the outset, it was agreed that ECW should be hosted by UNICEF for an initial year, during which a hosting review would be conducted to consider a full range of long-term options. A hosting review conducted in 2017-2018 recommended that ECW's incubation at UNICEF should be continued through the period covered by ECW's strategy for 2018–2021, with the question of long-term hosting to be reconsidered as part of the evaluation of ECW's early performance and the development of ECW's strategy for 2022 onwards.

While the hosting review recommended that administrative hosting should remain with UNICEF during incubation, it recommended that financial hosting be transferred from UNICEF to the Multi-Partner Trust Fund Office (MPTFO), so as to take advantage of MPTFO's specialist expertise and experience in trust fund management and also to mitigate conflicts of interest (COI) and to secure more advantageous terms for managing ECW funds. Ultimately, the ExCom and HLSG decided not to move financial hosting to MPTFO.

Furthermore, the hosting review recommended that the incubation arrangements at UNICEF should be strengthened in a number of ways to simultaneously consolidate ECW's separate identity and address concerns about conflicts of interest. Finally, the hosting review recommended specific steps to strengthen ECW's relationship with GPE, clarify ECW's grant management and oversight role, and strengthen other dimensions of ECW's strategy and forward planning that have implications for its hosting requirements. (Mokoro, 2018)

289. However, the hosting relationship has not been a completely smooth one. ECW's operations involve very close interactions with UNICEF's Funds Support Office (FSO) which has to issue project agreements to grantees and make disbursements for ECW projects. FSO applies UNICEF policies and procedures. There is a strong perception in the Secretariat that UNICEF's requirements, as applied by the FSO, e.g. in relation to approval of subgrantees, have become increasingly onerous in ways that constrain ECW programme design and contribute to delays in disbursement and project implementation. From an ECW perspective, communication about UNICEF's requirements and application of those requirements has been inconsistent, which contributes to disbursement delays, and there could have been more, and more meaningful consultation on such issues. It is likely that remote working during the pandemic hampered consultations and contributed to difficulties in resolving such concerns.

Finding 61. The years-long delay in formulating a hosting agreement is highly regrettable. Preparing such an agreement needs to be viewed as a joint effort to facilitate ECW efficiency and agility. ExCom has tended to focus too narrowly on hosting charges.

290. Experience across global funds shows that being hosted is an inherently difficult relationship. The hostee benefits from being able to take advantage of the host's legal personality, its HR, procurement and IT systems. On the other hand, the relationship carries risks to the host organisation, so there is always a challenge in balancing the hostee's autonomy versus the host's legal and reputational responsibilities. GPE has similar issues in its relationship with the World Bank, but in that case a detailed hosting agreement has been concluded, which provides a degree of clarity and transparency about the respective interests and responsibilities of host and hostee (including provisions that would apply in the case of GPE deciding to end the relationship) (GPE & WB, 2019)

291. ExCom's recent discussions of hosting have been dominated by concerns about hosting charges. UNICEF has been reviewing all its hosting agreements, and is preparing a hosting agreement with ECW, but sharing of the draft has been delayed pending the completion of an internal audit report on all UNICEF's hosted funds. It is very regrettable that a hosting agreement was not agreed much earlier. Such an agreement should not be viewed simply as an administrative matter; it should be viewed as a joint effort to facilitate ECW's agility and efficiency. Development of the hosting agreement should be an opportunity to clarify UNICEF's regulatory requirements and enable adequate lead time for ECW to adjust its systems and to resource work to ensure compliance with hosting requirements and efficient disbursement of funds.

Finding 62. It is not helpful to characterise the prominence of UNICEF as a grantee only in terms of the conflict of interest linked to hosting. The issue arises inevitably from UNICEF's global and country-level roles in the education clusters (and affects Save the Children similarly as co-host of the global education cluster); diversification needs to be pursued pro-actively and not dismissed as a (mis)perception of conflict of interest.

292. Hosting by UNICEF which is by far the largest recipient of ECW grants inevitably raises questions about conflict of interest (COI). There are rules in place to mitigate this (e.g. in requiring ExCom approval of grants when UNICEF is the recipient), and there is a strong tendency for ECW to characterise the issue in terms of *perceptions* of conflict of interest. For example, as noted in our review of risk management:

Perceptions of conflicts of interest: The Risk Framework explicitly recognizes the 'Perception of Conflict of Interest with UNICEF as ECW host, particularly in terms of UNICEF receiving ECW grants/transparency of grant recipients and UNICEF's coordination role at country level, including through the Education Cluster' as a risk with 'high' rating. Pursuant to mitigation measures the residual risk is seen as 'medium'. (Annex N)

293. UNICEF's prominence as a grantee arises more from its global and country-level roles as an education cluster lead and as a major implementer of EiE programmes than from hosting. (Save the Children's role as cluster co-host provides it with a natural advantage in securing ECW funding too.) Diversification of grantees needs to be pursued proactively and not seen simply as a misperception of conflict of interest.

7. Conclusions and Recommendations

7.1 INTRODUCTION

294. In this final chapter we first (in Section 7.2) draw together our summative assessment of ECW performance (Key Questions 1–3). Then in Section 7.3 we consider what can be inferred from the summative findings about the validity of the main assumptions supporting the theory of change. Sections 7.4–7.7 address the forward-looking issues raised under Key Question 4: How can ECW strengthen its positioning and performance over the next strategic period? In Section 7.8 we provide a detailed matrix of actionable recommendations.

7.2 CONCLUSIONS ON ECW PERFORMANCE

Is ECW doing the right things?

Key Question 1: How relevant and coherent is the role of ECW as the global fund for education in emergencies and protracted crises (EiEPC)?

Conclusion 1. ECW is a valuable addition to the global architecture for EiEPC, both in helping to reinforce global recognition of the importance of education in humanitarian response and in playing a unique role as a global fund dedicated to EiEPC (Finding 2, Finding 3). Its basic operating model, with three investment windows, is appropriate. The FER and the MYRP are able to add value at country level, and their focus on the humanitarian-development nexus is highly appropriate; the AF is a relevant complement to the country-focused windows (Finding 3, Finding 6, Finding 7, Finding 8).

Conclusion 2. At the same time, and against a difficult international background (Finding 1), ECW is still a work in progress. There has been further elaboration of various component strategies of the Strategic Plan (Finding 10, Finding 11) and there has been continual improvement to the FER and MYRP designs – particularly to strengthen working across the nexus (Finding 3, Finding 6, Finding 7, Finding 8).

Conclusion 3. There are continuing challenges, both globally and at country level, in ensuring coherence between organizations in working across the nexus (Finding 8) (including between ECW and GPE – Finding 4, Finding 5). The relevance and added value of ECW's in-country interventions is potentially challenged by their small scale (Finding 7).

Is ECW doing things right?

Key Question 2: To what extent is ECW fulfilling the core functions and achieving the systemic outcomes set out in its strategy?

Conclusion 4. ECW has made a substantial contribution towards reinforcing political commitment to EiEPC (Finding 12), but its record on generating additional funding is mixed. Funds mobilised for the ECW trust fund have been substantial, but against reduced resource mobilisation ambitions, and ECW remains heavily dependent on traditional donors. ECW has reported large amounts of "leveraged" funds, but the evidence that such funding has indeed been raised and that it is a result of ECW's efforts is weak (Finding 14).

Conclusion 5. As regards joint working towards collective outcomes, there are many challenges related to the complexities of working across the nexus, and linking both to cluster/refugee coordination mechanisms and to the development coordination mechanisms, but ECW is continuing to strengthen the coherence and inclusivity of its approaches, taking account of recommendations by the FER and MYRP evaluations (Finding 15, Finding 16).

Conclusion 6. ECW only recently finalised its capacity strengthening framework. Nevertheless, ECW has made definite contributions to strengthening systemic capacities for planning and coordination of EiE at both global and country levels. Strengthening local partner capacity has not received enough attention across ECW modalities. (Finding 17, Finding 18, Finding 19, Finding 20)

Conclusion 7. Compared to other global funds, ECW's results framework is ambitious both in scope and number of indicators, and annual reports are comprehensive and systematic, but it is inherently

challenging to demonstrate the contribution of ECW (or other actors) to the collective outcomes reported (Finding 21). ECW has a robust evaluation policy, but systematic country-level evaluations have not yet been conducted (Finding 22). The monitoring system is geared towards upward accountability and is less useful for learning (Finding 24), while gender and equity have mostly been monitored at the output level (Finding 23).

Conclusion 8. Based on available data,³¹ ECW's performance on beneficiary outcomes is mixed. In 2020, ECW met seven out of the 14 indicators for which collective targets have been agreed. A further 16 indicators were reported but without a target (Finding 25, Finding 26). Both FERs and MYRPs had difficulty in meeting targets for reaching IDPs, refugees and children with disabilities.

Conclusion 9. Unintended effects that have been identified (e.g. possible displacement of funding, and adverse consequences of the limited time allowed to submit grant proposals) are a reminder of the importance of monitoring and evaluation to ensure that programmes are working as designed, and that unintended negative effects are mitigated (Finding 27).

Explanatory factors (efficiency)

Key Question 3: What are the main factors that explain the successes and limitations of ECW's performance?

Operational efficiency

Conclusion 10. ECW is rightly concerned to demonstrate "humanitarian speed" and its response times compare well with other humanitarian actors. However, very short times allowed for proposals can work against diversification of grantees, while delays in the later stages of disbursement of MYRPs (Finding 29) are frustrating and are likely to reduce their impact. There are trade-offs between speed and transparency, but all three windows are now trying to achieve greater clarity and transparency (Finding 28).

Allocative efficiency

Conclusion 11. Country-level coordination between the different modalities is limited and ECW may be missing some opportunities to add value through a combination of grants (Finding 30). As yet it has not been possible to track grant objectives, including gender, consistently across grants (Finding 35).

Conclusion 12. FERs are the most obviously distinctive modality for ECW, but MYRPs, with their longer duration, account for a larger share of the portfolio. It is important to be able to scale up FER funding when needed (Finding 32).

Conclusion 13. The large number of ECW grants, combined with a small average size creates a significant workload for the ECW Secretariat, reducing their efficiency and potentially undermining the effectiveness of the grants; small grants are similarly more burdensome for grantees (Finding 31).

Conclusion 14. ECW grants remain concentrated on a small number of grantees although the pool of recipients has increased. Perceptions of conflict of interest in the way grantees are selected have persisted despite efforts at greater transparency and conflict of interest rules for grants to UNICEF (Finding 33).

Conclusion 15. ECW is committed to the localisation agenda, but progress on localisation has not matched ambitions in particular in terms of providing funding to LNGOs, in part because of capacity challenges of these organizations and risk aversion of ECW and its donors (Finding 34).

³¹ OrgEval findings on beneficiary outcomes are, as specified in the ToR, based on the information available from ECW's own results reporting.

Efficient use of resources

Conclusion 16. It is not possible to generalise about the cost-effectiveness of ECW programmes, because strong findings would require more detailed evidence on results achieved as well as costs (Finding 37). It is clear that, with its emphasis on a lean secretariat, ECW's operating costs are low compared to other funds, but deploying a small team to manage such a large number of small grants risks adverse effects on programme efficiency and effectiveness (Finding 36).

Explanatory factors (organisational fitness)

Key Question 3: What are the main factors that explain the successes and limitations of ECW's performance?

295. It is important to note that our appraisal of organisational fitness is not simply an assessment of past performance, but also takes account of likely future requirements.

Governance

Conclusion 17. ECW's governance model (HLSG, ExCom, Director and Secretariat) was very effective in building the coalition that launched ECW and gave it early momentum. The recognition of the need for representation of a range of constituencies is appropriate, but in practice the preference for "inclusivity" leads to donor domination of bodies that risk becoming too large for meaningful deliberation or the efficient conduct of business. There is a case for strengthening HLSG's role in resource mobilisation alongside its strategic oversight, while clarifying and enabling ExCom's role as the body to which the Secretariat, led by its Director, is primarily accountable for the implementation of ECW strategy and policies (Finding 40).

The Secretariat's organisation and human resources

Conclusion 18. The Secretariat has expanded along with ECW's portfolio but remains small. Staying 'lean' is a commendable objective, but it is clear that the workloads of most existing staff are unsustainable (Finding 41).

Conclusion 19. The organic growth of the secretariat structure was positive in supporting flexibility and in drawing on the individual strengths of its senior staff. However, ECW is no longer a start-up and will need to work towards a more durable structure that can carry forward the objectives and priorities of the next Strategic Plan (Finding 42). Areas in particular need of reinforcement include the Education, M&E and Resource Mobilisation teams (Finding 43, Finding 57, Finding 53, Finding 49).

Conclusion 20. There is a good logic in distributing staff between offices in New York and Geneva; post-pandemic, the case for operating from other locations is less compelling (Finding 44). At the outset the Secretariat was small enough to be run very informally, with key team members adopting multiple roles and a very flat structure. With the Secretariat now appreciably larger and split across two office locations it is less practical for a single Director to provide close supervision to all its sections. The challenge is to introduce a clearer structure and lines of accountability without losing coherence or becoming too bureaucratic (Finding 45).

Organisational culture

Conclusion 21. Staff are committed to ECW's gender and equality principles and objectives and ECW has progressed to having a strong gender corpus, but there is a need to strengthen staff training and familiarity with ECW's guidance and priorities (Finding 46). There is also a need for improvement in terms of diversity and gender parity. Though ECW achieves overall gender parity, an equal number of staff does not translate into balanced representation of women at senior management level (Finding 47).

Conclusion 22. Excessive workloads prevent many staff from achieving a reasonable work-life balance and do not leave enough space for reflection, lesson-learning and dialogue (Finding 48, Finding 41).

Resource mobilisation

Conclusion 23. The Director and staff of ECW deserve credit for fund-raising efforts that have put ECW clearly on the map. However, compared to other global funds, the ECW Secretariat is inadequately resourced in its resource mobilisation function. The imminent replenishment event and the challenging funding environment make strengthening of resource mobilisation resources an urgent matter. Given the continuing importance of resource mobilisation in ECW's objectives, a higher level of resources dedicated to resource mobilisation will be a continuing requirement (Finding 49).

Grant Management

Conclusion 24. ECW has significantly improved its grant management systems. Overall ECW's grant management for FERs and MYRPs is heading in the right direction. The AF needs dedicated management. Internal collaboration between the administrative/financial side and the education programme management side is essential, particularly to ensure both efficiency and accountability (Finding 50, Finding 52, Finding 26). With an increasing portfolio of grants, it is particularly important to strengthen grant management processes during implementation as well as design (Finding 51).

Monitoring, performance management and learning

Conclusion 25. ECW has put in place elaborate monitoring, performance management and learning systems and processes in respect of FERs and MYRPs (though not yet for the AF), but it may struggle to use them effectively without additional resources (Finding 53).

Risk management

Conclusion 26. ECW has developed a comprehensive risk management framework to address a full range of risks, including safeguarding. The corporate framework is complemented with a portfolio-level risk framework in line with UNICEF/UN international standards (Finding 54).

Cross-cutting functions in the Education Team

Conclusion 27. ECW's in-house expertise on gender, MHPSS and safeguarding has led to more technical engagement and guidance during the development of FERs and MYRPs, but internal and external coherence is limited (Finding 55). For practical reasons, thematic specialists have played a direct role in vetting FER and MYRP design documents, while in parallel developing systematic guidance for potential grantees and Secretariat staff. As ECW's portfolio grows, direct involvement by an increasing number of thematic specialists becomes cumbersome, and systems and guidance for mainstreaming cross-cutting and thematic issues through programme management rather than specialists reviewing each proposal become essential (Finding 56).

Conclusion 28. ECW has been a strong advocate at global level for MHPSS as an essential component of quality EiEPC but MHPSS has not yet been consistently integrated throughout ECW's investments (Finding 58).

Conclusion 29. Ensuring gender expertise on the team has been an ECW priority from the start and a supportive gender reference group (GRG) has been established. The Gender Programme Manager cannot reasonably be expected single-handedly to follow all ECW's programmes in detail in addition to the other responsibilities the role entails (Finding 59).

Hosting arrangements

Conclusion 30. Incubation in UNICEF (within the UN framework) was the right call, but the hosting relationship has not developed optimally. UNICEF regulations as applied by the FSO are increasingly felt as a brake on ECW implementation. Both sides (UNICEF and ECW) have been too slow to formulate a hosting agreement, which needs to be viewed as a joint effort to facilitate ECW efficiency and agility. ExCom has tended to focus too narrowly on hosting charges (Finding 60, Finding 61). UNICEF's prominence as a grantee arises more from its cluster role than from hosting, but

diversification of grantees needs to be pursued proactively and not seen simply as a misperception of conflict of interest (Finding 62).

7.3 VALIDITY OF THEORY OF CHANGE ASSUMPTIONS

296. Annex O reproduces the analytical theory of change prepared for this evaluation and, in Table 41, briefly reviews the validity of each of the assumptions linked to it. The assumptions (many of which could also be considered as success factors for ECW) are not binary, and ECW is aiming to influence a number of them as part of its agenda of systemic change.

297. Thus, for example, in a number of cases, systems are in place but not fully utilised yet (e.g. because of staff capacity issues). Some of the more recalcitrant issues are:

- Limited articulations with LEGs, and continuing lack of clarity about ECW–GPE complementarity in practice (Assumption 1)
- Challenges in monitoring ECW’s contributions to indirect resource mobilisation (Assumption 4)
- Challenges in operationalising joint planning (Assumption 6)
- Beneficiary outcomes are notoriously difficult to measure (Assumption 13), but there are good systems for measuring beneficiary incidence (Assumption 14).

The rest of this chapter is forward-looking, responding to the final key question:

Key Question 4: How can ECW strengthen its positioning and performance over the next strategic period?

7.4 STRENGTHENING THE GLOBAL FRAMEWORK FOR EiEPC

EQ4.1 How can ECW and its partners continue to strengthen the global framework for EiEPC?

298. This evaluation has acknowledged the difficult international context since 2016, with a proliferation of protracted crises and growing needs for humanitarian support. Despite a valuable contribution from ECW, both the financial gap and the numbers of children unreached in emergencies have increased. SDG4 will not be achieved without a substantial increase in funding for EiEPC. While it is important to seek more domestic financing for the education sector, it is not realistic to think that governments in crisis-affected low-income countries will fill the EiE financing gap. It remains essential therefore to mobilise more international funding for EiEPC. Continued monitoring of, and advocacy for EiEPC needs and funding flows is more important than ever.

299. The quality as well as the volume of international commitments is important. Multi-year commitments are crucial to support work across the nexus. Pooling resources through a specialist fund like ECW facilitates rapid emergency responses and helps to ensure that ‘forgotten crises’ do not fall through the cracks.

300. There is a continuing need for ECW and its partners to work together to strengthen humanitarian and development alignment across the nexus through more clarity on joint planning and response with development stakeholders and between education coordination bodies; building cross-over knowledge and capacities at global and country levels to work across the nexus; and strengthening the inclusion of local and development actors in the MYRP and multi-year education strategies.

301. In protracted settings where humanitarian, government and development mechanisms may be working in parallel, this requires convening and linking humanitarian and development education actors and coordination systems in a structured way to conduct joint needs analysis, align planning, and identify collective outcomes. For instance, EiE participation in LEGs and education-sector groups can ensure that crisis-affected children are accounted for and, conversely, that EiE actors are working in line with national priorities. Similarly, the national education sector coordination group/LEG and other sector coordination groups should be aware of, and support EiE contingency plans and integrate preparedness into Transition Education Plans (TEPs). In such efforts, multi-mandate

organizations, such as UNICEF and INGOs that operate in both humanitarian and development settings, and ministries of education, can support systematic internal channels for dialogue and linkage between humanitarian and development systems (INEE, 2021).

302. A greater focus on building cross-over knowledge and capacities at global and country levels is needed to work across the nexus so that more education actors have both humanitarian and development expertise. This will require education-sector government, humanitarian, and development agencies learning more about each other and understanding each other's mandates and approaches, as well as documenting coherence approaches and interventions to inform future practice at the operational levels (INEE, 2021).

303. This in turn, requires a clearer and stronger relationship between ECW and development actors, especially GPE, including a clearer understanding of respective roles, responsibilities and accountabilities to ensure that support is complementary and aligned with existing plans and strategies, including MYRPs and TEPs. For instance, GPE and ECW should develop protocols to optimise opportunities for coordinated, inter-linked support. This would not only help to ensure effective and efficient use of available resources, but also enable a more joined-up and better-sequenced approach.

304. See Recommendation 1 in Section 7.8 below for our summary of required actions to strengthen the global framework for EiEPC.

7.5 STRATEGIC PRIORITIES AND LEVEL OF AMBITION

EQ4.2 What should be ECW's strategic priorities and level of ambition for its next strategic period?

Level of ambition

305. There are many reasons to advocate a high level of ambition for ECW's next strategic period (and further growth beyond that). The needs that ECW was created to address are greater than ever. Designs for the FER and MYRP modalities have been continually improved and have demonstrated their relevance and potential effectiveness. However, low levels of funding are the biggest threat to ECW's effectiveness: FERs are relatively small, and MYRPs are only partially funded by ECW. ECW should indeed seek a higher level of funding for the next strategic period, but it should use additional funding mainly to raise its typical funding levels for FERs and MYRPs. This will mean a focus in the next strategic period on scaling up its projects rather than increasing their number.

306. It is appropriate that the currently proposed funding target for the next SP is framed in terms of resources for the ECW trust fund. ECW should of course continue to advocate for EiEPC funding generally, but contestable claims about how much funding ECW has generated indirectly are not helpful.

307. On overall level of ambition, see Recommendation 2 in Section 7.8 below. Implications for resource mobilisation are spelt out in Recommendation 6.

Strategic priorities

308. There is constant, and understandable, pressure on ECW to expand the objectives of its programmes. Loading more objectives onto relatively small programmes is not necessarily a recipe for effectiveness; at the same time some qualitative elements are indispensable (e.g. adequate safeguarding, attention to learning outcomes). So, ECW should be frugal in the strategic priorities it adopts and be wary of pressures to turn its programmes into a shopping-list that exceeds ECW's financial capacity and its grantees' implementation capacity. Consider running any new elements as pilots, rather than as additional requirements for all programmes.

309. It is not our role to prescribe the next ECW Strategic Plan in detail, but we would urge that its elements are carefully costed and tailored to the level of funding expected.

310. ECW can be particularly valuable in responding to 'forgotten crises'. Special emphasis on such crises would be a relevant priority and also a selling point to donors who do not engage directly in those contexts.

311. On strategic priorities, see Recommendation 3 in Section 7.8 below.

7.6 INVESTMENT MODALITIES AND PORTFOLIO

EQ4.3 How should ECW strengthen its investment modalities and overall portfolio?

ECW's portfolio as a whole

312. ECW has rightly chosen to operate through grantees (a “wholesale” rather than a “retail” model). However, it needs to be able to hold grantees accountable for their implementation of ECW-funded projects, including for their attention to cross-cutting priorities that are key to ECW's mandate and ambitions, and promote learning from them. It must be wary therefore, of putting too much of its emphasis on the initial design of projects: there must also be a focus on monitoring of implementation and learning from project performance and results. There should be scope for all types of project to be appropriately adapted to contexts.

313. ECW should be proactive in seeking greater diversity of grantees and supporting capacity development for LNGOs to enable localisation.

314. ECW's in-house expertise on gender, MHPSS and safeguarding has led to more technical engagement and guidance during the development of FERs and MYRPs, but there is no clear strategy for how ECW should pursue thematic priorities, nor measure impact, which will, of course, depend heavily on the extent to which FERs and MYRPs are funded to scale. This is an area to be addressed, with implications both for the design of grants and the configuration of the Secretariat's human resources.

315. ECW's three funding windows provide a unique opportunity to strengthen capacities at global as well as local levels and across phases of EiE response. Investments via the three funding windows can be mutually reinforcing, with knowledge production and systems strengthening projects funded by the Acceleration Facility potentially driving change at the national level via FER and MYRP windows. At the moment, there is little evidence of intentional linkages between investments at global and country level. The MYRP is particularly underutilised, given the opportunity to strengthen local capacity over the multi-year life span of a MYRP.

316. We have noted that, at an aggregated level, the FERs have reached a larger number of beneficiaries than expected, but have failed to reach the expected number of beneficiaries among children with disabilities, refugees and IDPs. In comparison, the MYRPs have failed to reach the expected number of beneficiaries. The population groups with a larger gap in relation to target figures are IDPs, with refugees and children with disabilities following at some distance. Improved targeting of these under-served groups should be sought.

The Acceleration Facility

317. This evaluation concludes that the AF Strategy should be revised as part of the broader ECW strategic planning process, with new and more focused objectives, with a strong focus on the nexus and localisation, identifying specific areas where ECW can add value through strengthening FER / MYRP programmes and complementing the broader EiEPC ecosystem. It also includes investments in the global public entities that contribute to shared objectives and knowledge management for the field and provide a neutral space for collaboration and coordination.

318. ECW should work strategically with partners from other funds / initiatives to map priorities and comparative advantage. This can be done at both a high level to determine the overall priorities for the AF, but also for specific technical areas, for example in the way the holistic learning outcomes measurement grant has identified complementarity between ECW / AF work in EiEPC settings while GPE and others develop approaches in a broader range of contexts.

319. The ECW Secretariat should appoint dedicated AF management to work in an integrated way within the ECW Secretariat. In addition to dedicated management, ECW could consider outsourcing a portion of the AF management, such as communication and application processes, to address efficiency, transparency and equity issues. This would still require dedicated ECW management to

engage at a strategic level in terms of funding decisions and making sure there is internal and external coherence across modalities.

320. The ECW Secretariat should review and revise AF processes for grant application and selection, design, management, and monitoring, with the aim to ensure that the AF is used more strategically, transparently and equitably to address systemic gaps, and strengthen MYRP/FER programming. A priority will be to use more open, competitive calls for applications to improve transparency, credibility of the facility, and reach a more diverse range of implementing partners. This can be balanced with a smaller percentage of targeted proposals (say a 20-30% maximum), used at the discretion of the ECW Secretariat and giving flexibility and scope to address specific priorities and immediate needs. Standard Operating Procedures should be shared openly, including for the identification of gaps and selection of AF priorities, with clear guidance for applications and how they will be assessed by ECW.

321. Communication with grantees should be clear and consistent. Ensuring grantees receive feedback on reporting would allow them to make any adjustments in line with the AF's aspirations, helping keep the grant in line with ECW's objectives and enabling grantees can plan more effectively. Improved communications about the AF may also ensure a greater diversity of actors apply for grants. As part of this work, key weaknesses within MYRPs could be more systematically mapped and the AF could then be used to provide systemic solutions, tools and capacity development in these priority areas across different country contexts, and this could drive the selection of priority grants for the AF.

322. ECW should develop a Monitoring, Evaluation and Learning (MEL) framework for the AF, to better track performance, disseminate and promote uptake and use of AF evidence and products in MYRP and FER proposal design and share strategically with the wider EiEPC field through existing networks and collaborative donor initiatives for mutual learning. This is needed in order to learn from interventions, and to share and scale these more broadly across MYRPs/FERs and the broader EiEPC ecosystem. The MEL should be integral to ECW's overall results framework.

Multi-Year Resilience Programmes

323. The OrgEval endorses the MYRP evaluation's concerns about the "seed-funding" approach to MYRPs. We do not consider that MYRP grantees necessarily have a comparative advantage in resource mobilisation and the limited funding of MYRPs is the biggest threat to their effectiveness. Accordingly, ECW should itself fund a much larger proportion of each MYRP and take more responsibility itself for mobilising additional funds that are needed.

The First Emergency Response

324. MYRPs, because of their multi-year timeframe, are likely to be bigger investments than FERs. Nevertheless, it is important to reserve sufficient funds for rapid reaction with FERs.

325. See Recommendation 4 in Section 7.8 below on refinements to ECW's operating model, and Recommendation 5 on the Acceleration Facility. These are complemented by Recommendation 8 on monitoring, evaluation and learning.

7.7 ORGANISATIONAL STRENGTHENING

EQ4.4 How can ECW as an organisation strengthen its ability to deliver at both strategic and operational levels?

Governance

326. ECW's governance model (HLSC, ExCom, Director and Secretariat) was very effective in building the coalition that launched ECW and gave it early momentum. There is a case for strengthening HLSC's role in resource mobilisation alongside its strategic oversight, while clarifying and enabling ExCom's role as the body to which the Secretariat, led by its Director, is primarily accountable for the implementation of ECW strategy and policies. Although the inclusive approach to donor membership of ExCom has some merit, it results in a very large body heavily dominated by

donors, while voice for other constituencies is limited. ECW should consider ways of streamlining ExCom while making more room for Southern voices. (See Recommendation 7a in Section 7.8 below.)

ECW Secretariat

327. ECW's director and staff deserve enormous credit for the progress that ECW has made in its early years. The desire to keep staffing lean was commendable, but at ECW's current size, the Secretariat is seriously overstretched. The organic growth of the secretariat structure was positive in supporting flexibility and in drawing on the individual strengths of its senior staff. However, ECW is no longer a start-up and will need to work towards a more durable structure that can carry forward the objectives and priorities of the next Strategic Plan.

328. Alongside its next Strategic Plan, ECW should develop a four-year staffing and management plan to cover structure and accountabilities, office locations and working patterns and organisational culture. This should include strengthening the education and resource mobilisation teams, as well as the M&E unit. (See Recommendation 7b in Section 7.8 below.)

Hosting

329. As a matter of urgency ECW should negotiate an appropriate hosting agreement with UNICEF. Longer-term hosting options should be explored again two years in advance of the preparation of ECW's third strategic plan. (See Recommendation 7c in Section 7.8 below).

7.8 RECOMMENDATIONS

330. Most of the recommendations spelt out in Table 10 below should be reflected in the ECW Strategic Plan for 2023–2026. Many will require continued attention or further action as the Strategic Plan is implemented. The recommendations are interdependent, but Recommendations 1–3 are the most strategic, with Recommendations 4–8 elaborating on their implications. Many of the recommendations and sub-recommendations echo and reinforce recommendations of the FER and MYRP evaluations, and in a number of cases work is already under way towards implementing them.

331. Table 42 in Annex P provides a full mapping of each recommendation against the evaluation's findings and conclusions.

Table 10 Recommendations of the Organisational Evaluation of ECW

Recommendation	Rationale	Responsibility and timing
Recommendation 1 Strengthening the global framework for EiEPC		
<p>The partners who have supported ECW should energetically seek further strengthening of the global framework for EiEPC by:</p> <ul style="list-style-type: none"> a. Mobilising more international funding for EiEPC. (see Recommendation 6 and Recommendation 7a below). b. Improving the quality as well as the volume of international commitments. c. Following through on Grand Bargain commitments on strengthening humanitarian and development alignment across the nexus and increasing localisation. d. Systematically monitoring performance on all these dimensions (see Recommendation 6c below). 	<p>Despite a valuable contribution from ECW, both the financial gap and the numbers of children unreached in emergencies have increased. SDG4 will not be achieved without a substantial increase in funding for EiEPC. While it is important to seek more domestic financing for the education sector, it is not realistic to think that governments in crisis-affected low-income countries will fill the EiE financing gap. It remains essential to mobilise more international funding for EiEPC. Continued monitoring of, and advocacy for, EiEPC needs and funding flows are more important now than ever.</p> <p>The quality as well as the volume of international commitments is important. Multi-year commitments are crucial to support work across the nexus. Pooling resources through a specialist fund like ECW facilitates rapid emergency responses and helps to ensure that “forgotten crises” do not fall through the cracks.</p> <p>There is a continuing need for ECW and its partners to work together to strengthen humanitarian and development alignment across the nexus through more clarity on joint planning and response with development stakeholders and between education coordination bodies; building cross-over knowledge and capacities at global and country levels to work across the nexus; and strengthening the inclusion of local and development actors in the MYRP and multi-year education strategies.</p>	<p>HLSG and ExCom, with support from the ECW Secretariat.</p> <p>To be reflected in the ECW Strategic Plan 2023–2026 and in agenda items for HLSG and ExCom.</p>
Recommendation 2 ECW's level of ambition		
<p>ECW should raise its level of ambition but also (as indicated in Recommendation 3 below) focus its resources for maximum effect. Thus:</p> <ul style="list-style-type: none"> a. ECW should set substantially higher targets for its scale of operations in the next strategic plan period and anticipate further substantial increases in ECW's level of activity in subsequent periods. b. ECW should use additional funding mainly to raise its typical funding levels for FERs and MYRPs. c. MYRPs, because of their multi-year timeframe, are likely to be bigger investments than FERs. Nevertheless, it is important to reserve sufficient funds for rapid reaction with FERs. 	<p>There are many reasons to advocate a high level of ambition for ECW's next strategic period (and further growth beyond that). The needs that ECW was created to address are greater than ever. Designs for the FER and MYRP modalities have been continually improved and have demonstrated their relevance and potential effectiveness. However, low levels of funding are the biggest threat to ECW's effectiveness: FERs are relatively small, and MYRPs are only partially funded by ECW. ECW should indeed seek a higher level of funding for the next strategic period, but it should use additional funding mainly to raise its typical funding levels for FERs and MYRPs. This should increase the effectiveness of FERs and MYRPs while also enabling economies of scale in managing the portfolio.</p> <p>Although the financing environment or EiEPC is difficult, this should not lead ECW to lose sight of the scale of the problems to be addressed. At the same time, as addressed in Recommendation 3 below, ECW must prioritise its activities in order to ensure its limited resources are well used.</p>	<p>To be reflected in ECW's Strategic Plan for 2023–2026, as published in September 2022, with approval by HLSG.</p>

Recommendation	Rationale	Responsibility and timing
Recommendation 3 Strategic priorities		
<p>Given the scarcity of financial resources for EiEPC, ECW needs to prioritise carefully even within a higher level of ambition (see Recommendation 2 above). Thus:</p> <p>a. ECW should be frugal in the strategic priorities it adopts, and new priorities should not be introduced into the Strategic Plan without being costed and tailored to levels of funding expected. New elements should begin as pilots rather than as additional elements for all programmes. Avoid "one-size-fits-all" guidance and ensure there is scope for all projects to be adapted to context.</p> <p>b. ECW should continue a strong focus on "forgotten crises".</p> <p>c. ECW should make efforts to improve the beneficiary incidence of both FERs and MYRPs, notably in relation to IDPs, refugees and children with disabilities.</p> <p>d. ECW should follow through its strong commitments on gender and inclusion, and on holistic education that embraces safeguarding and MHPSS.</p>	<p>There is constant, and understandable, pressure on ECW to expand the objectives of its programmes. Loading more objectives onto relatively small programmes is not necessarily a recipe for effectiveness; at the same time some qualitative elements are indispensable (e.g. adequate safeguarding, attention to learning outcomes). ECW should therefore be frugal in the strategic priorities it adopts and be wary of pressure to turn its programmes into a shopping-list that exceeds ECW's financial capacity and its grantees' implementation capacity. Consider running any new elements as pilots, rather than as additional requirements for all programmes. There should be scope for all types of project to be appropriately adapted to contexts.</p> <p>ECW can be particularly valuable in responding to "forgotten crises". Special emphasis on such crises would be a relevant priority and also a selling point to donors who do not engage directly in those contexts.</p> <p>At an aggregated level, the FERs have reached a larger number of beneficiaries than expected, but they have failed to reach the expected number of beneficiaries among children with disabilities, refugees and IDPs. In comparison, the MYRPs have failed to reach the expected number of beneficiaries. The population groups with a larger gap in relation to target figures are IDPs, with refugees and children with disabilities following at some distance. Improved targeting of these under-served groups should be sought.</p> <p>ECW's in-house expertise on gender, MHPSS and safeguarding has led to more technical engagement and guidance during the development of FERs and MYRPs, but internal and external coherence is limited. But there is not yet a clear strategy for how ECW should pursue thematic priorities or measure impact – which will depend heavily on the extent to which FERs and MYRPs are funded to scale (Recommendation 2b). This is an area to be addressed, with implications both for the design of grants and the configuration of the Secretariat's human resources (Recommendation 7b).</p>	<p>To be reflected in ECW's Strategic Plan for 2023–2026, with subsequent monitoring of the implementation of each sub-recommendation.</p> <p>The value of pooling resources for forgotten crises through ECW should be highlighted in the investment case for the February 2023 replenishment event and subsequently.</p> <p>To be reflected in design, monitoring and reporting of FERs and MYRPs.</p> <p>The strategy for thematic priorities reflected in the Strategic Plan 2023-2026 should take account of Recommendation 2a.</p>

Recommendation	Rationale	Responsibility and timing
Recommendation 4 Refining ECW's operating model		
<p>ECW's operating model has proved appropriate but it needs to be strengthened by increasing the typical level of ECW funding for FERs and MYRPs (Recommendation 2b) and also by:</p> <ul style="list-style-type: none"> a. Strengthening the Acceleration Facility (as spelt out in Recommendation 5). b. Focusing on the whole project cycle and holding its grantees accountable for their implementation of ECW-funded projects. c. Strengthening coherence between FERs and MYRPs, supported by the Acceleration Facility (Recommendation 5) while also strengthening external coherence between humanitarian and development partners. d. Work with humanitarian and development partners (including GPE) to develop a clear strategy for sustainability and transition related to MYRPs. e. Proactively seeking greater diversity of grantees, and supporting capacity development for LNGOs to enable localisation; this should include emphasising grantees' responsibility for such capacity development. 	<p>ECW has rightly chosen to operate through grantees (a "wholesale" rather than a "retail" model). Though not directly involved in project implementation, it needs to ensure accountability and promote learning from the projects it funds. Its portfolio can be strengthened by increasing the diversity of grantees and subgrantees and promoting localisation.</p> <p>ECW needs to be able to hold grantees accountable for their implementation of ECW-funded projects, and promote learning from them. This requires attention to the whole project cycle with a focus on monitoring of implementation and learning from project performance and results. This links to the strengthening of the Secretariat's grant management – see Recommendation 7b, and of MEL – see Recommendation 8.</p> <p>ECW's three funding windows provide a unique opportunity to strengthen capacities at global as well as local levels and across phases of education in emergencies response. Investments via the three funding windows can be mutually reinforcing, with knowledge production and systems strengthening projects funded by the Acceleration Facility potentially driving change at the national level via FER and MYRP windows. At the moment, there is little evidence of systematic linkages between investments at global and country level. MYRPs are particularly underutilised, given the opportunity to strengthen local capacity over the multi-year life span of a MYRP.</p> <p>We echo the MYRP evaluation's recommendations concerning sustainability. It is more helpful to think of transition than exit. Mechanical rules about the number of successive MYRPs that may be considered will not cover the range of EiEPC contexts in which ECW operates, but it is very important to work with humanitarian and development partners (including GPE) to consider and map the transition path across the nexus from humanitarian-focused programmes towards transitional education plans in which governments and LEGs take a leading role. Capacity strengthening in support of localisation should be integral to such transition strategies.</p> <p>ECW grants remain concentrated on a small number of grantees although the pool of recipients has increased. Established international organisations (including the GEC co-chairs) are inevitably at an advantage in bidding for grants, even when conflict of interest rules are followed. ECW should seek ways to reduce barriers for other bidders, and to support localisation through capacity development.</p>	<p>To be reflected in the Strategic Plan 2023–2026, including the strategy for monitoring, evaluation and learning (see Recommendation 8).</p> <p>To be followed up throughout the Strategic Plan period.</p>

Recommendation	Rationale	Responsibility and timing
Recommendation 5 The Acceleration Facility		
<p>The AF strategy should be revised as a complement to the broader ECW strategic planning process, so as to ensure:</p> <ul style="list-style-type: none"> a. New and more focused AF objectives, identifying specific areas where ECW can add value through strengthening FER and MYRP programmes and complementing the broader EiEPC ecosystem. b. Dedicated AF management to work in an integrated way within the ECW Secretariat. ECW could consider outsourcing a portion of the AF management, such as communication and application processes, and knowledge management, to address efficiency, transparency and equity issues. c. More use of open, competitive calls for applications to reach a more diverse range of implementing partners. This can be balanced with a smaller percentage of targeted proposals (20-30% maximum), used at the discretion of the ECW Secretariat to address specific priorities and immediate needs. d. Development of a Monitoring, Evaluation and Learning (MEL) framework for the AF, to better track performance, disseminate and promote uptake and use of AF evidence and products in MYRP and FER proposal design and share strategically with the wider EiEPC field through existing networks and collaborative donor initiatives for mutual learning. 	<p>This evaluation endorses the relevance of the Acceleration Facility as a complement to the FER and MYRP facilities and notes that AF grants have already made some substantial contributions to capacity development and other aspects of design and learning for the EiEPC sector. However, the AF has been hampered by excessively broad objectives and a lack of dedicated management, and has been over-reliant on targeted grants rather than open bidding processes. Such open processes are more likely to increase quality and innovation and will also address transparency and credibility.</p> <p>OrgEval recommendations are designed to build on the AF's strengths while addressing these weaknesses.</p> <p>The AF has started to demonstrate a more strategic approach to addressing critical challenges, which would be better enabled by more focused objectives, rather than being broadly framed under <i>innovation</i> and <i>capacity</i>. The AF should include a focus on catalysing and strengthening the broader impact of programmes funded through FER / MYRP grants. But it should also include strategic investments in the global public entities that contribute to shared objectives and knowledge management for the field and provide a neutral space for collaboration and coordination, which ultimately help to strengthen systemic capacity.</p> <p>For the AF to be more than just a “fund” and operate as a “facility” that accelerates progress on MYRPs and FERs, this implies a more strategic and managed approach, which also implies dedicated management. Outsourcing some of this management function is an option to be considered, with precedent in other similar funds. This would still require dedicated ECW management to engage at a strategic level in terms of funding decisions and making sure there is internal and external coherence across modalities.</p> <p>There has been an evolution in the approach to managing the AF, with a new plan set out to correct identified challenges in 2022, with a stronger focus on key themes, linked to the new Capacity Development Framework, and more use of RFPs with some in-built flexibility for funding emerging priority projects. These are sensible plans and could go some way to address the weaknesses identified in this evaluation.</p>	<p>To be incorporated in the Strategic Plan 2023–2026 with the new AF strategy and management arrangements fully developed and implemented during 2023.</p>

Recommendation	Rationale	Responsibility and timing
Recommendation 6 Resource mobilisation		
<p>ECW's resource mobilisation (RM) role should be strengthened as follows:</p> <ul style="list-style-type: none"> a. Focus the RM targets of the Strategic Plan and replenishment events clearly on the ECW Trust Fund, with ambitious targets (Recommendation 2). b. Continue to encourage multi-year commitments of funds, but report funds mobilised clearly against the year in which funds become available to spend, and develop an explicit funding policy to facilitate multi-year budgeting by grantees. c. Avoid potentially confusing claims about ECW "leverage" of additional EiEPC funds, but continue advocacy for, and support broader monitoring of global and country-level financing for EiEPC. d. Change the approach to "seed funding" for MYRPs both by providing MYRPs with a much higher percentage of ECW funding (Recommendation 2b) and by assigning the leading role for mobilising additional resources for a MYRP to the ECW Secretariat rather than the grantees. e. Substantially strengthen RM capacity within the Secretariat (cf. Recommendation 7b) and reinforce HLSG's RM efforts (cf. Recommendation 7a). 	<p>ECW has made a substantial contribution towards reinforcing political commitment to EiEPC but its record on generating additional funding is somewhat mixed. Funds mobilised for the ECW trust fund have been substantial, but against reduced resource mobilisation ambitions, and ECW remains heavily dependent on traditional donors. ECW has reported large amounts of "leveraged" funds, but the evidence that such funding has indeed been raised and that it is a result of ECW's efforts is weak. Moves towards supporting global "observatory" for EiEPC funding, as suggested in draft strategic plan papers, could be a good way forward.</p> <p>The Director and staff of ECW deserve credit for fund-raising efforts that have put ECW clearly on the map. However, compared to other global funds, the ECW Secretariat is inadequately resourced in its resource mobilisation function. The imminent replenishment event makes strengthening of RM resources an urgent matter, but a higher level of resources dedicated to resource mobilisation will be a continuing requirement.</p> <p>Success in securing multi-year funding commitments from its donors would in turn provide the opportunity to improve the funding predictability that can be offered by ECW to MYRP grantees. Aligned to this it would be timely to consider a funding policy that allows better matching of sources of funds with the commitment of funds across the replenishment period. This would enable increased funding predictability to implementers.</p> <p>The OrgEval endorses the MYRP evaluation's concerns about the "seed-funding" approach to MYRPs. We do not consider that MYRP grantees necessarily have a comparative advantage in resource mobilisation and the limited funding of MYRPs is the biggest threat to their effectiveness. Accordingly, ECW should itself fund a much larger proportion of each MYRP and take more responsibility itself for mobilising additional funds that are needed.</p>	<p>To be reflected in the Strategic Plan 2023–2026, in the approach to the 2023 replenishment event, and in the staffing and management plan for the Secretariat (Recommendation 7b), and in the revision of HLSG and ExCom roles (Recommendation 7a).</p>

Recommendation	Rationale	Responsibility and timing
Recommendation 7 Organizational fitness		
<p>Ensuring that ECW is organisationally as fit as possible to carry through its 2023–2026 strategy requires attention to governance, the Secretariat's size and structure, and hosting arrangements, as follows.</p> <p>a. Governance: HLSG's role in resource mobilisation should be strengthened alongside its strategic oversight, while clarifying and enabling ExCom's role as the body to which the Secretariat, led by its Director, is primarily accountable for the implementation of ECW strategy and policies. ECW should consider ways of streamlining ExCom while making more room for Southern voices.</p>	<p>ECW's governance model (HLSG, ExCom, Director and Secretariat) was very effective in building the coalition that launched ECW and gave it early momentum. There is a case for strengthening HLSG's role in resource mobilisation alongside its strategic oversight, while clarifying and enabling ExCom's role as the body to which the Secretariat, led by its Director, is primarily accountable for the implementation of ECW strategy and policies. Although the inclusive approach to donor membership of ExCom has some merit, it results in a very large body heavily dominated by donors, while voice for other constituencies is limited.</p>	<p>HLSG and ExCom. Detailed proposals for refocusing and clarifying the roles of the governance bodies, including streamlining, should be presented by ExCom for HLSG approval at its first 2023 meeting.</p>
<p>b. ECW Secretariat: Alongside its next strategic plan, ECW should develop a four-year staffing and management plan to cover structure and accountabilities, office locations and working patterns and organisational culture. This should include:</p> <ul style="list-style-type: none"> • Strengthening the education team to include education specialists to act as country managers for ECW programmes in a group of countries, alongside appropriate thematic specialists for gender, ECE, MHPSS and inclusive education, and dedicated management for the Acceleration Facility. • Regular staff training to ensure staff familiarity with ECW's gender corpus and strengthen understanding of requirements for gender responsive and transformative investments. • Clarifying the complementary roles of educational managers and the grants management team across the life-cycle of ECW programmes. • Substantially strengthening the RM team (cf. Recommendation 6 and Recommendation 1). 	<p>ECW's director and staff deserve enormous credit for the progress that ECW has made in its early years. The desire to keep staffing lean was commendable, but at ECW's current size, the Secretariat is seriously overstretched. The organic growth of the secretariat structure was positive in supporting flexibility and in drawing on the individual strengths of its senior staff. However, ECW is no longer a start-up and will need to work towards a more durable structure that can carry forward the objectives and priorities of the next Strategic Plan. This should be done strategically, by considering the staffing, structure and skills that will be needed by 2026 and building towards those requirements throughout the next strategic plan period.</p> <p>There is a good logic in distributing staff between offices in New York and Geneva; post-pandemic, the case for operating from other locations is less compelling, and there need to be clear and equitable expectations about remote working.</p> <p>At the outset the Secretariat was small enough to be run very informally, with key team members adopting multiple roles and a very flat structure. With the Secretariat now appreciably larger and split across two office locations, it is essential for the Director to be supported by a deputy so that decision making, delegation and management are enhanced. More broadly, the challenge is to introduce a clearer structure and lines of accountability without losing coherence or becoming too bureaucratic.</p> <p>ECW has significantly improved its grant management systems. Overall ECW's grant management for FERs and MYRPs is heading in the right direction. Internal collaboration between the administrative/financial side and the education programme management side is essential, particularly to ensure both efficiency and accountability. With an increasing portfolio of grants, it is particularly important to strengthen grant management processes during implementation as well as design.</p>	<p>ECW Secretariat with support from ExCom and from UNICEF on HR matters.</p> <p>Staffing and management strategy to be clearly outlined in the Strategic Plan 2023-2026, with a detailed staffing and management plan to be presented for ExCom approval by end-2022 (so as to support the approved budget for 2023 and subsequent years).</p>

Recommendation	Rationale	Responsibility and timing
<ul style="list-style-type: none"> • Strengthening the M&E team (cf. Recommendation 8). • Attention to organisational culture should include: <ul style="list-style-type: none"> • regular and confidential monitoring of staff welfare and job satisfaction; • efforts to improve diversity and gender parity at all staff grades; • a clear strategy for office locations and for expectations around remote working. 	<p>Staff are committed to ECW's gender and equality principles and objectives, but there is a need to strengthen staff training and familiarity with ECW's robust gender corpus. There is also a need for improvement in terms of diversity and gender.</p> <p>Staff must have confidence in mechanisms to raise concerns about their work experiences.</p>	
<p>c. Hosting:</p> <ul style="list-style-type: none"> • As a matter of urgency ECW should negotiate an appropriate hosting agreement with UNICEF. • Longer-term hosting options should be explored again two years before the start of ECW's third strategic plan. 	<p>Incubation in UNICEF (within the UN framework) was the right call, but the hosting relationship has not developed optimally. UNICEF regulations as applied by the FSO are increasingly felt as a brake on ECW implementation. Both sides (UNICEF and ECW) have been too slow to codify a hosting agreement, which needs to be viewed as a joint effort to facilitate ECW efficiency and agility. ExCom has tended to focus too narrowly on hosting charges.</p>	<p>Requires dialogue between UNICEF, ECW Secretariat and ExCom. It should be possible to complete an agreement that is satisfactory to all parties by the end of 2022.</p>

Recommendation	Rationale	Responsibility and timing
Recommendation 8 Monitoring, evaluation and learning		
<p>Demonstrating and improving the performance of ECW operations is crucial to serve ECW's beneficiaries and to retain the confidence of ECW's donors. ECW has already developed an impressive monitoring and reporting system, but there is scope to improve it further by:</p> <ul style="list-style-type: none"> a. Carrying through the main MEL system refinements proposed for the SP 2023–2026. b. Strengthening its knowledge management and learning exchange systems to support research, evaluation and innovation in and through MYRPs and FERs particularly to identify and share good practices, lessons learned and the impact of interventions across the countries. This should link to the revised AF strategy (Recommendation 5) and involve collaboration with INEE in its role of promoting and curating EiEPC knowledge and research for the benefit of the wider EiEPC community. It should include attention to changes in gender norms. 	<p>ECW has put in place well-articulated monitoring, performance management and learning systems and processes in respect of FERs and MYRPs (though not yet for the AF), but it may struggle to use them effectively without additional resources.</p> <p>Compared to other global funds, ECW's results framework is ambitious both in scope and number of indicators, and annual reports are comprehensive and systematic but it is inherently challenging to demonstrate the contribution of ECW (or other actors) to the collective outcomes reported (including inclusiveness and changes to gender norms). It also has a robust evaluation policy, although systematic country-level evaluations have not yet been conducted. The monitoring system is geared towards upward accountability, and is less useful for learning, while gender and equity have mostly been monitored at the output level.</p> <p>Tentative MEL plans for SP 2023–2026 are moving in a positive direction, e.g. in terms of articulating the assumptions underpinning ECW's theory of change, allowing grantees more flexibility to adopt context-specific indicators, and using country-level evaluations to explore the effectiveness of ECW programmes at country level.</p> <p>The recommendations of the MYRP evaluation on knowledge management and learning systems remain relevant.</p>	<p>To be reflected in the theory of change, results framework and learning strategy that accompanies the Strategic Plan 2023–2026. Requires constructive dialogue between the ECW Secretariat and ExCom to balance different information and accountability needs, so as to avoid overburdening grantees and the Secretariat with unrealistic reporting requirements.</p>

ANNEXES

Annex A	Terms of Reference
Annex B	Evaluation Timetable
Annex C	People Consulted
Annex D	Evaluation Methodology
Annex E	Evaluation Framework
Annex F	Guide to Key Documents
Annex G	Development of the ECW Results Framework
Annex H	The ECW Portfolio
Annex I	ECW's Resource Mobilisation Strategy
Annex J	Analysis of ECW Leverage Effects
Annex K	ECW and the Global Partnership for Education (GPE)
Annex L	Evaluation of the Acceleration Facility
Annex M	Gender and Equity Assessment
Annex N	Risk Management by ECW
Annex O	Validity of Theory of Change Assumptions
Annex P	Mapping of Findings, Conclusions and Recommendations
Annex Q	Bibliography

Annex A Terms of Reference

Terms of Reference: Organizational Evaluation of Education Cannot Wait (ECW)

June 2021

This annex is reproduced verbatim from the original, but with the addition of paragraph numbers to facilitate cross-referencing.

a) Background

1. The Education Cannot Wait (ECW) fund was established during the World Humanitarian Summit in 2016 to help reposition education as a priority on the humanitarian agenda, usher in a more collaborative approach among actors on the ground and foster additional funding to ensure that every crisis-affected child and young person is in education and learning. ECW aims to support the delivery of inclusive and quality education to 8.9 million girls, boys, and youth most affected by emergencies and protracted crises by 2022. Working along the Humanitarian – Development Nexus ECW seeks not just to meet education needs, but to reduce risk and vulnerability to realize the common vision of a future in which no one is left behind.

Investment modalities

2. ECW is currently implementing its first strategic plan for the period April 2018-2022. It however started operations during its start-up phase mid-2017 based on initial discussions and insights. After multi-year initial investment programs implemented by UNICEF in four conflict and/or crisis affected countries, ECW's strategic plan designed three different funding/program modalities that together aim to achieve a set of collective beneficiary education outcomes³² as well as contribute to a set of systemic outcomes³³: (I) the First Emergency Response (FER) investment window/modality supports education program³⁴ immediately in sudden-onset or escalating crises³⁵; (II) the Multi-Year Resilience Program (MYRP) investment window addresses longer-term needs through a multi-year joint program in protracted crises affected countries, enabling humanitarian and development actors to work together. By providing seed (start-up) funds ECW kick-starts the implementation of a MYRP. From there onwards it starts the financial resource mobilization process together with its partners on an in-country and global level. (III) The third modality is the Acceleration Facility (AF) focused on innovation, capacity development and the creation of public global goods for the education in emergency sector. The FER investment window has been externally evaluated in the second half of 2020. The MYRP evaluation is currently on-going and aims to finalize in July 2021. For a recent overview and dashboard of the investments and number of children (girls and boys), youth and teachers supported Since inception till March 2021 ECW mobilized almost US\$700 Million from 21 donors. ECW invested in over 30+ conflict and crisis affected countries and regions reaching almost 4 Million boys, girls and youth targeting formal and non-formal education on pre-primary, primary and secondary levels. Since inception till May 2021 ECW mobilized almost US\$700 Million from 21 donors. ECW invested in over 35+ conflict and crisis affected countries and regions reaching almost 4 Million boys, girls and youth targeting formal and non-formal education on pre-primary, primary and secondary levels.

3. The 2020 updated and approved operational manual (OM) steers the implementation of ECW and the funding windows. It replaced previous versions that guided operations before its approval. Other strategic documents inform the functioning of these modalities. These include the Gender Policy, Strategy and Accountability Framework, Advocacy Strategy, Resource Mobilization Strategy and Evaluation Policy.

Governance and partnerships

4. ECW is a multi-stakeholder fund that funds education in emergencies and protracted crises. ECW's day-to-day operations are carried out by the Secretariat. The High-Level Steering Group (HLSG) provides strategic guidance to the Fund's operations. Convened at the Ministerial level, it is chaired by the UN Special Envoy for

³² (1) access; (2) continuity; (3) equity/inclusion and gender equality; (4) quality education and learning, and (5) safe, healthy and protective learning environments.

³³ Increased political commitment for Education in Emergencies (EiE); Increased mobilization of resources; More joint and rapid EiE responses; Strengthened EiE preparedness and response capacities; Improved evidence and accountabilities.

³⁴ Since April 2020, part of the FER investment is specifically targeting the Covid pandemic in education and emergency settings.

Global Education, Rt Hon Gordon Brown, and is comprised of heads of UN agencies and multilateral aid agencies, CEOs of civil society organizations and foundations, donor country Ministries, and private sector representatives. These constituencies are represented in the Fund’s Executive Committee (ExCom) which oversees ECW’s operations³⁵.

5. ECW is hosted by UNICEF in New York; it also has an office in Geneva as part of the recently established Global Hub for Education in Emergencies. The Fund is administered under UNICEF’s financial, human resources and administrative rules and regulations, while operations are run by the Fund’s own independent governance structure.

6. With this ToR, ECW seeks to contract a firm to undertake an independent organizational evaluation of the Education Cannot Wait Fund as part of its in November 2019 adopted Evaluation policy and plan. The evaluation is expected to assess ECW’s organizational performance as well as progress made against its strategic goals and objectives. The evaluation serves as important input into the development of the next ECW strategic plan.

b) ECW’s core functions and expected outcomes

7. ECW’s current strategic plan 2018-2022 outlines five core functions that are central to this evaluation:

1. Inspire political commitment based on its vision.
2. Mobilize funds for Education in Emergencies (EiE).
3. Catalyze a rapid and collaborative response, bringing together humanitarian and education development actors.
4. Strengthen capacities for coordination and implementation.
5. Strengthen EiE data systems, evaluates and shares knowledge on what works and what does not in EiE settings.

8. The core functions of ECW are translated into systemic outcomes³⁶ with supportive key performance indicators and targets. These are based on an analysis of global and national obstacles in the education in emergency (EiE) sector as conducted by the Overseas Development Institute (ODI) in 2016, which informed the creation of ECW. Additional strategic and/or guidance documents of ECW³⁷ as well as education and humanitarian/development frameworks and principles such as Education 2030 Framework for Action, Grand Bargain Agreements, the minimum standards of the Inter-Agency Network for Education and Emergencies (INEE)³⁸ guide ECW’s work on each of the five core functions.

9. ECW’s strategic plan document outlines several principles in its way of working to achieve the systemic outcomes. One is the focus on bridging and working across the humanitarian – development nexus bringing together established humanitarian coordination structures in EiE such as the Education Cluster, Refugee Coordination Mechanisms, and Local Education Groups (LEGs) with more traditional development actors in education paving the way to quickly respond amidst a crisis while ensuring ties to transitional or longer-term costed education sector plans. ECW hereby aims to deliver development depth with humanitarian speed. It translates the Agenda for Humanity into action whereby ECW’s financing mechanisms are designed to leave no one behind, support localization and national ownership and ensure equitable investments. Another aspect is ECW’s flexible funding and direct execution modalities that allow support to be context specific and localized to those directly affected by conflict and or crisis. On a global level ECW raises the centrality of education in crisis settings. Via its governance structures and as a part of the UN system, ECW advocates for education as a

³⁵ The governance structure including the roles and responsibilities of the HLSG and ExCom are outlined in the operational manual.

³⁶ (i) Strengthened commitment by governments, donors and humanitarian and development actors increases proportion of affected children and youth receiving quality education; (ii) Substantial increase in generating and disbursing additional, predictable funds for education in crises; (iii) New acute crises result in joint multi-year, costed education plans, underpinned by improved coordination and national financing mechanisms with focus on long-term sustainability; (iv) National and global capacity to respond to and coordinate education crises is improved; (v) Real-time, quality data and analysis support education crisis advocacy, response planning, implementation and accountability as standard.

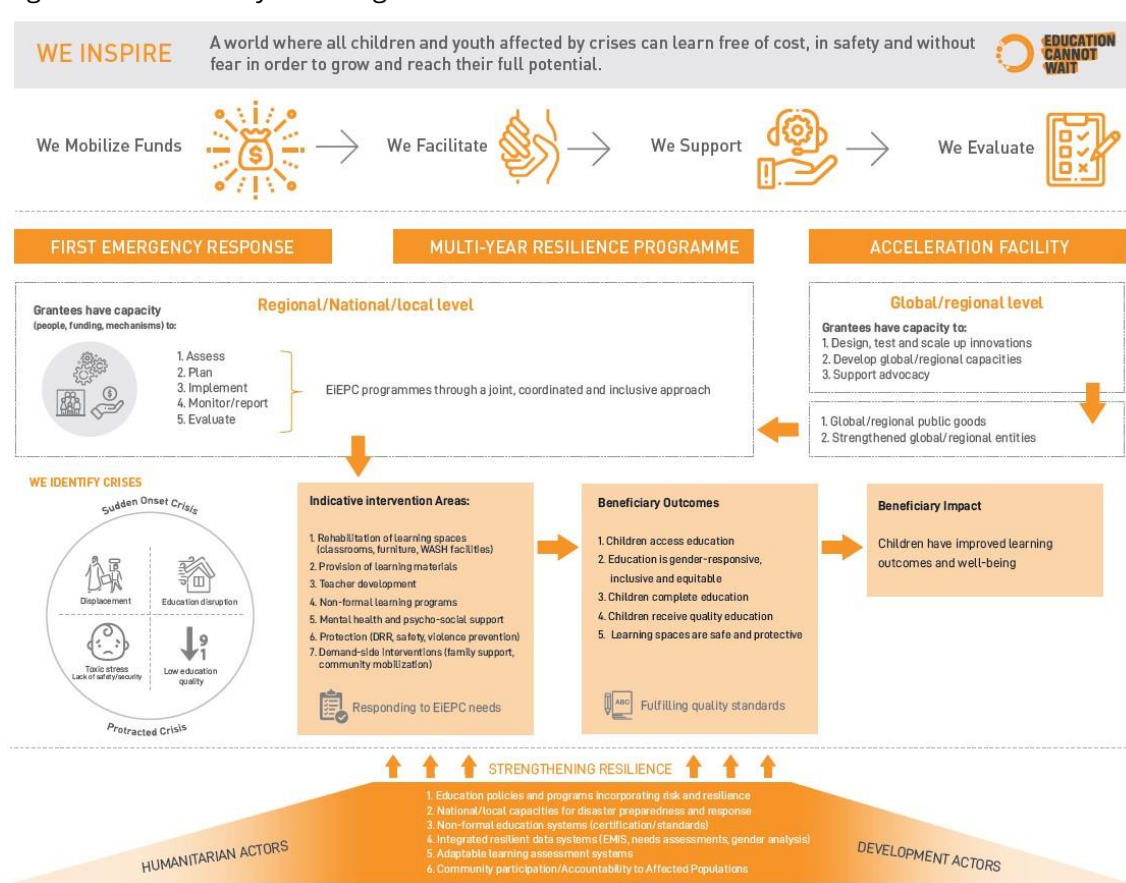
³⁷ For example: the communication and advocacy strategy, gender strategy and policy as well as accountability framework for gender equality, the resource mobilization strategy, the nexus paper, capacity development framework (in draft), and consolidated approaches towards a variety of thematic areas that are designed as a global public good based on ECW experiences regarding for example: learning outcome measurement, quality education, gender equality, MHPSS, safe learning environments.

³⁸ <https://inee.org/standards>

human right and a crucial investment in human capital and towards the achievement of the UN Sustainable Development Goals (SDGs).

10. The systemic outcomes of ECW are closely linked and form a basic “package” that ECW works towards. It can be summarized into two aspects: (I) the creation of a better enabling environment (domestic leadership; global community push; systems and policies) for EiE, and (II) the development of institutional capacities (finance, organizations/people, and mechanisms for programming, accountability and learning). The systemic outcomes and core functions (or top part of the ToC as visualized below) work on global, regional, and national levels. ECW as a fund has more direct control over implementing this part of the ToC and uses its three funding modalities to do so.

Figure 1: ECW Theory of Change



11. The systemic outcomes should ultimately lead to results at the second layer (bottom half) of the ToC consisting of five collective beneficiary outcomes:

- Access: Ensure that crisis-affected children are provided with continuous quality learning.
- Equity and gender equality: Leave no one behind and ensure access is provided to the most vulnerable children, including girls and children with disabilities.
- Continuity: Ensure children (boys and girls) and youth stay in school and transition from one level to the next until they complete their education.
- Quality and learning: Improve learning outcomes by combining the above and provide focus on teachers’ capacities, learning materials, school management and leadership, curricula, community engagement and other aspects. ECW aims for holistic learning outcomes focusing on academic and social-emotional wellbeing.
- Safety: Make sure that schools and learning centers offer a safe, protective, and healing environment to crisis-affected children

12. Over time ECW has prioritized responding to some of the hardest challenges confronted by boys, girls and youth and the education in emergency and protracted crisis sector. These include: a) the necessity to provide mental health and/or psychosocial support (MHPSS) for children and youth affected by conflict and

crisis, b) the holistic focus on both academic and social emotional learning and efforts to measure progress on learning outcome levels across the portfolio, c) reaching those left furthest behind including girls, refugees, returnees, children and adolescents with disabilities (CwD) and IDPs.

c) Evaluation purpose and objectives

13. The evaluation’s purpose is to assess the ECW’s achievements and lessons learned so far and provide recommendations on how ECW can further strengthen its systems, strategies, and program modalities to contribute best to solving the EiEPC challenges that lie ahead.
14. From this purpose, the overarching objectives of the evaluation are as follows:
 1. To evaluate and understand what aspects of ECW’s organization and strategic approaches are working and which need improvement.
 2. To determine the extent to which the ECW operational model and its program modalities are fit for purpose.
 3. To evaluate progress towards results and whether ECW Secretariat, ExCom, HLSG, and its broader partnership including UNICEF as the host of the fund are fulfilling their expected roles and responsibilities effectively and efficiently.
 4. To communicate findings, conclusions, and recommendation for the way forward to all stakeholders in an effective way and influence the design of ECW’s new strategic plan to commence in January 2023.
15. Gender equality is considered an integral and cross-cutting part of the evaluation objectives and requires specific attention throughout the evaluation process. Specific evaluation sub-questions on gender equality are included in the evaluation matrix and assess the extent to which gender equality is integrated within ECW organizational culture, practices, and its program modalities.
16. The primary users of the evaluation are the ECW Secretariat, ECW’s Executive Committee, ECW’s HLSG, and UNICEF being ECW’s host. Secondary users are ECW partners, grantees, and host-country Governments.

d) Scope of Work

17. The evaluation covers the time since the inception of ECW in 2017 and should focus on the strategic plan period spanning from April 2018 to the end of 2022. Unless otherwise stated ECW refers to the ECW Secretariat and its governance structure, which includes the ExCom and HLSG. The ECW Secretariat is hosted by UNICEF that allows the fund to function and operate.
18. The evaluation will assess ECW’s performance in achieving its five systemic outcomes as laid out in its strategic plan. It will look at how ECW’s governance and management structures, processes, systems, and operations contribute to the five systemic outcomes, in an effective and efficient manner. To do so, the scope of the evaluation includes all organizational functions of ECW. It examines the extent to which these functions have performed and contributed to the achievement of the systemic outcomes. The main organizational functions of ECW are summarised below. These are connected to the ECW core functions and systemic outcomes, as described in chapter 2:
 - Develop and execute strategic, operational, and annual plans.
 - Mobilize and leverage resources for ECW and EiEPC.
 - Administrative and financial management within the hosting agreement with UNICEF and its Funds Support Unit (FSO).
 - Develop and manage strong and effective partnerships.
 - Advocate to prioritize EiEPC
 - Communicate and showcase the achievements of ECW and its partners.
 - Support technical and organizational capacity strengthening at global and national levels.
 - Perform grants management and manage reporting on the programmatic portfolio.
 - Provide quality assurance and due diligence with respect to ECW investment decisions.
 - Provide technical assistance to partners and grantees during the preparation, implementation, monitoring and evaluation phases of FER, MYRP and AF investments.

- Perform risk management and safeguarding within ECW and its portfolio.
- Ensure annual result reporting, accountability and learning through an effective M&E function.

19. It is expected that these organizational functions are assessed in relation to the evaluation questions as described in chapter 5.

20. The evaluation is expected to evaluate the validity of the Theory of Change and related strategic technical approaches³⁹, results-framework, and programme investment windows all geared towards achieving the systemic and beneficiary outcomes.

21. Also, the position, organisation, and role of ECW within the broader EiEPC institutional landscape or ecosystem as guided by the global education humanitarian and development needs, frameworks and agendas are to be evaluated.

22. The evaluation is not expected to assess or directly measure the causality between ECW's grants and beneficiary outcomes on access, continuity, learning, equity, and/or safety in-countries. The evaluation is expected to use the aggregated evidence that is available on portfolio level to assess progress to the beneficiary outcomes, and to what extent ECW created an enabling working environment and organizational set-up⁴⁰ to do so well. Existing beneficiary result data (including annual results reports and databases) and the external FER and MYRP evaluations are essential sources of information. The evaluation therefore aims to identify and connect the main findings and conclusions from the FER and MYRP evaluations and integrate them into this organizational evaluation. This includes the extent to which ECW's investment windows were appropriately designed, improved over time, and used towards achieving and reporting about the beneficiary outcomes in-country. In line with this, the evaluation is expected to conduct a portfolio review of what ECW funded since 2017, in terms of the type, size and country distribution of the funded activities and programs. It should also describe where, what, and how ECW resources have been spent as well as trends over the strategic plan period, including programmatic and non-programmatic expenditures.

23. Connected to the AF strategy, specific attention in the evaluation should be given to the role and effectiveness of the Acceleration Facility (AF) in the promotion of innovative approaches in EiEPC programming, capacity development, and the creation of public global knowledge/goods as outlined in the ToC.

24. The evaluation is expected to integrate a gender and inclusive perspective. The evaluation is expected to consider gender as a cross-cutting issue throughout ECW's operations and programming and, specifically, should evaluate the effectiveness of the gender corpus, consisting of the Gender Policy (2018-2021) and the Gender Strategy and Accountability Framework (2019-2021) and their connection with ECW's organizational frameworks and functioning. The corpus addresses both external objectives linked to ECW's gender responsive programming (as largely evaluated via the FER and MYRP program evaluations) as well as ECW's internal functioning relating to organizational culture, staff, leadership, norms, systems/ processes, and strategies. The evaluation specifically aims to evaluate whether ECW's organizational culture has created an enabling environment that supports a gender responsive workplace.

25. The evaluation should also identify unintended outcomes, whether positive or negative, as derived from ECW's performance. This includes whether ECW and its model have shifted incentives for other donors and implementing actors in unanticipated ways as an element of evaluating how ECW is interacting with the broader global EiEPC architecture.

26. Based on the findings, the evaluation should identify promising practices and lessons learned and recommendations to be considered in the next strategic plan. The evaluation looks back while providing guidance and advice for ECW's transition into the future.

³⁹ On for example gender equality, resource mobilization, the Acceleration Facility, evaluation etc.

⁴⁰ Culture, staff, management style, systems, structures, strate.

e) Proposed evaluation criteria and questions

27. The evaluation should include findings and recommendations based on the evaluation criteria and core evaluation questions, as listed below. Each core question should be explored at the applicable global and/or country level. Most core questions have a set of suggestive sub-questions. Besides evaluating the extent to which ECW is successful or not, the question “why” this is the case is an integral part of the learning nature of this evaluation.

28. The evaluation core and sub-questions will be validated and further refined during the inception phase of the evaluation. ECW is open for suggestions from the evaluators to add, suggest changes and/or merge evaluation questions during the bid and inception. The inception phase should design an evaluation matrix framework that outlines the specific evaluation questions linked to judgement criteria and sources of information.

Evaluation criteria	Core questions	Sub-questions
Relevance	EQ1: How relevant, appropriate, and significant ⁴¹ is the position and role of ECW as the global fund for education in emergencies and protracted crises at global, regional, and country levels?	EQ1.1: Were the chosen core tasks, strategic outcomes, and related results of ECW relevant, appropriate, and significant, and is the ToC still valid for the new strategic plan? EQ1.2: Are the investment modalities and reach of FER, MYRP, and AF relevant, appropriate, and significant in the EiEPC programming and financing context?
Coherence	EQ2: To what extent is ECW coherent with and complementary to the broader EiEPC institutional set-up and eco-system?	EQ2.1: To what extent is ECW's mandate and value added clear and well defined within the EiEPC institutional set-up and eco-system? EQ2.2: To what extent is ECW aligned with and complementing to international and national education humanitarian and development needs, frameworks, and agendas? ⁴²
		EQ2.3: To what extent have ECW partners and other stakeholders ⁴³ aligned and harmonized their policies, plans and programs to achieve ECW's expected strategic results, and what has ECW done well/less well to influence this? EQ2.4: To what extent are ECW's strategies and program modalities (FER, MYRP, AF) internally coherent, connected, and aligned and what does its value add to the broader EiEPC institutional set-up and eco-

⁴¹ Added value question.

⁴² Such as SDG4, Grand Bargain Commitments, Global Compact for Refugees, New Way of Working, the Humanitarian Principles.

⁴³ UN agencies in education and emergencies (UNHCR, UNESCO, UNICEF, OCHA), UNICEF as a host, CSOs including NGOs and INGOs, foundations, bi- and multilateral donors e.g. GPE and EU DEVCO and ECHO

Evaluation criteria	Core questions	Sub-questions
Effectiveness and contribution to impact	EQ3: To what extent has ECW achieved, or is likely to achieve by the end of its current Strategic Plan period, its five systemic outcomes and aggregated beneficiary results as identified in its results-framework, and how have its organizational functions ⁴⁵ contributed toward the achievements?	system? ⁴⁴ EQ3.1: To what extent has ECW contributed to political commitment to prioritize: 1. EiEPC in humanitarian crises; 2. Integration of refugees into national education systems; 3. Those left furthest behind (IDPs, refugees, girls, children with disabilities, refugees); 4. Mental health, psycho-social support, and protection in EiEPC; 5. Early-childhood education and learning through play in EiEPC. EQ3.2: To what extent has ECW's resource mobilization strategy and approaches been successful over time in raising funding at global and country levels for EiEPC, and what has ECW's contribution been towards this? EQ3.3: To what extent has ECW promoted quality joint planning and review processes in its programs? To what extent has ECW aligned existing and/or leveraged new funding towards the achievement of collective outcomes? EQ3.4: To what extent has ECW developed in-country capacity to better assess, plan, implement, monitor/evaluate, and report in EiEPC, particularly via the AF investments? EQ3.5: To what extent has ECW strengthened global capacities in EiEPC programming and coordination?
		EQ3.6: To what extent has ECW contributed to increased learning and accountability in EiEPC programming and coordination? EQ3.7: What other direct or indirect unintended systemic results have been achieved with ECW's establishment and functioning? EQ3.8: To what extent has ECW's country investment portfolio (Initial Investments, FER's and MYRP's) contributed to five beneficiary outcomes (access, learning, safety and protection etc.) in accordance with

⁴⁴ Internal coherence

⁴⁵ See chapter 3 for the organizational functions. This includes the investment windows of FER, MYRP and AF.

Evaluation criteria	Core questions	Sub-questions
		<p>the set corporate results framework and targets therein?</p> <p>EQ3.9: To what extent has ECW made the appropriate cross-cutting organizational investments to achieve both systemic and beneficiary outcomes: gender equality, MHPSS, inclusion and disability, localization, humanitarian-development nexus, refugee and IDPs?</p>
	<p>EQ4: To what extent has ECWs technical functions on education, gender accountability, MHPSS, M&E, reporting, and risk management been working well in making progress towards the systemic and beneficiary outcomes, and what improvements should be made in the next ECW strategy?</p>	<p>EQ4.1: To what extent has ECW provided effective technical guidance and quality assurance (on education access/continuity and quality, gender responsive EiEPC, MHPSS, inclusion, early-childhood education, M&E) to grantees?</p> <p>EQ4.2: To what extent has ECW established and maintained relevant technical partnerships (gender and girls' education, MHPSS, inclusion, (early-childhood) education, EiEPC data) at global and country levels?</p> <p>EQ4.3: Has the set of result documents⁴⁶ and related technical guidance by ECW been designed and used effectively towards the achievement, monitoring/measurement, and reporting of the systemic and beneficiary results?</p> <p>EQ4.4: To what extent have the monitoring, reporting and evaluation functions contributed to ECW's reporting, accountability, learning and communication purposes?</p> <p>EQ4.5: To what extent is the annual results report of ECW appreciated by its audiences and does it serve as the overall accountability instrument to its donors and as a tool for learning properly?</p>
		<p>EQ4.6: How effective has ECW been in managing and mitigating risk at the corporate and portfolio levels?</p>
	<p>EQ5: To what extent has the existing governance, management, hosting structure, and partnership function been fit-for-purpose to achieve the systemic outcomes and what</p>	<p>EQ5.1: How well have the ECW governance structure of ExCom and HLSG performed in its major functions including strategic oversight and direction, resource mobilization, partnership management and inspiring political commitment?</p> <p>EQ5.2: How have the different stakeholders (UN agencies, CSOs, bi- multi-lateral donors e.g. GPE, EU ECHO/DEVCO, philanthropic community, Governments in ECW supported countries) performed and contributed towards the achievement of systemic global and beneficiary incountry outcomes?</p>

⁴⁶ Theory of Change, result-framework, indicator library, guidance documents and tutorials.

Evaluation criteria	Core questions	Sub-questions
	could be improved when entering a new strategic plan period?	<p>EQ5.3: To what extent has ECW created a successful partnership platform and strengthened collaborations with the UN, CSOs, bi- multi-lateral donors e.g. GPE, EU ECHO/DEVCO, Governments in ECW supported countries to advance EiEPC funding and programming ?</p> <p>EQ5.4: To what extent has ECW been able to adopt a more gender-responsive organizational workplace (governance structures, leadership, staff, norms, procedures, financial and human resources), and how effective has the gender corpus (policy, strategy, and accountability framework) been towards this change?</p> <p>EQ5.5: To what extent is the hosting agreement within the UN system and UNICEF successful and cost-effective, and how has it influenced the achievement of the strategic outcomes?</p>
Efficiency	EQ6: How fit for purpose have the ECW Secretariat's structure, staffing, systems, processes, and procedures ⁴⁷ as well as hosting arrangement been to execute its role and	<p>EQ6.1: How efficient has the ECW Secretariat carried out its administrative, management, and leadership responsibilities?</p> <p>EQ6.2: To what extent has grant management, financial management and oversight been conducted efficiently?</p>
	Responsibility as a growing global fund efficiently, and what improvements could be made?	<p>EQ6.3: How efficient and timely have the in-country partnership arrangements and processes in designing and executing ECW interventions (FER, MYRP, AF) been?</p> <p>EQ6.4: To what extent has ECW the required organizational structure and staffing capacity and expertise to perform its core tasks efficiently?</p> <p>EQ6.5: How efficient has the hosting arrangement between ECW Secretariat and UNICEF been in performing on ECW's mandate? Are roles and responsibilities clear between UNICEF/FSO and ECW and are adequate policies and procedures in place and followed to ensure solid hosting and management of funds?</p> <p>EQ6.6: How well have existing hosting and governance arrangements managed actual and perceived</p>

⁴⁷ As laid out in the operational manual

Evaluation criteria	Core questions	Sub-questions
		conflicts of interest with UNICEF?
Sustainability	EQ7: How sustainable is ECW as a global fund and what is to change or to be kept sustaining it's further?	<p>EQ7.1: To what extent is ECW financially sustainable given its current ambitions of investment, income generating success, and expenditure?</p> <p>EQ7.2: How sustainable is ECW's organizational and governance set-up, structure, management, and staffing for the future?</p> <p>EQ7.3: To what extent has ECW produced or likely to produce sustainable results at systemic outcome levels?</p> <p>EQ7.4: Has ECW created sustainable long-lasting change in advancing the cross-cutting issues on gender, MHPSS, and inclusion of refugees/IDPs and CwDs?</p>

f) Methodology and Approach

29. These Terms of Reference purposely do not impose specific methodologies since it is expected that proposals will suggest adequate methodologies towards answering the evaluation questions.

30. It is expected that the evaluation is evidence-based and triangulates different sources of information to verify and substantiate judgements and assessments. When different stakeholder groups have different views, these should be noted. The reports should be clearly written and be impartial, balanced, and constructive.

31. The primary audience of the evaluation is the ECW Secretariat, its host UNICEF, and the ExCom and HLSG. Secondary audiences are global actors in the EiEPC sector as well as ECWs grantees. It is expected that the evaluation takes a global view integrating a wide variety of ECW stakeholders including ECW Secretariat/ExCom/HLSG members and partners including UN agencies, ECWs host UNICEF, bi- and multi-lateral donors, CSO representatives, partner foundations, Governments in ECW supported countries, private sector partners, as well as a representatives sample of ECWs grantees often being UN agencies and INGOs.

32. While gathering views from across these partners, it is expected that the evaluators make maximum use of existing documentation. In particular, the FER (November 2020) and MYRP (August 2021) program evaluation reports hold considerable detail on in-country processes and beneficiary results. So do ECWs annual result reports. It is expected that these reports and its findings, conclusions, recommendations, and ECW response to them are integrated into this evaluation as much as possible.

33. All data should be collected in line with ethical and confidentiality standards. Collected data shall be organized, secured, and preserved for potential re-analysis by ECW. The firm will agree not to publish evaluation results or outputs without permission from ECW.

34. To clarify expectations, some recommended features of the methodologies to be proposed by the consultants/firm in their proposal include:

- The COVID19 pandemic influences how this evaluation can be conducted. ECW's aim is to adhere to the timeframe as stated below. ECW asks the evaluators to come up with appropriate approaches on how the evaluation can continue and achieve the stated objectives while adhering to quality and ethical evaluation standards as outlined in ECW's policy. Given the current global state of the pandemic, we expect that international travel and potentially travel across continents might be possible from quarter three to four 2021. The firm is always to adhere to national rules and regulations related to COVID19 including the requirement to quarantine. ECW cannot be held accountable for possible disruptions or delays due to the pandemic, including costs that this might entail.
- ECW expects a thorough analysis and assessment of the Theory of Change and pathways associated to its systemic outcomes and core functions connecting the global with the national beneficiary level results.
- An analysis of trade-offs involved in ECW strategy, including depth and breadth of investments – focusing not only on geographies, but also types of activities is expected.
- ECW is considered a partnership between UN, civil society, bi-and multilateral donors, as well as philanthropic and private sector actors. The evaluation therefore goes beyond the ECW Secretariat. It ought to evaluate the roles and responsibilities of the partnership and governance structure and the actors within it. Innovative approaches and towards evaluating partnerships are encouraged.
- Applicants are requested to explicitly describe how it will ensure a gender transformative and inclusive approach throughout the design, data collection, analysis and reporting of the evaluation⁴⁸. A targeted analysis in relation to gender throughout the evaluation framework

⁴⁸ UNEG Norm 8 Human rights and gender equality. The universally recognized values and principles of human rights and gender equality need to be integrated into all stages of an evaluation. It is the responsibility of evaluators and evaluation

linked to the existing gender strategy, policy, and accountability framework as approved by ExCom in December 2019 is expected. In relation to this, a gender evaluation specialist is expected to be part of the core team.

- While upholding independence and objectivity, a utilization oriented and participatory approach whereby the evaluation team works closely with the ECW Secretariat, country grantees and other key education actors to ensure that the findings of the evaluation are credible, sustainable and can be used to improve its operations, is welcomed. ECW promotes and invites applications to describe how they would apply such a participatory approach throughout all steps of this evaluation in their proposal.
- An evaluation matrix is expected that presents the final evaluation questions, data collection methods and sources of verification.
- The firm is expected to take full advantage of the available reports and data to inform its findings and recommendations. The FER (November 2019) and MYRP (June/July 2021 report) program evaluations are an important source of information and each have four country case studies as additional sources. Hence, the evaluation will not require the firm to conduct extensive primary data collection in-country although country-level views on ECWs functioning are essential.

g) Planning and deliverables

35. Deadline of proposals is Tuesday 17th of August 2021. Questions can be asked until 12th of July 2021 and answers will be shared with all potential applicants the same week.

36. ECW is expected to select a contractor in September 2021.

37. The firm will provide the following deliverables (as a minimum) with suggested timeline:

Item	Description	Timeframe 2020
1	Draft inception report incl. evaluation framework, final evaluation questions, updated evaluation workplan.	± 5 weeks after signing the contract, end of October 2021
2	Final inception report incl. evaluation framework, final evaluation questions, updated evaluation workplan (max. 50 pages)	± 8 weeks after signing of the contract, November 2021
3	Draft evaluation report incl. findings, conclusions, and recommendations	June 2022
4	Virtual presentation(s) on evaluation findings	June/July 2022
5	Final evaluation report incl. annexes and executive summary	July 2022

38. ECW welcomes suggestions for additional deliverables whenever it is of added value i.e. infographics, video-scribe, videos, or other products.

39. The design phase and consequent inception report should focus on and describe, as a minimum:

- Refined qualitative and quantitative evaluation methodologies combined with a clear data collection and analysis strategy, methods, and tools.
- An evaluation matrix connecting evaluation questions with methods.

managers to ensure that these values are respected, addressed and promoted, underpinning the commitment to the principle of ‘no-one left behind.’

- Assess the availability of documentation and conduct a review of available materials⁴⁹;
- A timeline with deadlines for the main deliverables.

40. The inception period requires most likely a virtual intake session with ECW Secretariat staff in New York and Geneva.
41. The draft and final evaluation report should be no longer than 75 pages excluding annexes.
42. The (virtual) presentation(s) and consequent discussion should take place about ½ - ¾ of a day with ECW Secretariat, ExCom/HLSG and/or partners as well as potential follow-up presentations in relation to the development of the new strategic plan. Two to four presentations are expected.
43. The final evaluation report should indicatively be structured as follows:
 - Executive summary
 - Introduction
 - Methodology and methods used incl. limitations on the study design
 - Findings
 - Conclusions and recommendations
 - Annexes incl. ToR, raw data, and presentations.
44. All deliverables must be written in English.

h) Governance and tasks to be performed by the ECW Secretariat

45. The following tasks will be performed by ECW:
 - ✦ ECW Secretariat will provide all relevant technical and financial documentation to the evaluators as required.
 - ✦ ECW Secretariat will facilitate access to respondents.
 - ✦ ECW Secretariat will appoint contact persons for the evaluation at ECW Secretariat level and with grantees at country field level.
46. The evaluation will be managed by the ECW M&E team. An advisory group is established consisting of members of ECW's executive committee representing donors, civil society, and/or UN agencies. The advisory group works with the M&E team of the Secretariat to provide backstopping and quality assurance to the evaluation process thereby involving technical experts of the Secretariat when relevant. Annex 1 provides the process flow of the evaluation.
47. ECW's Executive Committee approves the evaluation ToR and inception report. The HLSG approves the final evaluation report after recommendations from the ECW secretariat, the advisory group and ExCom.
48. Contracting will follow UNICEF's rules and regulations as ECW follows UNICEF's administrative rules and regulations. Contracting is done via relevant existing long-term agreements (LTAs).

i) General guidelines, submission, and selection criteria

49. A technical proposal and a financial proposal should be submitted in 2 separate PDF documents to procurement@un-ecw.org and cc. to mspolder@un-ecw.org and cstoff@un-ecw.org with the subject line: "Confidential: proposal for ECW organizational evaluation."
50. Deadline for submissions is Tuesday 17th of August 2021. Questions can be asked until 12th of July 2021 and answers will be shared with all potential applicants.
51. Technical proposals should as a minimum include a section on:
 - (i) Background and contract management capacity of the firm.

⁴⁹ ECW has three annual results reports for 2017, 2018, and 2019 accessible [here and here](#)

- (ii) Understanding of the ToR incl. feedback on the ToR.
- (iii) Approach and methodology.
- (iv) Methods and sampling⁵⁰.
- (v) Workplan incl. timeline and deliverables.
- (vi) Proposed team set-up incl. roles and responsibilities and time-input allocation for each team member.
- (vii) Relevant annexes of the firm are expected that further substantiate the technical bid and include as a minimum the following: company profile, updated relevant references incl. contact details of clients, a minimum of 2 examples of evaluation reports recently completed (preferably by the team leader and members of the evaluation team) that are relevant to the subject of the evaluation²⁰, recommendation letters are optional but promoted.

52. The currency of the financial proposal is United States Dollars (USD). Please assure that the technical proposal does not refer to any financial figures of the bid.

53. The budget for this evaluation ranges from US\$ 300,000 to US\$ 350,000.

54. All eligible proposals will be assessed based on this Terms of Reference. They will be granted scores following objective technical criteria under four categories. Percentages on how much each criterion influences the total score are given in brackets below:

A. Expertise of the firm or institution (15%):

- ✦ Minimum of 10 years of experience in conducting organizational, programmatic, and partnership evaluations in both the humanitarian and development sector in conflict and/ or crisis countries is required.
- ✦ Strong expertise in education, international development, and education in emergencies program evaluations.
- ✦ Experience with the UN and other multi-lateral systems on a global and country level.
- ✦ Experience with evaluating multi-donor initiatives and funding mechanisms.
- ✦ The proposal should include a minimum of 2 examples of evaluation reports recently completed (preferably by members of the evaluation team) that are relevant to the subject of the evaluation.

B. Proposed approach, methodology and work-plan (30%):

- ✦ The technical proposal clearly articulates the approach, methodology, methods, and related analytical models/frameworks proposed for the evaluation.
- ✦ The proposal includes a clear work-plan with roles/responsibilities and clear allocation of days for the different team members.

C. Qualifications and experience of the evaluation team (35%):

- ✦ All team members should have at least an advanced university (masters) degree in organizational development; education; international development; humanitarian, security and/or conflict/peace studies; social sciences including as relevant gender specific training, public policy, or related areas (mandatory).
- ✦ The team should have experience of:

⁵⁰ Including a description on how the evaluation aims to mitigate the impact of the covid-19 pandemic. ²⁰ Reference to already submitted reports as part of the LTA is allowed.

- Experience in evaluating organizations and partnership models in both the development and humanitarian context of least developed country settings.
- The global discourse on SDGs, education 2030 agenda, Grand Bargain, Refugee Education 2030: a strategy for Refugee Inclusion, and other global frameworks that guide international/humanitarian development.
- Specialized thematic expertise on the subject matter evaluated i.e. EiEPC settings, the IASC and refugee coordination architecture, quality in education, gender in education, early-childhood and play-based education, equity, MHPSS, safe learning environments, teacher development.
- A gender organizational expert is an asset to the team. ○ Strong native English reporting skills.
- Strong research capacity including a) rigorous quantitative and qualitative data collection, analysis, and data visualization skills as well as b) respect the dignity and rights of children and adults.
- Strong interactive presentation and workshop facilitation skills.
- Strong project management, communication, inter-personal, people and team management skills to facilitate a smooth process of the evaluation.
- ✦ A gender equality specialist should be part of the core team to steer the gender related aspects of the evaluation both responding to gender as a cross-cutting issue within the evaluation as well as leading the gender related evaluation questions.
- ✦ The team leader should have a minimum of 15+ years of professional evaluation experience in organizational partnership evaluations in education or international (humanitarian) development. Oral and writing in skills in English of the highest standard.
- ✦ A gender balanced team is strongly desired.

55. Core tasks, roles and responsibilities, and time input from each of the team members and the team lead are to be clearly articulated in the proposal.

56. Experts can only be part of one proposal. Contractors can only submit one proposal.

57. Conflict of interest arises when proposed individual experts have been involved in the design of ECWs organizational systems, structures, strategy or broader organizational or programmatic procedures.

D. Pricing (20%):

58. The estimated budget should include all costs. The budget should include details so that costs of expertise and other costs are made visible.

10. Bibliography

59. Strategic documents of ECW such as the strategic plan, FER evaluation report, MYRP proposals, annual results report 2017 and 2018 and gender strategy can be found here. The annual results report of 2019 can be found here. The annual result report of 2020 is published on the ECW website in August 2020. Advocacy resources can be found here

60. Other documentation will be shared electronically as requested with all applicants before or after contracting.

Annex 1 [of the TOR]: Process flow and roles and responsibilities of the different actors involved during the evaluation

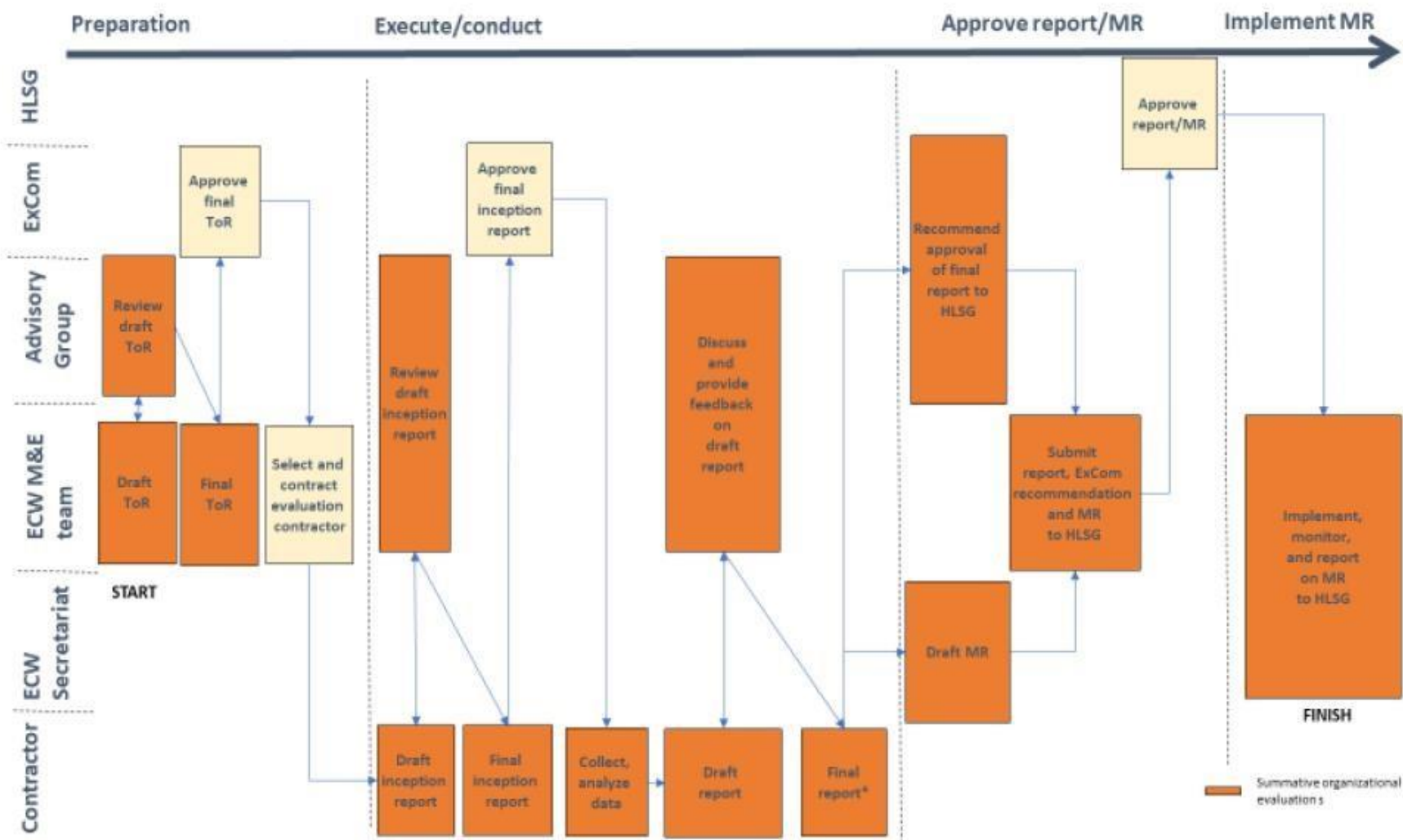


Figure 3: Process flow summative organizational evaluation

Annex B Evaluation Timetable

1. The table below details the timeline for the three phases of the evaluation, including the inception phase from mid-November to early March, the evaluation phase from March – mid-May and the reporting phase from mid-May to the end of July 2022. It also shows the key steps in ECW’s strategic planning process, as well as ExCom and HLSG meetings.

Table 11 Evaluation Timeline

Phase	Events and activities	Timing (deliverables in bold)
Contracting	Contract between ECW and Mokoro signed by both parties	Tuesday, 16 November 2021
Phase 1: Inception		
Mobilisation & document review	Initial liaison with ECW M&E team, guidance to Mokoro team members; document review / preparation for briefing	From Tuesday, 16 November
ETRG meeting	Observe presentation of final MYRP evaluation report and management response, hear ETRG reactions	Thursday 18 November
ExCom meeting	Observe ExCom, (who will receive note on alignment between SP and OrgEval processes)	Monday 22 November
Work plan review	Updating evaluation work plan	November
Team workshop	Mokoro internal team planning workshop: orientation, clarification of tasks and roles	Wednesday, 24 November
Briefings	Remote team briefings with ECW Secretariat staff in New York and Geneva	Between 25 November – 7 December
Inception interviews	Interviews with selected key informants	1 December 2021 – mid-January 2022
Evaluation synthesis	Synthesis of FER and MYRP evaluations: to pull out: common lessons, key issues that need further work, implications for methodology	Early December 2021 to mid-January 2022
ECW portfolio analysis	Builds on FER and MYRP analyses; ensures that assembling and analysis of portfolio data, including for AF, is essentially complete at inception stage	December 2021 – February 2022
Stakeholder analysis	Broad stakeholder analysis to inform approach to consultation and e-survey	December 2021 – February 2022
Methodology development	Refinement of theory of change, evaluation questions and evaluation matrix;	December 2021 – February 2022
	Design of gender approach : drawing on synthesis from previous evaluations, and evaluability analysis linked to the ECW gender and accountability policy	
	Approach to e-survey	
AF evaluation planning	Development of Terms of Reference and detailed work plan for Acceleration Facility evaluation	Late November 2021- end of January 2022
IR workshop	Mokoro workshop to agree structure and content of Draft Inception Report, with potential inputs from ECW M&E unit.	Tuesday 14 December 2021
Draft Inception Report	First draft of the Inception Report, submitted to Mokoro quality review for comment, revisions incorporated, submitted to ECW	Draft IR submitted to ECW: 14 February 2022
Review Draft IR	Draft Inception Report reviewed by ECW M&E team and Advisory Group; workshop	Workshop w/c 21 February; Comments to Mokoro 25 February
Final Inception Report, incorporating ECW comments	ECW comments on Draft Inception Report incorporated into final Inception Report	Final IR submitted to ECW: 7 March
Team workshop	Mokoro team workshop	Tuesday, 15 March

Phase	Events and activities	Timing (deliverables in bold)
ExCom meeting	Mokoro presentation of final IR to ExCom	17 March
	<i>Strategic Planning process: Briefing to ExCom on emerging findings from consultations</i>	
Phase 2: Data collection and analysis		
Data gathering and analysis	Further document review, preliminary analysis, preparation for in-person meetings	From 9 March
AF evaluation	Evaluation of the Acceleration Facility	From 28 February
Desk-based data collection	Remote global interviews; survey preparation and implementation	From 9 March
Team workshop	Mokoro team workshop	Tuesday, 29 March
In-person meetings in New York	Travel to America to meet key informants at ECW New York and UNICEF.	4-8 April
<i>Strategic planning process</i>	<i>Strategic Plan – Reflections & Aspirations Paper shared for feedback</i>	<i>14 April</i>
Team workshop	Mokoro team workshop	Tuesday, 19 April
<i>Strategic planning process</i>	<i>HLSG meeting: Note for HLSG identifying emerging issues and seeking endorsement of strategic direction and approval of Resource Mobilisation Framework</i>	<i>21 April</i>
In-person meetings in Geneva	Travel to Switzerland to meet key informants at ECW and Global Hub for EiE Geneva.	21 -25 March
Team workshop	Mokoro team workshop	Tuesday, 3 May
De-briefing meeting	Presentation to ECW Senior Management Team (following completion of the AF e-survey, in-person visits and other data collection); to present emerging findings and issues	Tuesday, 10 May
In-person participation and presentation in Geneva	Presentation of emerging findings and issues at ExCom Strategic Planning retreat in Geneva	12-13 May
<i>Strategic planning process</i>	<i>Strategic Plan – outline of Strategic Plan shared with ExCom for review and endorsement</i>	<i>16 May</i>
Team workshop	Mokoro team workshop	Tuesday, 17 May
<i>Strategic planning process</i>	<i>Strategic Plan – initial draft of key elements (tbc) shared with ExCom</i>	<i>26 May</i>
Team workshop	Mokoro team workshop	Tuesday, 31 May & Tuesday, 7 June
Phase 3: Reporting		
<i>Strategic planning process</i>	<i>Strategic Plan – first draft to ExCom for review</i>	<i>16 June</i>
Analysis and drafting of Evaluation Report	Analysis, synthesis and preparation of first draft evaluation report; draft submitted to Mokoro quality review for comment; revisions incorporated.	Draft Evaluation Report submitted to ECW: 21 June 2022
<i>ExCom Meeting</i>	<i>Presentation on the first draft of the Strategic Plan, including proposed Budget 2023-2026, Gender Policy and Framework and Results Framework</i>	<i>24 June</i>
Presentation of ER findings	Virtual presentation(s) to ECW and key stakeholders on the evaluation finding, conclusions, recommendations.	23-24 June

Phase	Events and activities	Timing (deliverables in bold)
Review Draft ER	Draft Evaluation Report reviewed by ECW M&E team and Advisory Group	Comments to Mokoro by 14 July
Team workshop	Mokoro team workshop	Tuesday, 12 July & Tuesday, 19 July
Revisions to draft Evaluation Report, incorporating Client comments	Stakeholder and Client comments on draft Evaluation Report; incorporated. Final Evaluation Report submitted.	Final ER submitted: 5 August 2022
<i>Strategic planning process</i>	<i>Strategic Plan – final version to ExCom for recommendation to HLSG to endorse</i>	<i>10 August</i>
<i>Strategic planning process</i>	<i>HLSG meeting: Final Strategic Plan to HLSG</i>	<i>1 September</i>
<i>Strategic planning process</i>	<i>HLSG meeting: SP endorsement and launch</i>	<i>September (tbc)</i>

Annex C People Consulted

1. This annex provides a list of people consulted as part of the organisational evaluation in Table 12 below. It lists separately interviews conducted specifically for the evaluation of the Acceleration Facility, as well as those with a specific focus on gender. Several stakeholders were consulted more than once. More stakeholders than listed here were contacted, including representatives from the global south and youth, but not everyone was available for an interview. In total 102 people (67 women and 35 men) were interviewed.

2. Furthermore it lists the meetings and workshops that the evaluation team attended during the evaluation period in Table 13 below. The discussions and presentations by different stakeholders during those meetings and retreats have provided important insights for this evaluation and have been given careful consideration.

Table 12 People consulted

Name	Sex	Designation	Organisation
Main Evaluation			
ECW Secretariat			
Yasmine Sherif	F	Director	ECW
Anouk Desgroseilliers	F	Advocacy and Communications Manager	ECW
Aurélie Rigaud	F	M&E Officer (seconded by France)	ECW
Christian Stoff	M	Head, Monitoring, Evaluation and Global Reporting	ECW
Estafania Jimenez	F	Digital Media Officer	ECW
Fadela Novak-Irons	F	Senior Advisor on Displacement (Seconded from UNHCR)	ECW
Gael Leloup	M	Information Management Consultant	ECW
Graham Lang	M	Chief of Education	ECW
Isabel Hall	F	Administrative Assistant	ECW
Jihane Latrous	F	Gender Specialist	ECW
Joerdi Losnegaard	F	Resource Mobilisation Officer (Norwegian JPO)	ECW
Kent Page	M	Chief of Advocacy & Communications	ECW
Li Peng	F	Planning Specialist	ECW
Maarten Barends	M	Chief, Humanitarian Liaison and External Relations / Head of the ECW Geneva Office	ECW
Manan Kotak	M	Education Specialist, Safeguarding Officer	ECW
Mario Spiezio	M	Inclusive Education Consultant	ECW
Maureen Koech	F	Senior Administrative Assistant	ECW
Maurits Spoelder	M	M&E Specialist	ECW
Michael Corlin	M	Chief of Finance and Operations	ECW
Michelle May	F	MHPSS Technical Specialist	ECW
Mu Mu Myint	F	Executive Assistant	ECW
Nasser Faqih	M	Chief of Partnerships & Resource Mobilisation	ECW
Natalie Khraïno	F	Executive Officer	ECW
Niladri Bhattacharjee	M	Budget & Finance Specialist	ECW
Rachel Besley	F	Risk Management and Safeguarding Manager; Acting Chief of Accountability and Strategic Planning	ECW
Robert Edward Dutton	M	Emergency Manager	ECW
Rogers Musyoki	M	ICT Specialist/Consultant	ECW

Name	Sex	Designation	Organisation
Semine Petersen	F	Early Childhood Education Specialist	ECW
Tariq Hussaini	M	Administrative Assistant	ECW
Victoria Mullin	F	Programme Assistant	ECW
Yoshiyuki Oshima	M	Grants Manager	ECW
Donors / Partners			
Annina Mattsson	F	Director of RewirEd	(formerly) Dubai Cares
Susan Hopgood	F	President	Education International (EI)
Dennis Sinyolo	M	Coordinator, Education and Employment	Education International (EI)
Annica Floren	F	Deputy Head of Unit	European Commission
Unai Sacona	M	Education Specialist	European Commission
Alicia Herbert	F	Director of the Education, Gender and Equality Directorate (EdGE); Chair of ExCom	FCDO
Chris Berry	M	Senior Education Adviser	FCDO
Emily Gray	F	Education Adviser	FCDO
Scott McInnes	M	Policy & Programme Manager	FCDO
Heike Kuhn	F	Head of Division, Education	Federal Ministry for Economic Cooperation and Development (BMZ)
Robert Boldt	M	Advisor on Education in Emergencies	Federal Ministry for Economic Cooperation and Development (BMZ)
Robin Cordes	M	Senior Policy Officer Basic Education	Federal Ministry for Economic Cooperation and Development (BMZ)
Kathleen Flynn-Dapaah	F	Director, Education, Gender-Based Violence & Child Protection	Global Affairs Canada
Alice Birnbaum	F	Acting Deputy Director, Education, Social Development Bureau	Global Affairs Canada
Diya Nijhowne	F	Executive Director	Global Coalition to Protect Education from Attack
Maria-Agnese Giordano	F	Cluster Coordinator	Global Education Cluster
Thorodd Omundsen	M	Deputy Cluster Coordinator	Global Education Cluster
Anais Marquette	F	Education Cluster Coordinator, Rapid Response Team	Global Education Cluster
Padraig Power	M	Chief Financial Officer	GPE
Nilse Ryman	M	Regional Manager	GPE
Dean Brooks	M	Director	INEE
Matt Michels	M	Partnerships Coordinator	INEE
Emma Gremley	F	Senior Director for Education	International Rescue Committee
Jennifer Sklar	F	Deputy Director of Education	International Rescue Committee
Paula Malan	F	Senior Education Adviser	Ministry of Foreign Affairs, Finland
Hülya Altinyelken	F	Senior Policy Officer, Civil Society and Education Division	Ministry of Foreign Affairs, Netherlands
Camilla Fossberg	F	Education Policy Director; Co-chair of ExCom	Ministry of Foreign Affairs, Norway
Randi Gramshaug	F	Senior Adviser	Norad
Michelle Brown	F	Cluster Co-Coordinator	Save the Children (SCF) / GEC
Sabina Handschin	F	Head of Education	Swiss Agency for

Name	Sex	Designation	Organisation
			Development and Cooperation
Sonja Novikov-Bruderhofer	F	Education Adviser	Swiss Agency for Development and Cooperation
Justin van Fleet	M	President	Theirworld
Francesca Pinna	F	Project Coordinator, UNESCO AF grant	UNESCO
Antara Ganguli	F	Head of Secretariat	UNGEI
Rebecca Telford	F	OiC Deputy Director, Division of Resilience and Solutions & Chief, Education Section	UNHCR
Nazim Khizar	M	Deputy Director, Division of Financial and Administrative Management (DFAM)	UNICEF
Rob Jenkins	M	Chief, Education	UNICEF
Rekiya Adamu-Atta	F	Chief, Operational Manager, Multi-donor Financial Arrangements & Operational Management	UNICEF
Miles Hastie	M	Senior Advisor, Safeguarding	UNICEF
Linda Jones	F	Senior Advisor, EiE	UNICEF
Camila Gaião	F	Finance Intern	UNICEF
Petra Heusser	F	EiE Hub Coordinator	UNICEF
LeAnna Marr	F	Director, Office of Education	USAID
Ashley Henderson	F	Education Programme Specialist	USAID
Kelly Loewer	F	Education and Child Protection Programme Officer	US State Department
Marco Grazia	M	Director, Child Protection in Humanitarian Action and Education in Emergency	World Vision
External			
Charlotte Bergin	F	Strategic Planning Consultant	Independent
Joseph Nhan O'Reilly	M	Strategic Planning Consultant	Independent
Acceleration Facility Evaluation			
ECW			
Graham Lang	M	Chief of Education	ECW
Nasser Faqih	M	Chief of Resource Mobilisation and Partnerships	ECW
Christian Stoff	M	Chief, Monitoring, Evaluation and Global Reporting	ECW
Robert Edward Dutton	M	Emergency Manager, Education Team	ECW
Maurits Spoelder	M	M&E Specialist	ECW
Goli Whittaker	F	(former) FCDO Seconded, Education Team	ECW
Partners			
Nick Santcross	M	Project Director	Cambridge Education Mott McDonald
Sonia Gomez	F	Consultant	Independent
Annina Mattsson	F	(previous) Director of Programmes	Dubai Cares
Maria-Agnese Giordano	F	Coordinator, UNICEF	Global Education Cluster
Thorodd Ommundsen	M	Emergency Specialist, Deputy Global Education Cluster Coordinator	Global Education Cluster
Dean Brooks	M	INEE Director	INEE
Sonja Anderson	F	Coordinator, Data & Evidence	INEE
Matt Michels	M	INEE Partnerships and Grants Manager	INEE
Tricia Wind	F	Program Leader, Global Partnership for Education Knowledge and Innovation Exchange	International Development Research Centre (IDRC), grant

Name	Sex	Designation	Organisation
			agent for GPE Knowledge and Innovation Exchange (KIX)
Camilla Lodi	F	Global Psycho Social Support Head of Unit-Better Learning Programme	NRC, Hosted in the Middle East Regional Office (MERO)
Nina Papadopoulos	F	Vice President Education, International Social Impact	Sesame Workshop
Rebecca Telford	F	Chief, Education Section	UNHCR
Fareeda Miah	F	HEA Focal Point	UNHCR
Nina Weisenhorn	F	Senior Advisor on Education in Crisis & Conflict	USAID DDI/Center for Education
Gender Focus			
ECW			
Natalie Khraïno	F	Executive Officer	ECW
Maureen Koech	F	Senior Administrative Associate	ECW
Mario Spiezio	M	Inclusive Education Specialist	ECW
Maurits Spoelder	M	Monitoring & Evaluation Specialist	ECW
Jihane Latrous	F	Gender Manager	ECW
Partners			
Vanya Berrouet	F	Senior Gender Equality Specialist	Global Affairs Canada
Lauren Gerken	F	Project Manager, Gender	Inter-agency Network for Education in Emergencies
Line Baagø-Rasmussen	F	Chief Adviser: Education & Gender	Ministry of Foreign Affairs, Denmark
Silje Sjøvaag Skeie	F	Senior Adviser, Department for Education and Global Health, Education Section	Norwegian Agency for Development Cooperation (NORAD)
Fajer Rabia Pasha	F	Executive Director	Pakistan Alliance for Girls Education (PAGE)
Nafissatou Faye	F	Senior Advisor, Gender Equality	Plan International Canada
Nagore Moran	F	Gender in Emergencies Adviser	Plan International UK
Bieke Vandekerckhove	F	Education Technical Advisor	Save the Children
Antara Ganguli	F	Director of Secretariat	UNGEI
Kathryn Moore	F	Gender and Education in Emergencies Consultant	UNGEI
Yassir Arafat	M	Education Officer	UNICEF
Olena Sakovych	F	Youth & Adolescent Development Specialist	UNICEF
Ehsan Ullah	M	Education Officer	UNICEF
Anna Parini	F	Programme Manager	UN Women
Humaira Jamil	F	Social Inclusion and Gender Manager	VSO

Table 13 Events attended

Event	Date	Purpose
MYRP evaluation presentation to ExCom	18 November 2021	For the evaluation team to improve understanding of the findings, conclusions and recommendations of the MYRP evaluation and the corresponding management response.
ExCom Meeting	22 November 2021	Observing the discussions and gaining an understanding of the latest developments and decisions. Brief introduction of the organisational evaluation.
ETRG meeting on Annual Results Report	14 February 2022	Understanding of ETRG, as well as details of the ARR.
ExCom Meeting	17 March 2022	Important discussion on Strategic Plan.
HLSG Meeting	21 April 2022	Observation of HLSG meetings; understanding of donor positions.
ECW Secretariat, Senior Management Team Meeting	10 May 2022	Preparation for the ExCom Strategic Planning Retreat. Presentation of emerging findings of the overall evaluation and the Acceleration Facility Evaluation.
ExCom Strategic Planning Retreat, Geneva	12-13 May 2022	Observation of proceedings and discussions. Presentations of emerging findings for the overall evaluation and for the Acceleration Facility.

Annex D Evaluation Methodology

Overview

1. The final Inception Report provides a full account of the methodology developed for this evaluation. The present annex summarises its main elements.
2. The methodology built on the guidance of the Terms of Reference (Annex A). It emphasised (a) utility – responding to the interests of key stakeholders in the evaluation and focusing on areas where the evaluation can add to what is already known; (b) a participatory approach; (c) rigour, based on careful use of terminology, systematic triangulation across mixed methods, informants, and data sources; (d) efficiency, drawing as much as possible from previous evaluations and other secondary sources, focusing on issues that can add value, and making best use of limited time with key informants; and (e) high ethical standards.
3. The methodology is theory-based and adapted to the special requirements of an organisational evaluation. In line with the ToR, it includes a special emphasis on gender and inclusion. A careful stakeholder analysis helped in understanding the dynamics of ECW's partnerships, as well as identifying key stakeholders whose views should be canvassed.
4. Perspectives drawn from an exploration of the theory of change and of organisational fitness fed into our refinement of the evaluation questions (EQs) and the development of a comprehensive evaluation framework (Annex E) which guided all the evaluation team's lines of enquiry.

Gender and equity

5. The evaluation paid special attention to gender and equity dimensions. The approach adopted is described in Annex M.

Acceleration Facility

6. The OrgEval incorporated an evaluation of ECW's Acceleration Facility (AF). The methodology was fully set out in Annex K of the Inception Report and is summarised in Annex L below, which presents its findings.

ECW Theory of Change and Organisational Fitness

Overview

7. A theory-based approach involves developing a thorough understanding of how it is intended to achieve the outcomes and impact being sought, including delineating what assumptions must hold and what provides a basis for focusing on ECW's contribution to collective efforts, and addressing the "how?" and "why?" aspects in understanding performance. The concept of organisational fitness (OF) is incorporated into an OrgEval-specific theory of change.

Organisational fitness⁵¹

8. The evaluation focuses particularly on the organisational elements of ECW's performance. The evaluation can be seen as addressing three interdependent levels of analysis. Thus, findings from instrument-level evaluations of the FER, MYRP and AF should feed into analyses at:
 - Global strategic level – considering ECW's place in the evolving EiEPC ecosystem, and the extent to which ECW is fulfilling its original ambitions.
 - Organisational and institutional level (organisational fitness) – how well ECW as an organisation is configured both to deliver on its global and country-level strategic

⁵¹ This approach to organisational fitness was adapted directly from the innovative "organisational readiness" framework developed for a recent strategic evaluation of school feeding (Visser et al, 2020).

ambitions (linked to ECW's chosen core functions) and to ensure continuing effectiveness, efficiency and sustainability in the delivery of its chosen instruments.

- Operational level – including recommendations about optimising configuration and deployment of ECW modalities and instruments.

9. Organisational fitness is seen as the meso-level of enquiry – considering how the locations, structures, systems, staffing, culture and procedures of ECW serve (a) the front-line day-to-day implementation of its operational modalities and (b) ECW's place in, and contributions to, the global EiEPC global architecture, and to systemic strengthening at both global and country levels.

10. The "organisation" under consideration includes the ECW secretariat but extends to ECW's overall governance arrangements and its interactions with its host agency.

11. Figure 1 below depicts a conceptual framework for considering organisational fitness (OF). This was developed during the inception stage, building on the issues identified by the modality evaluations that had already been undertaken and drawing on document review, briefings and preliminary interviews.

12. Most of the dimensions for OF which appear in the central box of Figure 1 are self-explanatory. As regards an enabling organisational culture, expectations are set out in ECW's gender policy and accountability framework (ECW, 2020b) as follows:

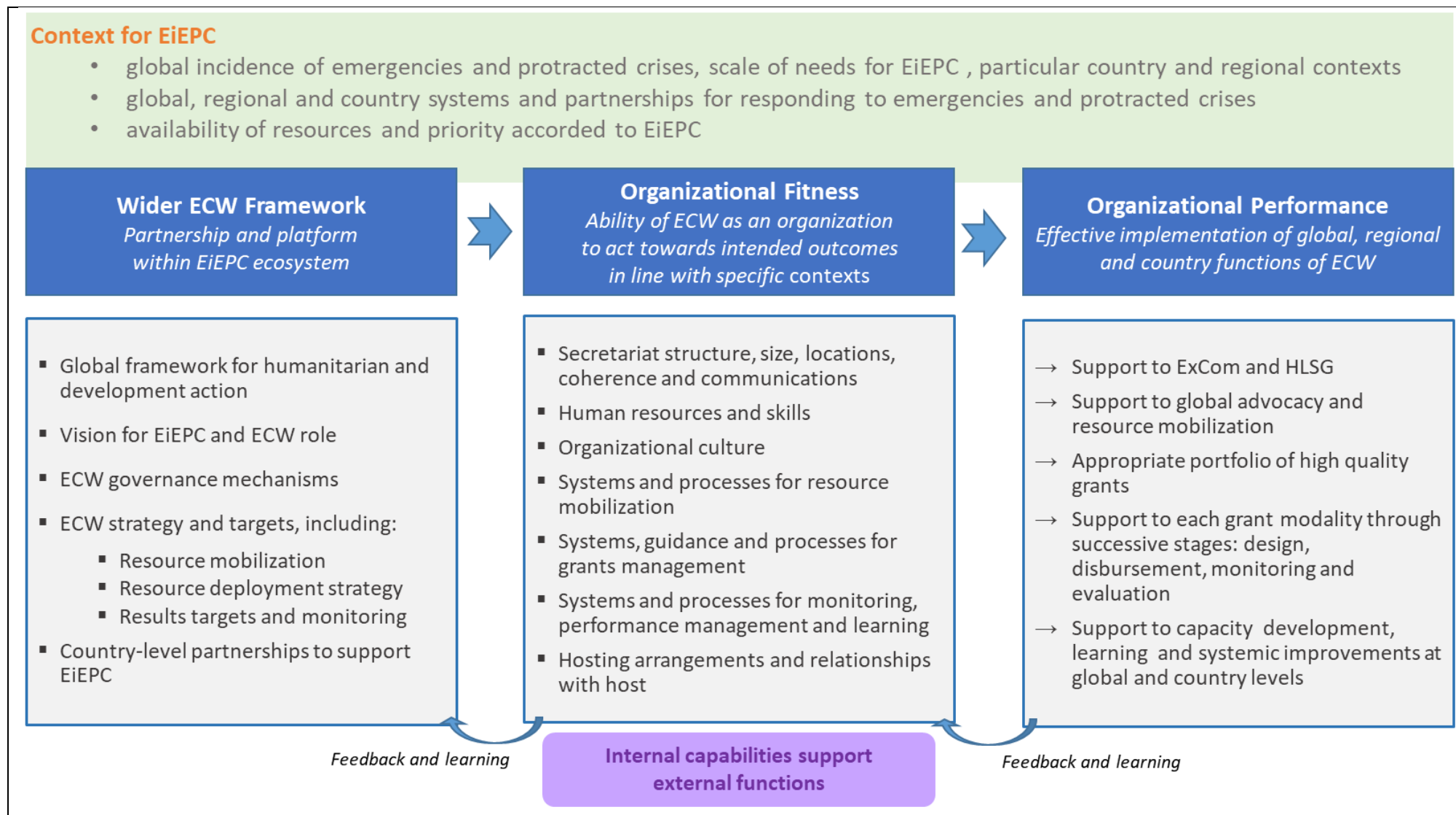
A positive and supporting organizational culture for all staff has been repeatedly identified as a key enabler in the promotion of GEEWG.⁵² The available literature considers "organizational culture" as a set of deeply rooted beliefs, values and norms (including traditions, structure of authority and routines) in force within the institution; and a pattern of shared basic assumptions internalized by the institution.

For the Policy to be upheld, a gender-responsive Organizational Culture and Practice is therefore crucial and is materialized through (a) the ways in which ECW conducts its business, treats its employees and partners; (b) the extent to which decision-making involves staff (irrespective of rank, grade or opinion) and power and information flows (formal and mostly informal); and (c) the degree of commitment of staff towards collective implementation of the Policy.

13. We have used this definition in our gender assessment, but also more broadly in considering ECW's internal and external relationships, noting that ECW's organisational culture needs to embrace and support its commitments to innovation, learning and partnerships as well as equity.

⁵² Gender equality and the empowerment of women and girls.

Figure 14 Organizational Fitness Framework for ECW



Theory of Change for the Organisational Evaluation

14. Annex H of the Inception Report reviewed the various ToCs that have been associated with ECW since its inception. They have been used for different purposes: by ECW to explain the rationale for its strategy, as a basis for advocacy and to attempt to shape the behaviour of partners and collaborators. For evaluators, preparing an inferred ToC is a way to check whether the evaluators' understanding of a programme's intentions and assumptions corresponds with the thinking of its protagonists. It then provides a basis for identifying key issues for the evaluation to investigate. These issues will typically relate to testing of the main underlying assumptions in the ToC. This in turn feeds into the questions and sub-questions identified in the evaluation matrix.

15. The ToCs prepared for the FER and MYRP evaluations served precisely these purposes. They showed the expected results chains of each instrument in considerable detail, and spelt out the assumptions that the evaluators needed to test.

16. The OrgEval is intended to build on the FER and MYRP evaluations, but not to repeat them. A ToC that tried to incorporate the detailed logic of each investment modality would become unhelpfully complex and unwieldy. We therefore used a simpler analytical theory of change which particularly focuses on the central issue of organisational fitness – see Figure 15 below.

17. Assumptions to be explored by the OrgEval are set out in Table 14 below. These assumptions are not binary: the extent to which assumptions hold is usually a matter of degree. Moreover, since ECW aims to change and improve the ecosystem in which it works, its efforts may directly attempt to change the existing constraints (hence the systemic outcomes sought). Accordingly, the key organisational ToC assumptions may also be viewed as success factors for the achievement of the objectives envisaged in the ToC. The OrgEval Paid particular attention to the existence and quality of feedback and learning loops that are critical for the optimisation of performance. The ToC assumptions are linked to specific evaluation questions in the evaluation matrix – see Annex E.

18. The OrgEval's assessment of each of these assumptions is provided in Annex O.

Figure 15 Organisational Evaluation Theory of Change

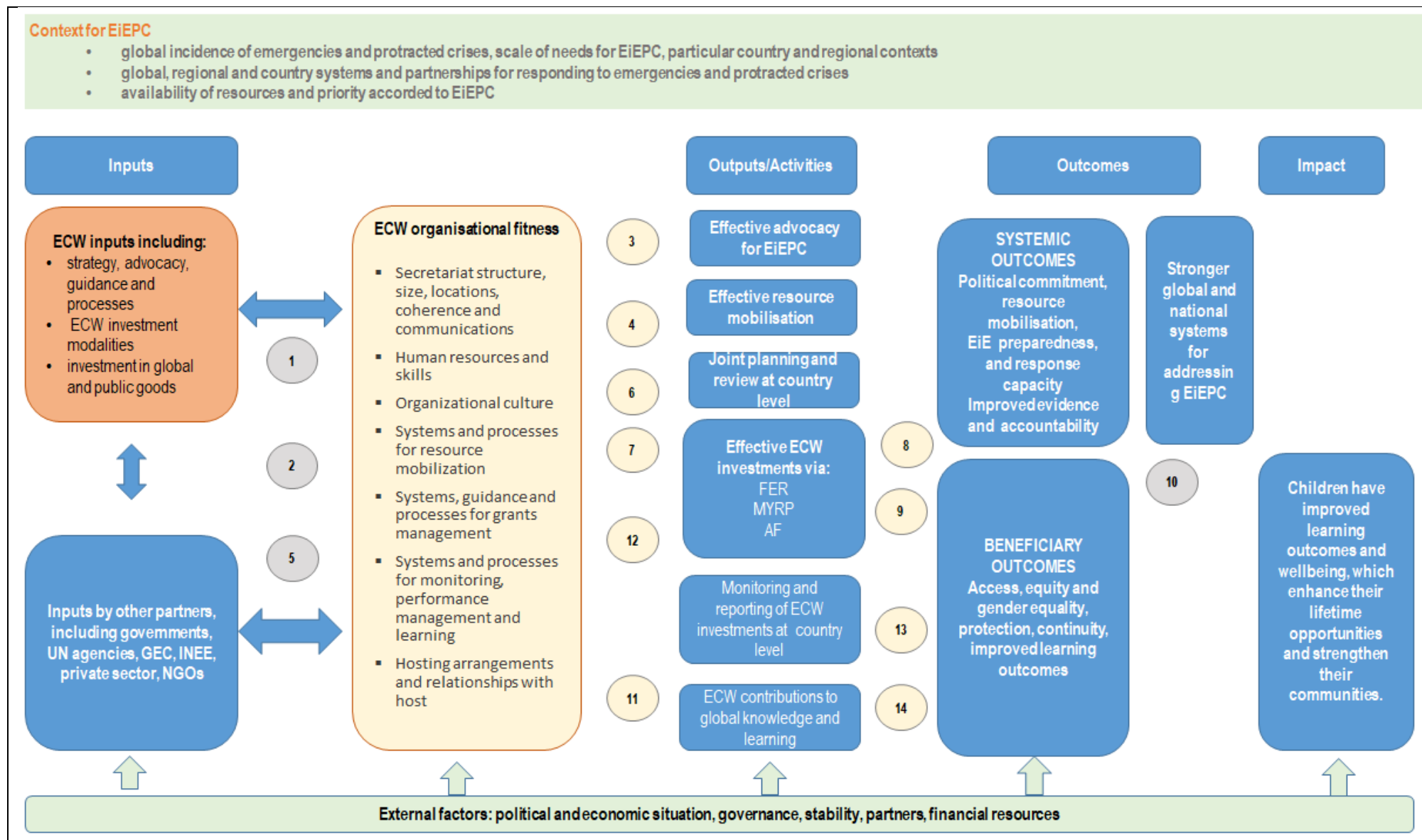


Table 14 Theory of Change Assumptions

1. ECW partnership is well articulated within the wider humanitarian and development framework
2. ECW positioning is appropriate, and ECW has systems for monitoring and feedback that allow adjustments to ensure continuing relevance and coherence.
3. ECW is well organised and has the capacity to support effective advocacy at global and country levels.
4. ECW is able to monitor its direct and indirect contributions to resource mobilisation.
5. Existing systems for coordinating humanitarian and development support to education are conducive to joint planning and monitoring.
6. ECW is well organised and has the capacity to support joint planning and review processes at country level.
7. ECW is well organised and has the capacity to select, approve and follow through appropriate investments.
8. ECW processes are able to support systemic strengthening at country level.
9. ECW policies, procedures and organisational culture ensure proper focus on gender, diversity and accountability.
10. There are clear and appropriate lines of accountability for the planning and delivery of EiEPC.
11. ECW is well organised and has the capacity to monitor the use and effectiveness of its direct inputs, and contribute to wider monitoring, evaluation and learning at country and global levels
12. ECW is well organised and has the capacity to monitor and assess its allocation and use of resources.
13. ECW is able to collaborate with other partners in monitoring and measuring (collective) beneficiary outcomes.
14. ECW is able to monitor the beneficiary incidence of its programmes and promotes collective attention to gender and social inclusion dimensions.

Data collection methods

19. The main methods of data collection were:
- Reviews of documents and data: these included a thorough review of ECW's HLSG and ExCom documentation; review of wider literature concerning ECW itself and the wider EiEPC ecosystem (cf. the bibliography at Annex Q); Annex J of the Inception Report presented a synthesis of findings from the evaluations of the FER and MYRP modalities (Mokoro, 2020a and OPM, 2021b respectively) which was linked to the OrgEval's set of evaluation questions. The data review, drawing on ECW's various databases and reporting frameworks,⁵³ supported the analysis of ECW's portfolio which was first presented in Annex F of the Inception Report and is updated in Annex H below.
 - Interviews with key internal and external informants. The choice of informants was supported by the detailed stakeholder analysis in Annex E of the Inception Report (which also fed into the development of the organisational fitness and theory of change concepts described above). Interviewees are listed in Annex C above. The evaluation team also observed meetings of the HLSG and ExCom, and participated in the ExCom retreat that focused on options for ECW's next Strategic Plan (see the evaluation timetable in Annex B). Interviews were structured by topics linked to the OrgEval's lines of enquiry and interview notes were assembled in a confidential searchable interview compendium.
 - The OrgEval conducted an e-survey among AF grant recipients (see Annex L), but did not conduct any broader surveys in view of the parallel survey being conducted as part of the Strategic Plan consultations (see ECW, 2022d).

⁵³ The evolution of ECW's results frameworks is reviewed in Annex G.

Ethical Standards and Quality Assurance

Ethical Standards

20. The evaluation has followed the ethical evaluation standards outlined in ECW's Evaluation Policy (ECW, 2019a) and elaborated in the UN Evaluation Group (UNEG) Code of Conduct for Evaluation in the UN System, Integrating Human Rights and Gender Equality in Evaluations, and Ethical Guidelines for Evaluation (UNEG, 2008a, UNEG, 2014, UNEG, 2016, UNEG, 2020).

Quality Assurance

21. Mokoro's internal quality assurance procedures have included reviews of the draft Evaluation Report by two quality support advisers who are not themselves members of the evaluation team: Muriel Visser, a specialist in evaluation and education (with particular experience of EiE and organisational readiness issues), and Paul Isenman, a specialist in global aid management, partnerships and financing.

Risks and Mitigations

22. The Covid-19 pandemic provides important context and also some subject-matter for the OrgEval. The FER evaluation included an assessment of ECW's response to the pandemic, and responses to Covid-19 by ECW and its partners provided important insights concerning ECW's role and strategy, and its organisational fitness to address unanticipated crises.

23. It was recognised from the start that the Covid-19 pandemic has also placed constraints on travel and personal interactions since early 2020 that have also affected the way evaluations can be conducted. Remote meetings were therefore the default approach during the inception phase. Since it did not involve country case studies, the OrgEval was less impacted by these restrictions than the earlier FER and MYRP evaluations. In the end in-person visits to both Geneva and New York in April and May 2022 were possible.

24. The risk that prospective interviewees or evaluation team members themselves could be incapacitated by catching the virus was anticipated. It did occur, but the precautions taken (responsibilities among the evaluation team were shared, regular team meetings took place and working files were saved in a shared team library) helped to guard against significant gaps in the absence of team members. The Geneva trip had to be postponed due to relevant team members being affected by Covid, but it took place eventually and the face-to-face interactions (in Geneva and in NY) were very valuable.

25. During inception, challenges around the availability of documents and data were recognised. The portfolio review in Annex H which points out gaps in the available data for different aspects of the organisation. The team obtained as much data and documentation as possible. Where there are systemic weaknesses and data are known to be deficient the team instead focused on areas where it could add value and noted any limitations in analysis that arise from the lack of (quality) data. See section 2.2 of the main report on limitations.

26. Finally, the broad scope of this organisational evaluation was a challenge, however, the team focused on the thematic areas and issues identified and agreed during the inception phase and examined those in depth during the evaluation phase.

Annex E Evaluation Framework

1. The final set of evaluation questions is shown in Table 1 in the main text. This annex reproduces the full evaluation matrix which has the following key features:

- The first column contains the main EQs and the associated OECD DAC evaluation criteria.
- The second column highlights the main lines of analysis or particular indicators for addressing the EQ.
- The second column also highlights for each EQ the most pertinent assumptions from our analytical theory of change (cf. Figure 15 and Table 14 above).
- The third column of the evaluation matrix highlights general and specific sources of evidence and information that we expected to use.
- The fourth column highlights relevant triangulation for each EQ, and also gives our assessment of the likely strength of evidence available.

Table 15 Evaluation Matrix

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
Key Question 1: How relevant and coherent is the role of ECW as the global fund for education in emergencies and protracted crises (EiEPC)?			
EQ1.1 To what extent have the global EiEPC institutional set-up and eco-system strengthened since the 2016 World Humanitarian Summit (WHS)? OECD DAC criteria: relevance, external coherence, internal coherence	<ul style="list-style-type: none"> • Review developments in the institutional framework since the WHS with special reference to the treatment of EiEPC • Trends in EiEPC needs and responses (and is the identification of gaps and obstacles in the foundational analyses that led to ECW still valid?) • Extent to which relevant WHS commitments have been met <p>Relevant ToC assumptions to consider: 1. ECW partnership is well articulated with the wider humanitarian and development framework.</p>	<ul style="list-style-type: none"> • Secondary sources: including the foundational analyses that led to formulation of ECW, and reviews and evaluations of developments in humanitarian and development aid systems, with special reference to education • Stakeholder interviews 	<ul style="list-style-type: none"> • Compare different reviews and evaluations against background of ECW design assumptions • Views of different groups of stakeholders <p>Strength of evidence: good</p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<p>EQ1.2 At global level, how well does ECW complement and add value to the broader EiEPC institutional set-up and eco-system?</p> <p>OECD DAC criteria: relevance of design; continuing relevance; external coherence, internal coherence, connectedness</p>	<ul style="list-style-type: none"> • Review evolution of ECW strategy and partnership and its coherence with broader institutional set-up and eco-system • Assess how ECW global positioning fits into humanitarian and development frameworks for education, and extent to which it enhances those frameworks (e.g. by resource mobilisation, speed of response, geographical/thematic coverage, ability to bridge the humanitarian-development-peace nexus) <p>Relevant ToC assumptions to consider: 1. ECW partnership is well articulated with the wider humanitarian and development framework.</p>	<ul style="list-style-type: none"> • As for EQ1.1 plus ECW-specific documentation. • Insights from FER and MYRP evaluations • OrgEval evaluation of Acceleration Facility • Stakeholder interviews • Feedback from SP consultations 	<ul style="list-style-type: none"> • Compare different reviews and evaluations • Views of different groups of stakeholders <p>Strength of evidence: good</p>
<p>EQ1.3 At country level, how well does ECW complement and add value to the broader EiEPC institutional set-up and eco-system?</p> <p>OECD DAC criteria: relevance of design; continuing relevance; external coherence, internal coherence, connectedness</p>	<ul style="list-style-type: none"> • Assess how ECW country-level positioning and partnerships fit into humanitarian and development frameworks for education, and extent to which it enhances those frameworks (e.g. by resource mobilisation, speed of response, geographical /thematic coverage, ability to bridge the humanitarian-development-peace nexus) • Assess extent to which ECW instruments have been strengthened through successive iterations. <p>Relevant ToC assumptions to consider: 2. ECW positioning is appropriate, and ECW has systems for monitoring and feedback that allow adjustments to ensure continuing relevance and coherence.</p>	<ul style="list-style-type: none"> • Findings from FER and MYRP evaluations • OrgEval evaluation of Acceleration Facility • Stakeholder interviews • Feedback from SP consultations 	<ul style="list-style-type: none"> • Compare findings from different geographic/thematic contexts • Views of different groups of stakeholders <p>Strength of evidence: good</p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<p>EQ1.4 How clear and relevant are ECW's current strategy and its associated theory of change (ToC)?</p> <p>OECD DAC criteria: relevance of design; continuing relevance; external coherence, internal coherence, connectedness</p>	<ul style="list-style-type: none"> • Assessment of current strategy and theories of change in terms of their relevance, clarity and persuasiveness, and their utility for advocacy, management, monitoring and learning. • Relevant ToC assumptions to consider: N/A 	<ul style="list-style-type: none"> • ECW's main and supplementary strategy and policy documents • Analysis of theories of change for OrgEval • Stakeholder interviews 	<ul style="list-style-type: none"> • Views of different (groups of) stakeholders • Compare documents of selected similar organisations/partnerships. <p>Strength of evidence: good</p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
Key Question 2: To what extent is ECW fulfilling the core functions and achieving the systemic outcomes set out in its strategy?			
<p>EQ2.1 To what extent has ECW helped to strengthen the level and quality of political commitment to EiEPC at global and country levels?</p> <p>OECD DAC criteria: effectiveness, efficiency, coherence, connectedness</p>	<ul style="list-style-type: none"> • To be considered not only in terms of formal commitments but also in terms of policy implementation and resource allocations linked to systems of accountability • Relevant dimensions of political commitment include: <ul style="list-style-type: none"> • support to education in humanitarian crises • integration of refugees into national education systems • support for connectedness of education across the nexus • inclusion of those left furthest behind (e.g. IDPs, refugees, girls, children with disabilities, children from vulnerable groups...) • support for mental health, psycho-social support and protection in EiEPC • support for early childhood education and post-primary education for adolescents • Quality to be considered also in terms of the gender and equity dimensions of policies and actions. • ToC analysis to assess ECW contribution to collective achievements <p>Relevant ToC assumptions to consider:</p> <ol style="list-style-type: none"> 1. ECW partnership is well articulated with the wider humanitarian and development framework. 3. ECW is well organised and has the capacity to support effective advocacy at global and country levels. 	<ul style="list-style-type: none"> • Build on findings for Key Question 1, with added consideration of effectiveness etc. • ECW portfolio analysis and review of ECW reports • Findings from FER and MYRP evaluations • Stakeholder interviews • Feedback from SP consultations 	<ul style="list-style-type: none"> • Compare independent documentary evidence with ECW claims • Compare documentary evidence with stakeholder opinions • Views of different (groups of) stakeholders, including views on the credibility of ECW claims of influence <p>Strength of evidence: fair to good (using theory-based analysis)</p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<p>EQ2.2 To what extent have ECW's resource mobilisation strategy and approaches been successful at global and country levels?</p> <p>OECD DAC criteria: effectiveness, efficiency, coherence, sustainability</p>	<ul style="list-style-type: none"> • Assess trends in global aid flows to EiEPC vs. trends in needs, and trends in national expenditures on education • Analyse funding raised directly by ECW and its disbursement • Assess credibility of claims for funding raised indirectly/leveraged by ECW • Assess whether ECW has influenced the alignment of funding towards collective outcomes • Assess quality of partnerships and capacity for resource mobilisation at global and country level <p>Relevant ToC assumptions to consider:</p> <p>3. ECW is well organised and has the capacity to support effective advocacy at global and country levels</p> <p>4. ECW is able to monitor its direct and indirect contributions to resource mobilisation.</p>	<ul style="list-style-type: none"> • Global data sources on humanitarian and development aid and education expenditures • Portfolio analysis of sources and uses of ECW funds • FER and MYRP evaluation findings, including special MYRP analysis of this issue and particular country examples reported • Stakeholder interviews 	<ul style="list-style-type: none"> • Compare alternative data sources • Stakeholder views on the credibility of ECW claims for indirect resource mobilisation <p>Strength of evidence: Moderate</p> <p>Funds directly raised and disbursed by ECW are well documented, but it is conceptually and practically difficult to establish the extent to which ECW's own resources are a net addition to EiEPC specifically or to education generally. Conceptual and practical difficulties are even greater when trying to assess indirect resource mobilisation through advocacy, catalysis or leverage.</p>
<p>EQ2.3 To what extent has ECW promoted quality joint planning and review processes through its programmes?</p> <p>OECD DAC criteria: effectiveness, efficiency, coherence, sustainability</p>	<ul style="list-style-type: none"> • Evolution of ECW strategy and guidance on promoting joint policy and review • Country-level assessments for MYRP and FER evaluations • Assess quality of partnerships and capacity at global and country level <p>Relevant ToC assumptions to consider:</p> <p>5. Existing systems for coordinating humanitarian and development support to education are conducive to joint planning and monitoring..</p> <p>6. ECW is well organised and has the capacity to support joint planning and review processes at country level.</p>	<ul style="list-style-type: none"> • Findings of MYRP (especially) and FER evaluations. • OrgEval evaluation of Acceleration Facility • Other literature on education planning and coordination, including GPE reports and evaluations • Stakeholder interviews • Feedback from SP consultations 	<ul style="list-style-type: none"> • Theory-based assessment of evidence for strength of ECW contribution • Compare views of different (groups of) stakeholders <p>Strength of evidence: [Good or qualified]</p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<p>EQ2.4 To what extent has ECW strengthened global and country-level capacities in EiEPC programming and coordination?</p> <p>OECD DAC criteria effectiveness, efficiency, coherence, sustainability</p>	<ul style="list-style-type: none"> • Evolution of ECW strategy and guidance on strengthening capacity • Analysis of different categories of (global and country-level) capacity strengthening sought by ECW • Analysis of global and country level capacity-strengthening efforts by ECW (generally and via MYRPs and AF initiatives) • To include assessment of how well gender and diversity objectives are reflected in approaches to capacity development <p>Relevant ToC assumptions to consider: 8. ECW processes are able to support systemic strengthening at country level.</p>	<ul style="list-style-type: none"> • ECW strategy and guidance documents • Other literature on promoting and measuring capacity strengthening • Findings of MYRP (especially) and FER evaluations. • OrgEval evaluation of Acceleration Facility • Stakeholder interviews • Feedback from SP consultations 	<ul style="list-style-type: none"> • Theory-based assessment of evidence for strength of ECW contribution • Compare views of different (groups of) stakeholders <p>Strength of evidence: moderate (capacity strengthening is intrinsically difficult to measure, requires theory-based assessment of ECW contribution, the number of available case studies is limited, the time-period under review is short and ECW approaches are continuing to evolve}</p>
<p>EQ2.5 To what extent has ECW contributed to increased learning and accountability in EiEPC programming and coordination?</p> <p>OECD DAC criteria: effectiveness, efficiency, coherence, sustainability</p>	<ul style="list-style-type: none"> • Evolution of ECW strategy and processes for learning and accountability, including performance monitoring systems; dimensions include: <ul style="list-style-type: none"> • effectiveness of ECW monitoring, reporting and evaluation functions • effectiveness of annual results report from perspectives of management, monitoring, reporting and communications <p>(assessment of effectiveness to include gender and diversity dimensions of monitoring and learning)</p> <p>Relevant ToC assumptions to consider: 10. There are clear and appropriate lines of accountability for the planning and delivery of EiEPC. 11. ECW is well organised and has the capacity to monitor the use and effectiveness of its direct inputs, and contribute to wider monitoring, evaluation and learning at country and global levels.</p>	<ul style="list-style-type: none"> • ECW performance monitoring systems, annual and other reports etc. • Insights from FER and MYRP evaluations • OrgEval evaluation of Acceleration Facility. • Stakeholder interviews 	<ul style="list-style-type: none"> • Compare ECW performance and accountability systems with those of other global partnerships • Compare views of different (groups of) stakeholders <p>Strength of evidence: moderate (evolving systems over a relatively short time-period, assessment of value-added requires qualitative judgement)</p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
EQ2.6 To what extent has ECW's investment portfolio contributed to the beneficiary outcomes specified in its results framework (including gender and social inclusion dimensions)? OECD DAC criteria: effectiveness, sustainability	<ul style="list-style-type: none"> Assessment of ECW value-added, drawing on ToCs for ECW investments Relevant ToC assumptions to consider: 13. ECW is able to collaborate with other partners in monitoring and measuring (collective) beneficiary outcomes 14. ECW is able to monitor the beneficiary incidence of its programmes and promotes collective attention to gender and social inclusion dimensions.	<ul style="list-style-type: none"> ECW results reporting data Country-level findings from FER and MYRP evaluation Stakeholder views concerning attribution of outcomes including learning outcomes 	<ul style="list-style-type: none"> Compare ECW results data with other sources Theory-based analysis for credibility of attribution Strength of evidence: moderate (measurement and attribution of outcomes is known to be problematic)
EQ2.7 What other direct or indirect unintended systemic results have been achieved with ECW's establishment and functioning? OECD DAC criteria: all	<ul style="list-style-type: none"> Assessment of potential unintended systemic effects harvested from assessment of each of ECW's core functions In particular (cf. ToR ¶25) consider whether ECW and its model have shifted incentives for other donors and implementing actors in unanticipated ways Relevant ToC assumptions to consider: Potentially all.	<ul style="list-style-type: none"> From analysis of EQ2.1-2.6 above 	<ul style="list-style-type: none"> Theory-based assessment of evidence for strength of ECW contribution to unintended systemic results Compare views of different (groups of) stakeholders Strength of evidence: to be assessed as unintended effects emerge
• Key Question 3: What are the main factors that explain the successes and limitations of ECW's performance?			
EQ3.1 How efficient has ECW been in terms of timely and transparent processes for its investment windows? OECD DAC criteria: efficiency (operational efficiency), effectiveness	<ul style="list-style-type: none"> timeliness of processes for each investment window, noting trends over time, in comparison with other humanitarian and development funds transparency of processes for each investment window noting trends over time, in comparison with other humanitarian and development funds Relevant ToC assumptions to consider: 7. ECW is well organised and has the capacity to select, approve and follow through appropriate investments.	<ul style="list-style-type: none"> Findings of MYRP and FER evaluations. OrgEval evaluation of Acceleration Facility. light comparison with other relevant funds Stakeholder interviews Feedback from SP consultations 	<ul style="list-style-type: none"> Broad comparisons with other funds/instruments Compare views of different (groups of) stakeholders Strength of evidence: good

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<p>EQ3.2 How effective and efficient have ECW's overall governance arrangements been?</p> <p>OECD DAC criteria: efficiency (operational efficiency), effectiveness</p>	<ul style="list-style-type: none"> focus on workings of HLSG and ExCom (including their various working groups) in terms of clarity of roles, effectiveness in building and maintaining partnership, timeliness and clarity of decisions, proportionate use of human resources <p>Relevant ToC assumptions to consider:</p> <ol style="list-style-type: none"> ECW partnership is well articulated within the wider humanitarian and development framework ECW is well organised and has the capacity to support effective advocacy at global and country levels 	<ul style="list-style-type: none"> strategic and governance documents records of HLSG and ExCom proceedings and decisions Stakeholder interviews 	<ul style="list-style-type: none"> Broad comparisons with other funds/instruments Compare views of different (groups of) stakeholders <p>Strength of evidence: good</p> <ul style="list-style-type: none">
<p>EQ3.3 How efficient has ECW been in terms of geographical and thematic balance (including gender and diversity dimensions) in its investment portfolio?</p> <p>OECD DAC criteria: efficiency (allocative efficiency)</p>	<ul style="list-style-type: none"> match between thematic/geographical balance and ECW strategy and objectives reflection of gender and diversity objectives in budgeting and programming correspondence with ECW comparative advantage efficient scale, scope and duration of ECW investments <p>Relevant ToC assumptions to consider:</p> <ol style="list-style-type: none"> ECW is well organised to select, approve and follow through appropriate investments. ECW policies, procedures and organisational culture ensure proper focus on gender, diversity and accountability. 	<ul style="list-style-type: none"> ECW portfolio analysis Stakeholder interviews Feedback from SP consultations 	<ul style="list-style-type: none"> Broad comparisons with other funds/instruments Compare views of different (groups of) stakeholders <p>Strength of evidence: good</p>
<p>EQ3.4 How efficient has ECW been in terms of proportionate and economical uses of ECW and grant recipient resources (human and financial)?</p> <p>OECD DAC criteria: efficiency (cost-effectiveness)</p>	<ul style="list-style-type: none"> appropriate balance between administrative and operational expenditures evidence of consideration for cost-effectiveness in design, implementation and monitoring of investments <p>Relevant ToC assumptions to consider:</p> <ol style="list-style-type: none"> ECW is well organised and has the capacity to monitor and assess its allocation and use of resources. 	<ul style="list-style-type: none"> Findings of MYRP and FER evaluations. OrgEval evaluation of Acceleration Facility. ECW portfolio analysis Light comparison with other relevant funds Stakeholder interviews 	<ul style="list-style-type: none"> Broad comparisons with other funds/instruments Compare views of different (groups of) stakeholders <p>Strength of evidence: moderate (only a light review of cost-effectiveness will be practical)</p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<p>EQ3.5 How well has ECW's organisation supported its performance in terms of:</p> <ul style="list-style-type: none"> the Secretariat's structure, size, locations, coherence and communications? human resources and skills an organisational culture that reflects its objectives and values, including those for gender and equity systems and processes for resource mobilisation? systems, processes and guidance for grant management? systems and processes for monitoring, performance management and learning? systems for managing and mitigating risk at corporate and portfolio levels? <p>OECD DAC criteria: effectiveness, efficiency, internal coherence</p>	<ul style="list-style-type: none"> Extent to which strengths/ weaknesses of ECW performance (as identified under Key Question 2) reflect strengths/weaknesses in organisational support assessment of organisational culture to include extent to which ECW has been able to adopt a more gender-responsive organizational workplace (governance structures, leadership, staff, norms, procedures, financial and human resources), and how effective has the gender corpus (policy, strategy, and accountability framework) been towards this change? <p>Relevant ToC assumptions to consider: The assumptions that are primarily about organisational fitness, i.e.:</p> <p>3. ECW is well organised and has the capacity to support effective at global and country levels</p> <p>4. ECW is able to monitor its direct and indirect contributions to resource mobilisation.</p> <p>12. ECW is well organised and has the capacity to monitor and assess its allocation and use of resources.</p> <p>6. ECW is well organised and has the capacity to support joint planning and review processes at country level</p> <p>7. ECW is well organised and has the capacity to select, approve and follow through appropriate investments.</p> <p>9. ECW policies, procedures and organisational culture ensure proper focus on gender, diversity and accountability</p> <p>11. ECW is well organised and has the capacity to monitor the use and effectiveness of its direct inputs, and contribute to wider monitoring, evaluation and learning at country and global levels.</p>	<ul style="list-style-type: none"> Sources identified under Key Question 2 and used to assess ECW effectiveness in performing core functions and achieving systemic outcomes ECW secretariat records of staffing, job descriptions, locations etc. ECW budget and expenditure records Interviews with ECW staff, members of governance bodies, other stakeholders, including grantees and operational partners of ECW Feedback from SP consultations 	<ul style="list-style-type: none"> Compare across findings from different effectiveness EQs under Key Question 2. Compare views of different (groups of) stakeholders <p>Strength of evidence: to be assessed as findings emerge (likely to vary between different categories organisational performance)</p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
	<p>14. ECW is able to monitor the beneficiary incidence of its programmes and promotes collective attention to gender and social inclusion dimensions.</p>		
<p>EQ3.6 To what extent have ECW's technical and cross-cutting functions (including on education, gender accountability, MHPSS, M&E, reporting, and risk management) been working well in supporting progress towards the systemic and beneficiary outcomes?</p> <p>OECD DAC criteria: effectiveness, efficiency, internal and external coherence</p>	<ul style="list-style-type: none"> • Scope of in-house technical resources ECW requires in each dimension • Separate analysis of each of the technical/cross-cutting functions identified, plus consideration of internal coherence between them, considering: <ul style="list-style-type: none"> • clarity and quality of internal procedures and guidance; • quality of technical guidance and effectiveness of quality assurance to grantees • effectiveness of technical partnerships • relevance and quality of monitoring and reporting processes <p>Relevant ToC assumptions to consider: This EQ is directly addressing the various assumptions about ECW being well organised and having sufficient staff capacity and expertise.</p>	<ul style="list-style-type: none"> • As for EQ3.5, with additional focus on findings from the three investment modality evaluations • Stakeholder interviews 	<ul style="list-style-type: none"> • Consider findings under Key Question 2 (effectiveness) • Compare views of different (groups of) stakeholders <p>Strength of evidence: to be assessed as findings emerge (likely to vary between different categories organisational performance)</p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<p>EQ3.7 What have been the strengths and weaknesses of ECW's hosting arrangements?</p> <p>OECD DAC criteria: relevance, internal and external coherence, effectiveness, efficiency.</p>	<ul style="list-style-type: none"> • Assessment of ways in which hosting by UNICEF has supported and empowered and/or constrained ECW performance • Implications for effectiveness and efficiency of ECW performance • Transparency and cost-effectiveness of hosting • Implications for hosting of the Secretariat's diffusion and multiple location • Assessment of conflict of interest issues and their management <p>Relevant ToC assumptions to consider: Assumptions about ECW being well-organised</p> <p>1. ECW partnership is well articulated with the wider humanitarian and development framework.</p>	<ul style="list-style-type: none"> • Hosting desiderata as identified in ECW 's original design documents and the 2017/18 hosting review • Evidence of legal and practical framework for hosting by UNICEF • Views of key stakeholders 	<ul style="list-style-type: none"> • Light comparison with hosting arrangements of other global funds • compare views of different categories of stakeholder <p>Strength of evidence: Good or qualified</p>
<p>EQ3.8 To what extent have ECW partners and other stakeholders aligned harmonized their policies, plans and programmes to achieve ECW's expected strategic results, and what has ECW done well/less well to influence this?</p> <p>OECD DAC criteria: external coherence, effectiveness, efficiency.</p>	<ul style="list-style-type: none"> • Performance against WHS/Grand Bargain and subsequent commitments (general and specifically related to EiEPC) <p>Relevant ToC assumptions to consider: 1. ECW partnership is well articulated with the wider humanitarian and development framework.</p>	<ul style="list-style-type: none"> • Same sources as for EQ1.1, supplemented by findings from subsequent EQs • Stakeholder interviews • Feedback from SP consultations 	<ul style="list-style-type: none"> • Compare across findings from different EQs • Compare views of different (groups of) stakeholders <p>Strength of evidence: likely to be moderate – highly dependent on qualitative assessments, but theory-based analysis brings robustness to assessment of ECW influence/contribution.</p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
Key Question 4: How can ECW strengthen its positioning and performance over the next strategic period?			
EQ4.1 How can ECW and its partners continue to strengthen the global framework for EiEPC? OECD DAC criteria: all	<ul style="list-style-type: none"> Identify findings and conclusions from previous analysis that point to practical ways of strengthening the global framework for EiEPC. Relevant ToC assumptions to consider: all (taking account of the OrgEval's assessment of their validity)	<ul style="list-style-type: none"> Analysis of earlier EQs, especially: EQ1.1, EQ1.2, Key Question 2, EQ3.2 (efficiency of governance arrangements), EQ3.8 	<ul style="list-style-type: none"> Consultation and feedback on emerging lessons and recommendations Read-across from ECW's concurrent strategy preparation process Strength of evidence: main recommendations will be based in evidence assessed as good from previous EQs. Links from findings to conclusions and recommendations will be transparently mapped.
EQ4.2 What should be ECW's strategic priorities and level of ambition for its next strategic period? OECD DAC criteria: all	<ul style="list-style-type: none"> Assessment of ECW's main areas of (actual and potential) added value Assessment of emerging context and its implications for levels of need and levels of resources that may realistically be raised and effectively utilised by ECW, and for realistic targets for additional resources that ECW may help to mobilise Relevant ToC assumptions to consider: all (taking account of the OrgEval's assessment of their validity)	<ul style="list-style-type: none"> Analysis of earlier EQs 	<ul style="list-style-type: none"> Consultation and feedback on emerging lessons and recommendations Red-across from ECW's concurrent strategy preparation process Strength of evidence: main recommendations will be based in evidence assessed as good from previous EQs. Links from findings to conclusions and recommendations will be transparently mapped.

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
EQ4.3 How should ECW strengthen its investment modalities and overall portfolio? OECD DAC criteria: all	<ul style="list-style-type: none"> • Identify findings and conclusions from previous analysis that point to ways of strengthening individual modalities and their coherence with each other. <p>Relevant ToC assumptions to consider: all (taking account of the OrgEval’s assessment of their validity)</p>	<ul style="list-style-type: none"> • Analysis of earlier EQs, especially Key Question 3 	<ul style="list-style-type: none"> • Consultation and feedback on emerging lessons and recommendations • Red-across from ECW’s concurrent strategy preparation process <p>Strength of evidence: main recommendations will be based in evidence assessed as good from previous EQs. Links from findings to conclusions and recommendations will be transparently mapped.</p>
EQ4.4 How can ECW as an organisation strengthen its ability to deliver at both strategic and operational levels? OECD DAC criteria: all	<ul style="list-style-type: none"> • Identify findings and conclusions from previous analysis that point to practical ways of strengthening ECW’s organisational fitness. • Include focus on nature and appropriate timing of improvements to hosting and governance arrangements <p>Relevant ToC assumptions to consider: all (taking account of the OrgEval’s assessment of their validity)</p>	<ul style="list-style-type: none"> • Analysis of earlier EQs, especially EQs EQ2.2–EQ3.6 	<ul style="list-style-type: none"> • Consultation and feedback on emerging lessons and recommendations • Red-across from ECW’s concurrent strategy preparation process <p>Strength of evidence: main recommendations will be based in evidence assessed as good from previous EQs. Links from findings to conclusions and recommendations will be transparently mapped.</p>

Annex F Guide to Key Documents

1. This annex is a guide to some of the key documents for ECW, covering its origins and subsequent policies and strategy. The final column is cross-referenced to the bibliography at Annex Q.

Year	Document	Summary	Reference
2015	Education in Emergencies and Protracted Crises. Toward a strengthened response.	Key report making the case for a platform to address hitherto neglected EiE.	ODI, 2015
2016	Education Cannot Wait: Proposing a fund for education in emergencies.	Follow up to ODI's earlier report, with specific recommendations and design proposals.	ODI, 2016a
	A common platform for education in emergencies and protracted crises – Evidence paper	Extensive supporting evidence accompanying the ODI paper on the proposed fund.	ODI, 2016b
2017	Education Cannot Wait Operational Model & Results Framework	Prepared by Boston Consulting Group, the papers constituted the initial blueprint/ operating framework.	BCG, 2017a
	ECW Operational Model & Results Framework – Implementation plan		BCG, 2017b
	ECW A Case for Investment	ECW's first investment case (see also Annex I).	ECW, n.d.(c)
2018	Education Cannot Wait Hosting Review Report	Conclusions and recommendations of an extensive independent review of a full range of hosting options for ECW. Recommended continued incubation at UNICEF for the first strategic plan period, with another review of options thereafter.	Mokoro, 2018
	ECW Strategic Plan 2018–2021	First SP prepared after ECW was formally constituted. Strong continuity with the essential features of the earlier operating model blueprint.	ECW, 2018a
	ECW Gender Strategy 2018–2021. Advancing gender equality in education in emergencies	lays out the gender objectives of ECW towards the achievement of gender equality in its interventions.	ECW, 2018b
	ECW Resource Mobilization Strategy 2018–2021	"the RM strategy is a stepping stone for ECW to develop its internal RM capacity and gather enough data and analysis over the next 3-4 years to further refine its approach and structure."	ECW, 2018c
	ECW Approach to Innovative Financing	Supplements the Resource Mobilisation Strategy with a strategy for identifying and exploiting innovative sources of financing and innovative financing instruments.	ECW, 2018i
	Advocacy and Communication Strategy 2019–2021	Designed to underpin the Strategic Plan and complement other ECW policy documents. Concerned with nth global and local advocacy.	ECW, 2019e

Year	Document	Summary	Reference
	ECW Corporate Risk Framework	Corporate Risk Framework is the basis for regular reports to ExCom on the status of risks and mitigations; it is closely followed by donors, and includes strategic risks (e.g. resources falling short of SP targets) and operational risks (e.g. fraud or corruption).	ECW, 2018d
	Investing in Humanity: Understanding the Fund's Added Value	Advocacy paper highlighting ECW's distinctive features.	ECW, 2018f
	ECW Results Report April 2017 – March 2018	First annual results report, linked to a systematic results framework.	ECW, 2018g
2019	A Call for Action: A Case for Investment in Quality Education in Crisis, ECW April 2019	ECW's second investment case (see also Annex I).	ECW, 2019j
	ECW Evaluation Policy	Sets out a systematic evaluation policy for ECW.	ECW, 2019a
	ECW Evaluation Plan 2018–2021	Very brief paper including a proposed schedule of evaluations.	ECW, 2019b
	Implementation Plan for rolling out Education Cannot Wait's First Gender Equality Policy and its First Gender Equality Strategy	Included timetable and indicative budget.	ECW, 2019c
	ECW Acceleration Facility Strategy 2019–2021	Rationale, objectives and guidelines for the Acceleration Facility.	ECW, 2019d
	ECW Annual Report 2018	Second in the series of results reports.	ECW, 2019i
2020	2019 Annual Results Report: Stronger Together in Crises	Third in the series of results reports.	ECW, 2020c
	Gender Equality 2019 – 2021 Policy and Accountability Framework	Elaboration of the gender and equality policy.	ECW, 2020b
	Education Cannot Wait Operational Manual	Prepared by Cambridge Education, and supersedes earlier guidance prepared by BGC. Extensive description and guidance (including numerous annexes) covering ECW rationale/strategy/ToC, governance and procedures.	ECW, 2020a
	Evaluation of the Education Cannot Wait First Emergency Response funding modality – Final Evaluation Report	Extensive evaluation of the FER window.	Mokoro, 2020a
	ECW Brand Guidelines	Guidance for appearance and content of materials by and about ECW.	ECW, 2020i
2021	Delivering Quality Education to Children and Youth Left Furthest Behind in Crises: A Case for Investment, ECW May 2021	ECW's third investment case (see also Annex I).	ECW, 2021c
	2020 Annual Results Report: Winning the Human Race	Fourth in the series of results reports.	ECW, 2021a
	Evaluation of the ECW MYRP Modality – Final Synthesis Report	Extensive evaluation of the MYRP window.	OPM, 2021b
	Capacity Development Framework: Findings Report.	Background study for the ECW Capacity Development Framework.	Gomez, 2021

Year	Document	Summary	Reference
	Visibility Guidance Note	An overview for grantees on how to provide visibility to ECW contributions and incorporate ECW messaging into ECW-funded programmes and grantees' communication products.	ECW, 2021m
	Capacity Development Framework 2021	"The purpose of this framework is to optimise use of ECW's investment windows, leveraging their unique features to strengthen systems capacity for agile, high quality education in emergencies response." Prepared by a consultant, not clear if (yet) formally adopted.	ECW, 2021l
	ECW Corporate Risk Framework (Updated July 2021)	Elaboration and update of the risk framework.	ECW, 2021i
2022	ECW Policy and Accountability Framework on Disability Inclusion ⁵⁴	Realizing the right to inclusive and equitable quality education of children and adolescents with disabilities in emergencies and protracted crises	ECW, 2022k

⁵⁴ This document was not available to the team at the time of writing this report.

Annex G Development of the ECW Results Framework

1. This annex provides an overview of ECW's Results Framework and how it has developed over time. It draws on ECW documents and internal discussions.

Results framework development

2. The ECW results framework was first developed along with the Operational Model in 2016 and early 2017 and formally approved by the HLSG in February 2017 (HLSG 2017-02-28 MINUTES-Revised-GB). Development of the results framework followed a logical multi-step process (ECW, 2017c):

- ODI's theory of change for ECW was refined.
- A comprehensive set of indicators was developed, starting with an 'indicator bank' from partners.
- Indicators were prioritised with a set of 'core' or higher level strategic indicators for ECW's HLSG's focus, and larger set of 'reported' indicators designed to monitor and test the theory of change.
- The framework also considered phased investments to develop and improve data collection.

3. Early in the process, proposals made by the Boston Consulting Group suggested a framework which would mostly follow the reporting frameworks of the partner organisations. This approach would not collect comparable data, but simply assess the performance of each individual grant (MN218). Over time, the approach shifted towards a framework based on common indicators to be assessed across grants. This model is similar to the corporate results frameworks used by UNICEF or GPE (MN218).

4. It is also worth pointing out that the results framework was developed with the awareness that ECW was only taking its first steps and that it might need to be adapted as ECW matured:

- "...in designing the initial framework, perfection can be the enemy of the good; ECW should test, learn, and refine, recognizing that failure is okay" (ECW, 2017c).
- "Operating Model confirmed that ECW was a learning organisation and the HLSG should therefore be open to modifying the Operational Model and Results Framework in future, if needed". (2-HLSG 2017-02-28 MINUTES-Revised-GB, p16).

5. In 2019, ECW started a revision of the results framework (16-ExCom 2019-02-13 Final Minutes, p5). The updated results framework was introduced in 2020. In March 2021, the results framework was extended in line with the extension of the strategic period to 2022 ECW (29-ExCom 2021-03-11 FINAL – Meeting Minutes, p2). The main changes in the results framework are described in the next section.

Contents of the results framework and main features

6. Table 16 below presents the current (2021) results framework and compares it with the previous one approved in 2017. The updated framework has made changes to the structure and order of the outcomes and indicators, revised 17 indicators based on the lessons learned through implementation, and introduced 17 new indicators, all of them at the lowest (output) level. The result is a framework that is compatible with the previous version and allows for continuity in terms of data collection and comparability across years.

7. Interestingly the ExCom proposed "to explore simplifying the list of indicators based on a rapid review. It is a light process, not intended to reopen the discussion on the results framework." (16-ExCom 2019-02-13 Final Minutes, p5). However, the updated results framework is substantially longer: it contains a total of 56 indicators compared to 34 in the original version (36 if sub-targets are counted).

Table 16 ECW Results Framework (2021)

Result	Level	New Indicator reference	Indicator ref. in original Results Framework	Indicator	Source of verification	[Minimum] level of data disaggregation
ECW Goal: by 2021, ECW-supported interventions reach 8.9 million crisis-affected girls, boys, and youth, including from marginalized groups, resulting in improving their learning outcomes and enhancing their socio-emotional wellbeing and employability.	Headcount	H.1	G.1	Number of 3-18 years old children and youth reached with ECW assistance	Grantees' reports	Sex, level of education, refugees / IDPs / others, formal vs. non-formal and disability status, country, funding window
COLLECTIVE EDUCATION OUTCOMES (BENEFICIARY OUTCOMES)						
Outcome 1: Increased access to education for crisis-affected girls and boys	Outcome	E.1	E.1.2	Percentage of ECW-supported programs [1] with increased access to education for crisis-affected children and youth	Grantees' reports	Funding window
	Output	E.1.1	E.1.4	Number of teachers / administrators recruited / financially supported	Grantees' reports	Sex, funding window
	Output	E.1.2	part of E.3.4	Number of classrooms (including temporary learning spaces) built or rehabilitated	Grantees' reports	Funding window
	Output	E.1.3	part of E.1.6	Number of households in ECW-supported communities receiving cash transfers for education	Grantees' reports	Funding window
Outcome 2: Strengthened equity and gender equality in education in crisis	Outcome	E.2a	New	Percentage of ECW-supported programs with increased learning outcomes for crisis-affected girls	Grantees' reports	Funding window
	Outcome	E.2b	New	Percentage of ECW-supported programs showing improvement vs. gender parity in access to education in targeted communities	Grantees' reports	Funding window
	Output	E.2.1	E.2.3	Percentage and number of girls out of total children and youth reached by ECW	Grantees' reports	Level of education, refugees / IDPs / others, formal vs. non-formal, funding window
	Output	E.2.2	E.2.2	Percentage of children and youth identified as having a disability and reached with ECW support, out of all children and youth reached	Grantees' reports	Sex, level of education, formal vs. non-formal, funding window
	Output	E.2.3	revision of 2.4	Percentage of females among teachers / administrators recruited / financially supported	Grantees' reports	Funding window
	Output	E.2.4	revision of 2.4	Number of teachers / administrators trained on gender-related topics or inclusion	Grantees' reports	Funding window
Outcome 3: Increased continuity and sustainability of education for crisis affected girls and boys	Outcome	E.3	E.3.2	Percentage of ECW-supported programs with increased survival, transition or completion of crisis-affected children and youth	Grantees' reports	Funding window
	Output	E.3.1	revision of E.3.5	Number of 3-8 years old children reached with early childhood education services	Grantees' reports	Sex, formal vs non-formal, refugees / IDPs / others, funding window

Result	Level	New Indicator reference	Indicator ref. in original Results Framework	Indicator	Source of verification	[Minimum] level of data disaggregation
	Output	E.3.2	New	Number of forcibly displaced children of secondary school age enrolled in secondary education in ECW-supported communities	Grantees' reports	Sex, refugees / IDPs / others, formal vs non-formal, funding window
	Output	E.3.3	E.3.6	Number of ECW-supported countries that have adopted accreditation frameworks for accelerated / non-formal education programs for crisis-affected children	Grantees' reports	Funding window
	Output	E.3.4	part of E.1.6	Number of 3-18 children receiving quality school feeding	Grantees' reports	Sex, formal vs non-formal, funding window
Outcome 4: Improved learning and skills outcomes for crisis-affected girls and boys	Outcome	E.4	E.4.2	Percentage of ECW-supported programs with increased learning outcomes for crisis-affected children and youth	Grantees' reports	Funding window
	Output	E.4.1	New	Number of classrooms supported with materials to enhance the learning environment	Grantees' reports	Funding window
	Output	E.4.2	E.4.5	Number of children 3 -18 reached with individual learning materials	Grantees' reports	Sex, level of education, formal vs non-formal, refugees / IDPs / others, funding window
	Output	E.4.3	Revision of E.4.6	Number of teachers / administrators trained on subject knowledge, curriculum / planning or pedagogy	Grantees' reports	Sex, funding window
	Output	E.4.4	New	Proportion of teachers in ECW-supported communities who have received at least one of the following: a) the minimum organized teacher training pre-service or in-service required for teaching at the relevant level; b) organized training in line with the INEE Training for Primary School Teachers in Crisis Contexts (TICC) standards	Grantees' reports	Sex, funding window
	Output	E.4.5	Revision of E.4.4	Percentage of learners in primary education whose first or home language is the language of instruction at ECW-supported learning spaces	Grantees' reports	Funding window
Outcome 5: Safe and protective learning environment and education ensured for all crisis-affected girls and boys	Outcome	E.5	New	Percentage of ECW-supported programs with reduction in violence against children in / to / from ECW-supported learning spaces	Grantees' reports	Funding window
	Output	E.5.1	Revision of E.5.1	Percentage of ECW-supported learning spaces with increased access to (i) drinking water; (ii) single-sex basic sanitation facilities, and (iii) basic hand-washing facilities for crisis-affected children and youth (once two data points become available)	Grantees' reports	Funding window
	Output	E.5.2	Revision of E.4.6	Number of teachers / administrators trained on WASH	Grantees' reports	Sex, funding window

Result	Level	New Indicator reference	Indicator ref. in original Results Framework	Indicator	Source of verification	[Minimum] level of data disaggregation
	Output	E.5.3	Revision of E.5.3	Percentage of ECW-supported learning spaces whereby a code of conduct (i) exists (ii) is enforced and, (iii) teachers and communities are trained / informed on its application	Grantees' reports	Funding window
	Output	E.5.4	New	Percentage of ECW-supported learning spaces that have a functioning school-management committee and / or parent-teacher association	Grantees' reports	Funding window
	Output	E.5.5	New	Percentage of ECW-supported learning spaces with DRR systems / processes / measures in place	Grantees' reports	Funding window
	Output	E.5.6	Revision of E.4.6	Number of teachers / administrators trained on emergency preparedness, DRR, risk management	Grantees' reports	Sex, funding window
	Output	E.5.7	New	Percentage of learning spaces supported by ECW featuring PSS activities for children that are a) structured, b) goal-oriented, c) evidence-informed, d) targeted and tailored to different sub-groups of vulnerable children	Grantees' reports	Funding window
	Output	E.5.8	Revision of E.4.6	Number of teachers / administrators trained on PSS	Grantees' reports	Sex, funding window
	Output	E.5.9	New	Number of teachers who report improvements in psychological well-being / self-care	Grantees' reports	Funding window
	Output	E.5.10	New	Percentage of learning spaces supported by ECW that have a dedicated counsellor or a social worker available on site	Grantees' reports	Funding window
SYSTEMIC OUTCOMES						
SYSTEMIC OUTCOME 1: Increased political support to education for crisis-affected girls and boys	Outcome	S.1	S.1.1	Total annual funding to education in emergencies as a percentage of global humanitarian funding	Secretariat analysis	
	Output	S.1.1	S.1.3	Percentage of crisis-affected countries where humanitarian country-based pooled funds allocate at least 10% to education	Secretariat analysis	MYRP countries vs. all countries with existing pooled funds
	Output	S.1.2	S.1.4	Proportion of humanitarian appeals that include an education component	Secretariat analysis on various financial tracking databases, individual appeal documents	
	Output	S.1.3	New	Number of countries who endorsed the Safe School declaration	Global Coalition to Protect Education from Attack	
	Output	S.1.4	Revision of S.1.2	Percentage of countries in protracted crises targeted by ECW with policies regarding inclusion of refugees and internally displaced persons	Grantees' reports	

Result	Level	New Indicator reference	Indicator ref. in original Results Framework	Indicator	Source of verification	[Minimum] level of data disaggregation
SYSTEMIC OUTCOME 2: Increased education in emergencies funding for populations in need	Outcome	S.2	S.2.1	Total funding raised and leveraged by ECW at country and global level (in M USD)	Secretariat analysis	
	Output	S.2.1	S.2.2	Proportion of funding raised and leveraged as a result of: i) innovative financing; ii) non-traditional and private sources	Secretariat analysis	
SYSTEMIC OUTCOME 3: Joint, locally owned planning and timely response, inclusive of humanitarian and development partners	Outcome	S.3	Revision of S.3.1	Percentage of ECW-supported multi-year programs based on a planning process of good quality	Grantee / Secretariat analysis	
	Output	S.3.1	S.3.2	Percentage of first emergency response countries where funds were disbursed up to 8 weeks after the humanitarian appeal date	Secretariat analysis	
	Output	S.3.2	Revision of S.3.3	Percentage of multi-year program countries where funds were disbursed up to 6 months after the country scoping mission.	Secretariat analysis	
	Output	S.3.3	S.3.4	Number of joint multi-year programs developed with ECW support.	Secretariat analysis	
SYSTEMIC OUTCOME 4: Strengthened local and global capacity for analysis, programming, monitoring and evaluation	Outcome	S.4	S.4.1	Percentage of ECW funding allocated to local and national responders as directly as possible to improve outcomes for affected people and reduce transactional costs, in accordance with the Grand Bargain commitment	Secretariat analysis	Funding window
	Output	S.4.1	New	Percentage of ECW-supported programs featuring cash transfers to (i) households or students for education (ii) schools to improve learning environment	Grantees' reports	
	Output	S.4.2	S.4.2	Percentage of cluster countries where cluster lead agencies have full-time dedicated cluster staff (Coordinator and Information Manager)	GEC	
	Output	S.4.3	S.4.4	Absorptive capacity: portion of grant budgets that has been reported as spent on services delivered	Grantees' reports	Funding window
	Output	S.4.4	New	Number of ECW-supported novel approaches in EiE with a clear strategy towards testing and scaling up	Grantees' reports	Funding window
	Output	S.4.5	New	Number of children reached through ECW-supported innovations	Grantees' reports	Sex, level of education, formal vs non-formal, refugees / IDPs / others, funding window
	Output	S.4.5	New	Number of children reached through ECW-supported innovations	Grantees' reports	Sex, level of education, formal vs non-formal, refugees / IDPs / others, funding window
SYSTEMIC OUTCOME 5: Evidence-based programs for equitable, continued, quality and protective education in emergencies in place	Outcome	S.5a	Revision of E.1.3	Percentage of ECW-supported programs measuring affected communities' access to education	Secretariat analysis	
	Outcome	S.5b	Revision of E.3.3	Percentage of ECW-supported programs measuring survival, transition or completion for crisis-affected children and youth	Secretariat analysis	

Result	Level	New Indicator reference	Indicator ref. in original Results Framework	Indicator	Source of verification	[Minimum] level of data disaggregation
	Outcome	S.5c	Revision of E.4.3	Percentage of ECW-supported MYRPs having quality data on learning outcomes [without SEL]	Secretariat analysis	
	Outcome	S.5d	Revision of E.4.3	Percentage of ECW-supported MYRPs having quality data on learning outcomes [including SEL]	Secretariat analysis	
	Output	S.5.1	New	Percentage of ECW supported MYRPs informed by evidence of good quality	Secretariat analysis	
	Output	S.5.2	New	Percentage of ECW-supported MYRPs whose results framework address the social norms, attitudes and behaviours that underlie gender inequalities	Secretariat analysis	

8. Main features of the ECW results framework:

- ECW's Results framework is similar to the corporate results framework of other comparable organisations with standardised indicators for all windows, partners and countries.
- It relies on data collected by grantees for most indicators.

Views on ECW's results framework

9. The FER Evaluation describes two conflicting views or perspectives on ECW's results framework (Mokoro, 2020a, ¶198-199). On the one hand, there are some stakeholders who think that ECW should build on indicators and frameworks already in place in order to simplify the task for partners and grantees. This view is evidenced in complaints about the difficulty for partners to collect data and how ECW's framework can incentivise partners to work narrowly along the lines suggested by ECW instead of considering broader sectoral and contextual issues. On the other side are those who, in the absence of a global framework for EiEPC, think that through the results framework, ECW can help to promote standardisation across different actors in the sector.

10. These two different views can be traced back to earlier discussions about the model that should be used to build the results framework. As described above, initially the proposed approach was to build on existing country/partner reporting frameworks. However, the framework shifted towards a set of common/standards indicators.

11. The initial approach would be easier for partners to implement, but it would also make it difficult to aggregate and report on ECW's performance across grants. From a communication and accountability point of view, it would also be harder to communicate on values such as number of grants successful than children and girls reached. Under the current approach, where emphasis is made on standardisation, it can become more difficult and time-consuming for partners to get data to report on indicators. Standard indicators can also be a difficult fit for certain projects or contexts (lack of relevance). In this regard standard indicators might not accurately capture important elements of performance.

12. Under the new strategic framework (for the period from 2023 onwards), it would be important to resolve this tension early on. This is important a) to manage expectations and views among stakeholders, and b) to fix a model to be worked on and improved. A stable results framework even when it has some weaknesses, can provide significant added value by allowing for comparison across years.

13. There are a number of weaknesses and challenges in relation to the current framework:
- The AF modality is not adequately captured by the existing results framework: “Given the diversity of AF projects, harmonizing specific indicators has been challenging. Thus, ECW uses Corporate Results Framework measurements, the majority of which do not apply to AF grants and their objectives.” (Annex L).
 - ECW results framework contains no indicator on ECW’s own media outreach or communication. This is an important function that is not currently being monitored (MN27).
 - What can ECW and the broader EiEPC community do to build capacity across partners and other stakeholders so that they can collect and report quality data? For example, the MYRP evaluation indicates that there is no reporting on continuity and quality learning and that learning outcomes are also absent.⁵⁵ In the context of protracted crises, these indicators can be particularly challenging to measure, and even when a measure is obtained, it may not be a good reflection of how successful the programme is.

Ongoing discussions on the results framework for the ECW Strategy 2023-2026

14. In parallel to this evaluation, ECW continues to move forward in the preparation of its next strategic plan. In June 2022, ECW presented the ExCom with a draft outline for the ECW Strategy 2023-2026, accompanied by a draft results framework (ECW Results Framework First Full Draft for Review). The draft results framework presents significant differences in relation to the current one.

15. The overall framework is simpler and shorter. It contains a total of 25 indicators, including both quantitative and qualitative indicators. These indicators are across two results, two country-level strategic results and two global level strategic results.

16. The proposed indicators diverge from the existing framework to a significant extent. Most of the quantitative indicators are new and oriented towards organisational performance, rather than trying to aggregate performance from individual operations (e.g. new indicators look at the number of grants that reached a certain level of performance). Qualitative indicators are also oriented at a strategic level (e.g. ‘Extent to which the coordination at the nexus has been strengthened in MYRP countries’). Only some ‘core’ indicators remain comparable or similar in the proposed framework (e.g. indicators 1 and 2 on number of children reached).

17. Divergence from the previous framework could make it difficult to compare performance across years (i.e. with past grants). Given the more ‘strategic’ nature of the indicators, it might be possible for ECW to report on the performance of past grants, provided it can devote sufficient resources to the task of extracting the new indicators from project documentation for earlier years. However, it is not possible to provide a definitive answer to this question until the indicators have been fully described and defined.

⁵⁵ “Neither in the quantitative database nor in the most recent joint reports for the country case studies is progress on continuity and quality learning reported. Learning outcomes are also absent from these reports, despite the early guidance documents stating: ‘Measurement of learning outcomes is encouraged and, if not immediately feasible, plans should be developed to ensure their measurement in the longer-run’. In the context of protracted crises, these indicators can be particularly challenging to measure, and even when a measure is obtained, it may not be a good reflection of how successful the programme is.” (OPM, 2021b)

Annex H The ECW Portfolio

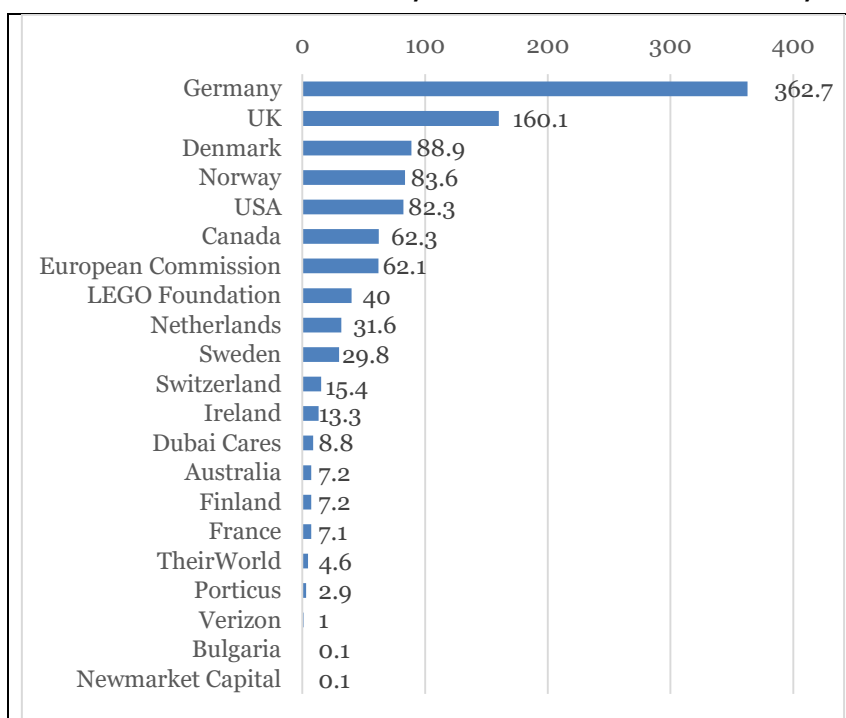
Contents, methodology and data sources

1. This annex provides background data on various aspects of ECW's portfolio and staffing. Where possible it updates the information assembled in the equivalent annex of the Inception Report.
2. The main data sources are:
 1. Financial data: 'Financial DB Master', 7 December 2021.
 2. Beneficiary data: 'ARR 2021 Combine2', received on 13 July 2022.
 3. Support to local NGOs: 'ECW Absorption Rate'; does not include data for 2021.
 4. Timeliness data: 'Timeliness Analysis Grants Complete'; does not cover grants approved or started in 2021.
 5. Assorted data and tables provided by the ECW finance team upon request.
3. This annex provides an analysis of financial and grant data based on ECW's internal databases. More detailed analysis of data quality and analytical issues can be found in the individual sections.

General overview of ECW income and budget

Total commitments to ECW

4. Donor financial commitments to ECW since the ECW was launched in 2016 add up to USD 1,071m (see Figure 16 below). This figure includes the EUR 200m grant announced by Germany in January 2022. The large majority of the funding comes from bilateral donors (88.8 percent). Multilateral sources (the European Commission) account for 5.8 percent and private donors for 5.4 percent of funds committed to ECW.
5. The majority of funding has been provided through the ECW Trust Fund (88.2 percent), while 11.8 percent has come through bilateral agreements with UNICEF (see Table 17 below). As discussed below (see section 6.10), there are different administration fees according to which funding route is used. There are also some restrictions on the use of funds that follow the bilateral agreement signed between the donor and UNICEF (see ¶10 below). ECW's preference is for contributions to be channelled through the trust fund.

Figure 16 ECW donors 2016-2022, cumulative commitments, USD million

 Source : <https://www.educationcannotwait.org/about-us/>
**Table 17 Donor commitments to ECW 2016-2022
(via ECW Trust Fund and via bilateral agreement with UNICEF)**

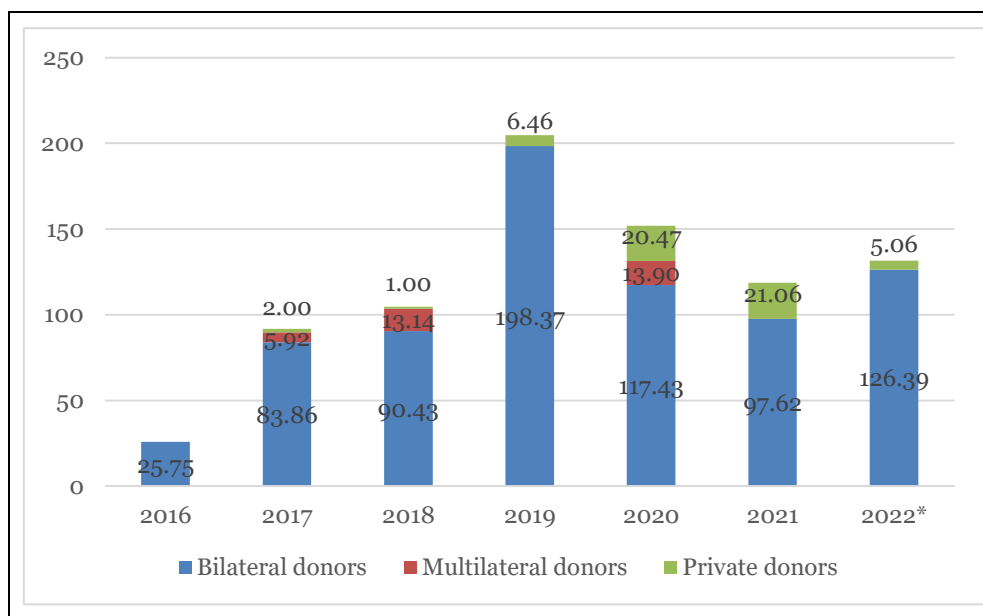
Trust fund	Commitment (USDm)	Trust Fund/ Bilateral	Share of total
Australia	7.17	Trust Fund	0.7%
Bulgaria	0.12	Trust Fund	0.0%
Denmark	88.97	Trust Fund	8.3%
Dubai Cares	8.75	Trust Fund	0.8%
European Commission	29.07	Trust Fund	2.7%
Finland	7.17	Trust Fund	0.7%
France	6.94	Trust Fund	0.6%
Germany	364.11	Trust Fund	33.9%
Global Citizen	0.01	Trust Fund	0.0%
Ireland	13.49	Trust Fund	1.3%
LEGO Foundation	27.49	Trust Fund	2.6%
Netherlands	31.56	Trust Fund	2.9%
Newmarket Capital	0.020	Trust Fund	0.0%
Norway	69.61	Trust Fund	6.5%
Porticus	2.92	Trust Fund	0.3%
Sweden	29.79	Trust Fund	2.8%
Switzerland	16.04	Trust Fund	1.5%
Theirworld	4.64	Trust Fund	0.4%
UK	160.04	Trust Fund	14.9%
USA	81.30	Trust Fund	7.6%
Verizon	0.99	Trust Fund	0.1%
Trust fund, total	950.16		88.6%
Canada	62.29	Bilateral	5.8%
European Commission	32.97	Bilateral	3.1%
LEGO Foundation	12.50	Bilateral	1.2%
Norway	14.02	Bilateral	1.3%
USA	1.00	Bilateral	0.1%
Bilateral via UNICEF, total	122.79		11.4%

Source: ECW Finance team (ECW_contributions)

Annual commitments

6. Data from ECW for the period 2016-2022 shows donor funding increased significantly over the first four years (see Figure 17 below). In 2020 and 2021, the amount of funding mobilised experienced a significant drop compared to previous years. The graph also shows preliminary data for 2022. Based on this data, committed funding as of May 2022 is already larger than in the previous year and comparable to 2020 levels. This figure reflects the phasing of incoming funding. For example, a donor commitment made in 2020 for a period of three years would be broken down across the three years.

Figure 17 ECW funds mobilized by year, 2016–2022



Source: ECW finance team, Public Finance DB

ECW income and expenditure

7. The financial situation at the end of 2021 shows that ECW had received a total of USD 697.3m in donor contributions (see Table 18 below), while expenditure (including secretariat, FSO and disbursements to grantees) amounted to USD 535.8m. Accordingly funds available at the end of 2021 were USD 158.2m.

Table 18 ECW financial situation as of 31 December 2021

Concept	Trust fund	Bilateral	Total
Net contributions	575,027,754	116,535,009	691,562,763
Donor Contribution Received	580,836,115	116,535,009	697,371,124
UNICEF Admin Fees 1%	-5,808,361	0	-5,808,361
Total programmable	577,482,730	116,535,009	694,017,739
Interest Earned	2,500,069	0	2,500,069
Refund to Donors	-45,092	0	-45,092
Expenses	420,810,968	114,962,067	535,773,035
Transferred to Secretariat	31,580,385	2,155,397	33,735,782
Transferred to FSO	1,982,276	0	1,982,276
Disbursement to Grantees	387,564,244	112,806,670	500,370,914
Refund from grantees	-315,937	0	-315,937
Funds available	156,671,762	1,572,942	158,244,704

Source: ECW finance team

Hosting costs

8. ECW received two types of contribution (see Table 17). Multilateral contributions are contribution to the ECW trust fund. These contributions are subjected to a 1 percent admin fee from UNICEF. Bilateral contributions are channelled through UNICEF and governed by the bilateral agreement between donors and UNICEF. These contributions are subjected to the overhead rate agreed between the donor and UNICEF. This rate is not reflected in the table. The UNICEF overhead rate is generally 8 percent, though some donors such as the European Commission have negotiated a 7 percent rate.

9. In addition to the admin fee, ECW also transfers funds to UNICEF’s Fund Support Office (FSO) to cover hosting costs. Until 2018, UNICEF levied an 8 percent fee on the secretariat budget after costs incurred. From 2019 to 2021, UNICEF reduced this 8 percent fee and replaced it with a direct cost charge which amounted to a 6-7 percent fee. A new costing methodology was introduced in 2022 in which a hosting fee is calculated on assumed actions (staff, expected travel, expected transactions, new contracts, etc.).

Donor earmarking

10. Some donors earmark contributions for specific purposes, restricting how the funds can be used by ECW. There are two types of grant donors can provide to ECW. “Bilateral” contributions are governed by the bilateral agreement between donors and UNICEF. All such contributions are restricted in the sense that they can only be transferred to UNICEF’s country offices. This restriction does not apply to contributions into the ECW Trust Fund. As shown in Table 17 above, these contributions have accounted for nearly 90 percent of all contributions.

11. Earmarking data for donor contributions to the trust fund is presented in a summary form in Table 19 below. The most common form of earmarking is geographical. Within this category, funds can be restricted to one country or specific regions. The second largest form of earmarking is by grantee. Almost 12 percent of the contributions to the trust fund are only accessible to UN agencies. Earmarking based on the funding window is also relatively common, but often appears in combination with another type of earmarking (geographical or grantee).

Table 19 Earmarking of contributions to the ECW Trust Fund 2016-2021

Earmarking level	(USD)	Share of total contributions (%)
Flexible (unearmarked)	227,758,320.53	39.2%
Geographical	190,305,353.10	32.8%
of which also restrict funding windows	8,168,168.17	
Covid	46,949,703.69	8.1%
of which also restrict geographical scope	23,410,935.31	
Target group (e.g. refugees)	39,500,000.00	6.8%
Grantee (use by UN agencies)	68,353,767.38	11.8%
of which also restrict funding window	28,496,445.25	
Funding window only	1,718,969.88	0.3%
for reference, funding window total, including other types of earmarking	38,383,583.30	6.6%
Use for ECW secretariat	6,250,000.00	1.1%
Total	580,836,114.58	

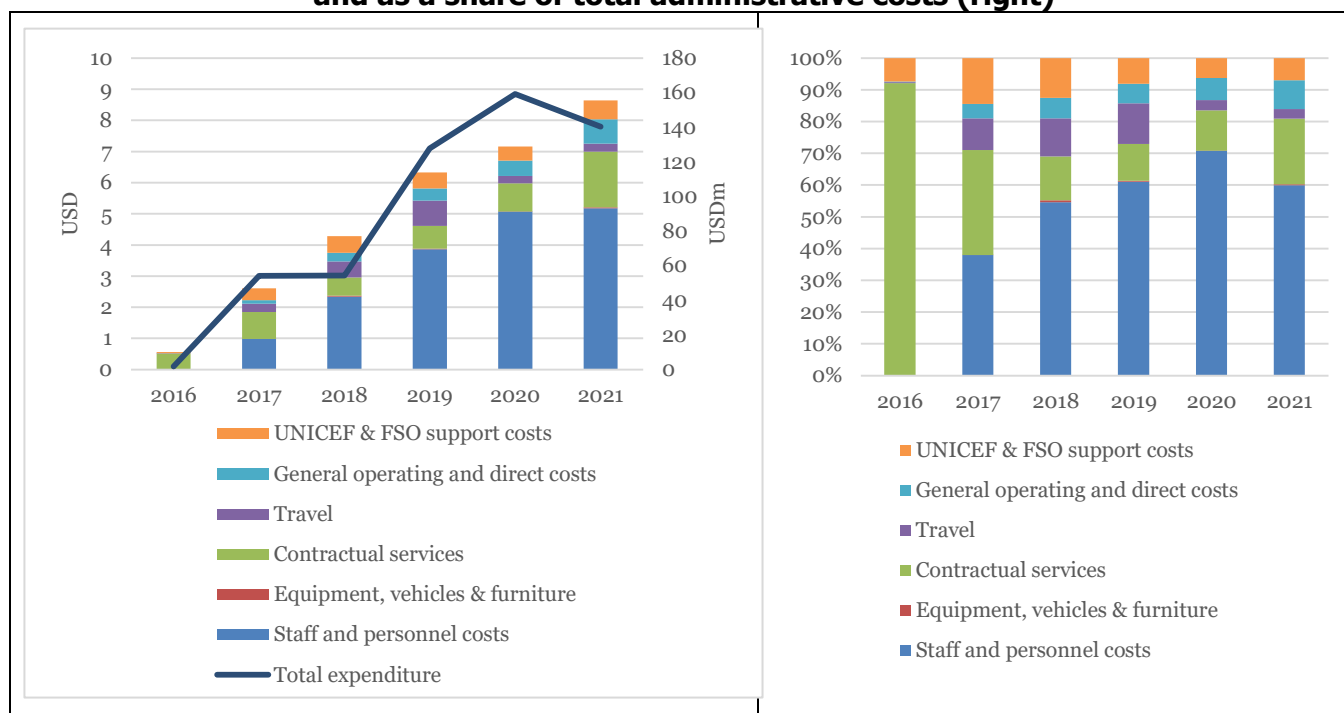
Source: ECW finance team

Breakdown and evolution of administration costs

12. ECW’s administrative spending and fees (operating costs) have grown in line with the volume of grants it provides (see Figure 18 below). Cumulatively, the largest cost category over the period 2017-2021 is staff costs (59 percent of all cumulative spending), followed by contractual services (18.3 percent), UNICEF and FSO support costs (8.5 percent), operating and direct costs (7.0 percent), travel (7.0 percent) and equipment (0.2 percent). When looking at annual trends, the

share of administrative costs dedicated to UNICEF and FSO support costs has decreased over the period 2017-2021. Travel was an important expense in 2018 and 2019, but it dropped drastically in 2020 following the travel bans related to the COVID-19 pandemic. In absolute terms, contractual services have expanded over time, with a significant increase in 2021 compared to 2020.

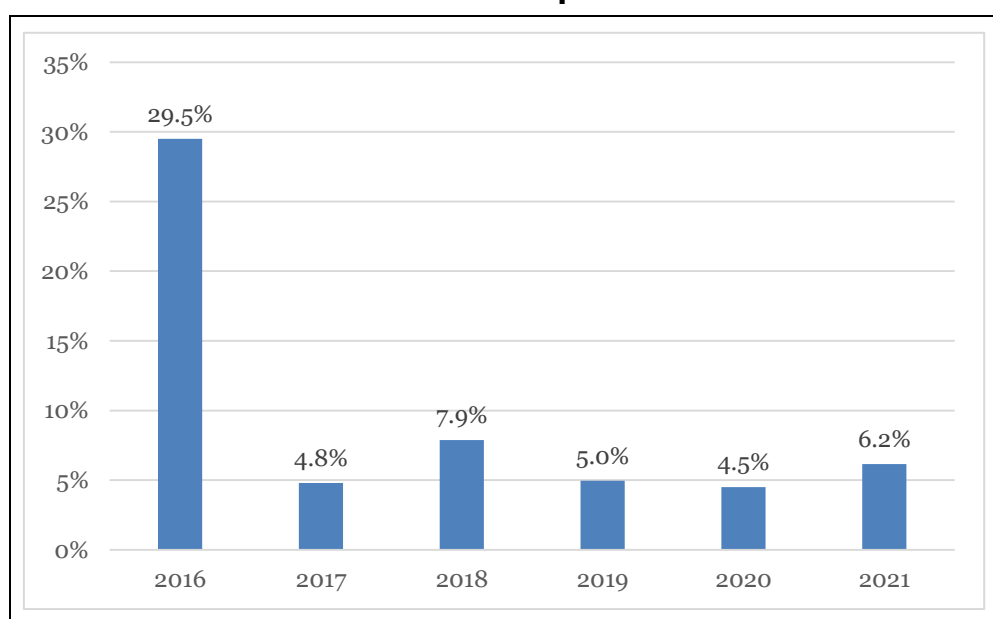
Figure 18 ECW operating costs (2016–2021) per category and year in USD (left) and as a share of total administrative costs (right)



Source: ECW Finance team

13. ECW’s administrative costs and fees (operating costs) as a share of total spending are in the range of 4.8 percent to 7.9 percent for the period 2017-2021. Operating costs in 2016 were substantially higher, but that was the year that ECW was set up and most of the expenditure was in the form of staff and secretariat costs.

Figure 19 ECW administrative costs and fees (operating costs) (2016–2021) as a share of total expenditure



Source: ECW Finance team

14. ECW's operating costs compare well with other funds and organisations and support views that ECW has a 'light' secretariat. Table 20 below provides an overview of operating costs as a share of total expenditure. Although it is difficult to make a direct comparison due to different sizes and operational models, ECW does have one of the smallest shares of operating costs in relation to total expenditure. ECW's operating costs compare favourably with much larger organisations such as GAVI and The Global Fund. In organisations of a broadly comparable size to ECW such as GPE and UNITAID, operating costs are variable. GPE has slightly higher operating costs compared to ECW, while UNITAID shows operating costs in excess of 11 percent of total expenditure.

Table 20 Operating costs of comparator funds

Comparator	Expenditure (USDm)	Admin costs & fees (USDm)	Share (%)	Year(s)
GPE	1,012.50	91.09	9.0%	FYs 18-20 (3yr)
UNITAID	502.76	59.48	11.8%	FYs 19-20 (2yr)
GAVI	3,157.92	195.68	6.2%	FYs 19-20 (2yr)
GF	7,322	581	7.9%	FYs 19-20 (2yr)

Sources: P.87 Zijderduijn, M. et al (2020). Independent Summative Evaluation of the Global Partnership for Education 2020. Annexes to the Final Report. MFD Training & Consultancy; UNITAID (2020). Audited Financial Statements for the year ended 31 December 2020; GAVI (2021). GAVI Alliance Statutory Financial Statements 2020. GAVI Alliance; Global Fund (2021). The Global Fund 2020 Annual Financial Report. The Global Fund.

ECW funding windows

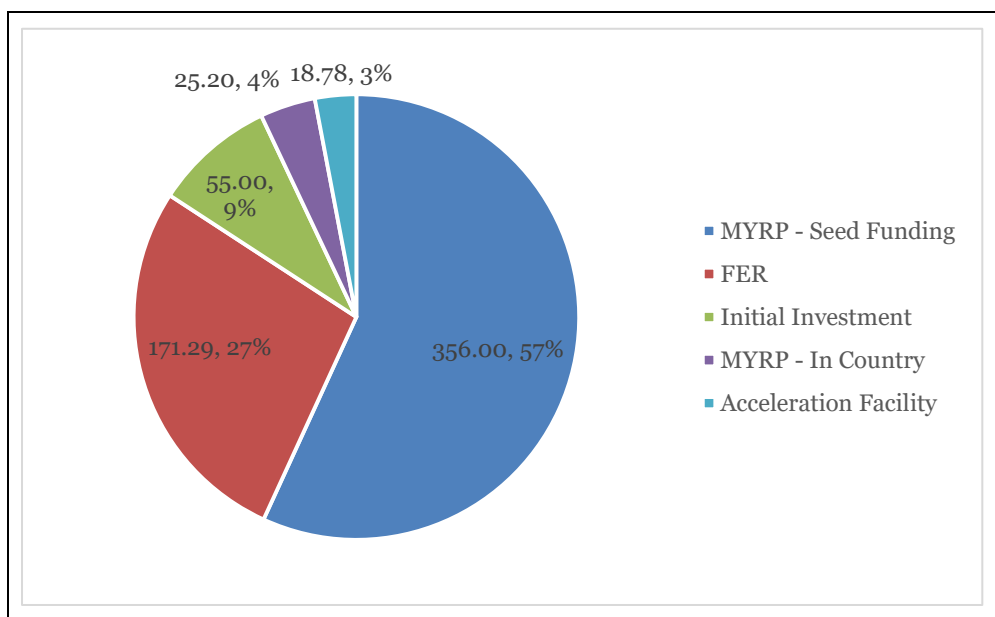
Grant categories

15. Formally, ECW provides funding through three different windows: FER, MYRP and AF. In the internal database a fourth window is also recorded: 'Initial investments'. These are the grants provided by ECW before the FER and MYRP windows were formally in place. Also, the MYRP window is divided into MYRP 'Seed' and 'In-country' funding. 'Seed' funding refers to ECW grants provided to MYRPs. 'In-country' funding refers to additional funding that is provided by donors for a specific MYRP and channelled through ECW's Trust Fund (e.g. a donor wants to support the MYRP in Tanzania and gives earmarked funding to ECW which in turn transfers the funds to the country). Direct funding provided by donors to MYRP grantees is not counted by ECW in the database.

Breakdown of grants by funding window

16. In the period 2016-2021, the largest funding window by volume of grants is the MYRP. MYRP accounts for 61 percent of total grants allocated by ECW. This includes both MYRP 'Seed Funding' and 'In Country' grants (see Figure 20 below). The second largest funding window is FER (27 percent) of grants, followed by 'Initial Investments' (9 percent) and the Acceleration Facility (3 percent).

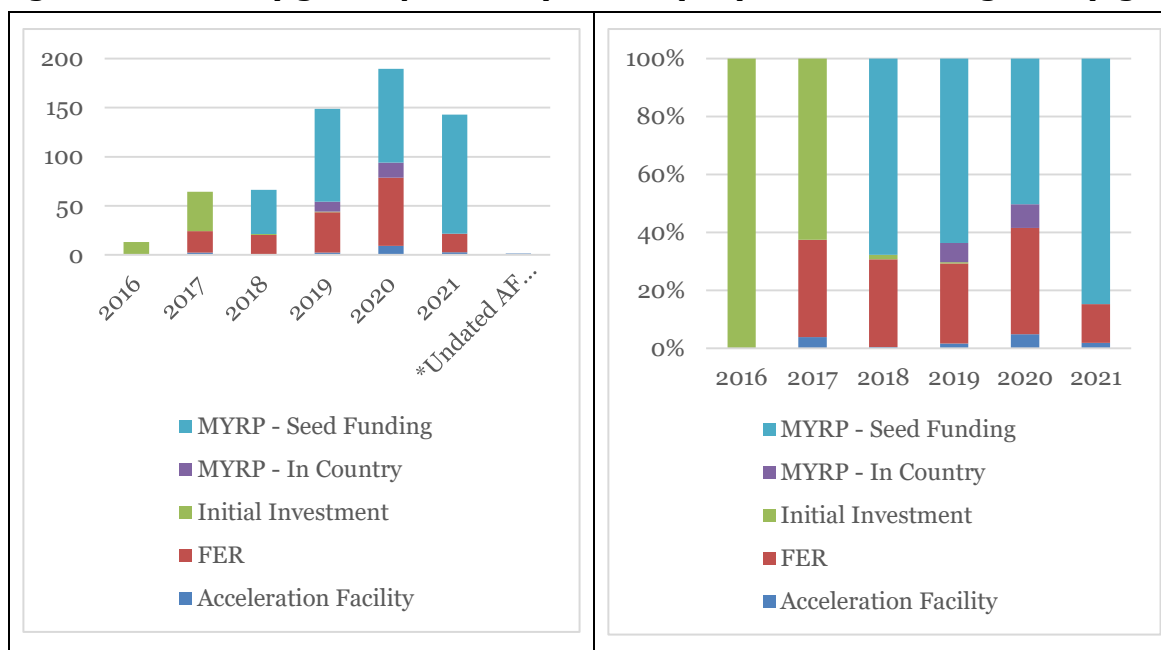
Figure 20 ECW grants per facility 2016-2021, USD and percent



Source: 'Financial DB Master', 7 December 2021

17. The composition of grants has evolved over time (see Figure 21 below). 'Initial investment' grants were concentrated in 2016 and 2017, the first FER and AF grants started in 2017 and the first MYRP grant in 2018. In the graph, it is possible to see a peak in grant allocations in 2020 which is driven by Covid-related FER grants. Since they were introduced, MYRP grants account for the largest share of ECW grants with a figure that oscillates between 55 percent and 88 percent of grants allocations depending on the year.

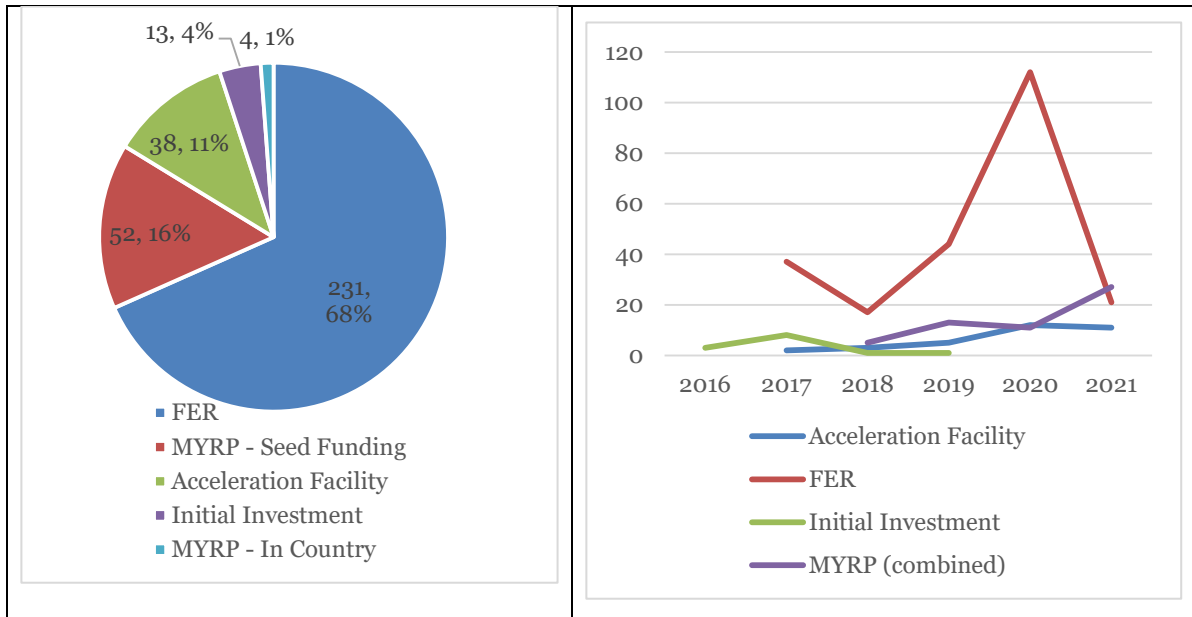
Figure 21 Yearly grants per facility in USD (left) and % of total grants (right)



Source: 'Financial DB Master', 7 December 2021

18. The picture is slightly different if we look at the number of grants (see Figure 22 below). In this case, the dominant facility is FER, followed by MYRP, the AF and Initial Investments. This has implications for the average size of the grants (see Figure 23 below) as well as the administrative burden. All grants have to be monitored and absorb resources independently of the volume allocated.

Figure 22 Number of grants per facility (left in number of grants and % of total grants) and number of grants per facility and year (right)

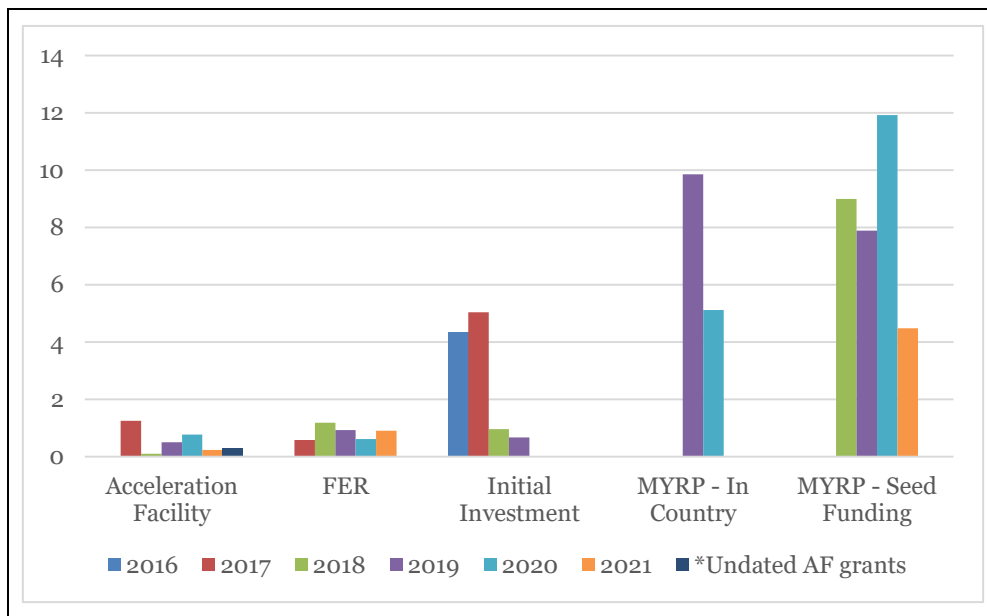


Source: 'Financial DB Master', 7 December 2021

Average grant size

19. Figure 23 below shows the average grant size per facility and year. If one focuses on the facilities still running today, both the AF and the FER provide small grants on average. The average for AF grants for the period 2017-2021 is USD 0.49m with a maximum average size of USD 1.25m in 2017 and a minimum average size of USD 0.1m in 2018. The average size of all FER grants is USD 0.74m with a maximum average size of USD 1.18m in 2018 and a minimum of USD 0.59m in 2017. In comparison the MYRP facility has average grant allocations in excess of USD 6m over the whole implementation period, although the figure has varied substantially from one year to another.

Figure 23 Average grant size per facility and year (USD m)



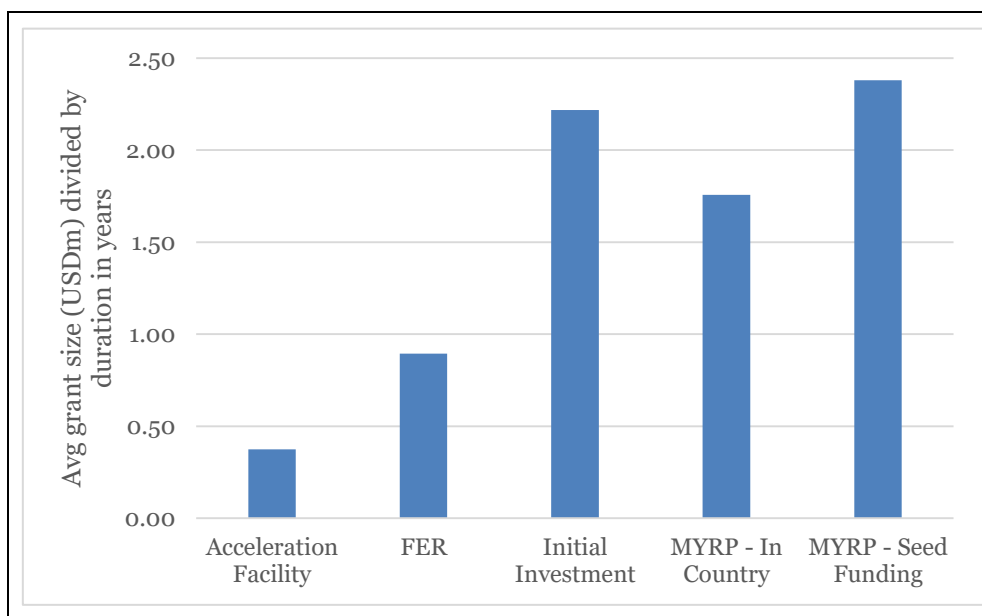
Source: 'Financial DB Master', 7 December 2021

20. Figure 24 below adjusts the grant size in relation to the expected duration of the grant (initial end date) without considering extensions or delays. The adjusted graph still shows important

differences between the AF, FER and MYRP grants, even when the average size is adjusted for the average duration of grants.

21. The large number of FER grants, and to a lesser extent AF grants, combined with their small average size, raises some questions in relation to the efficiency of the approach (resources absorbed). Nonetheless, it is worth pointing out that the number of FER grants has contracted significantly after peaking in 2020.

Figure 24 Average grant size divided by expected duration (years) per facility

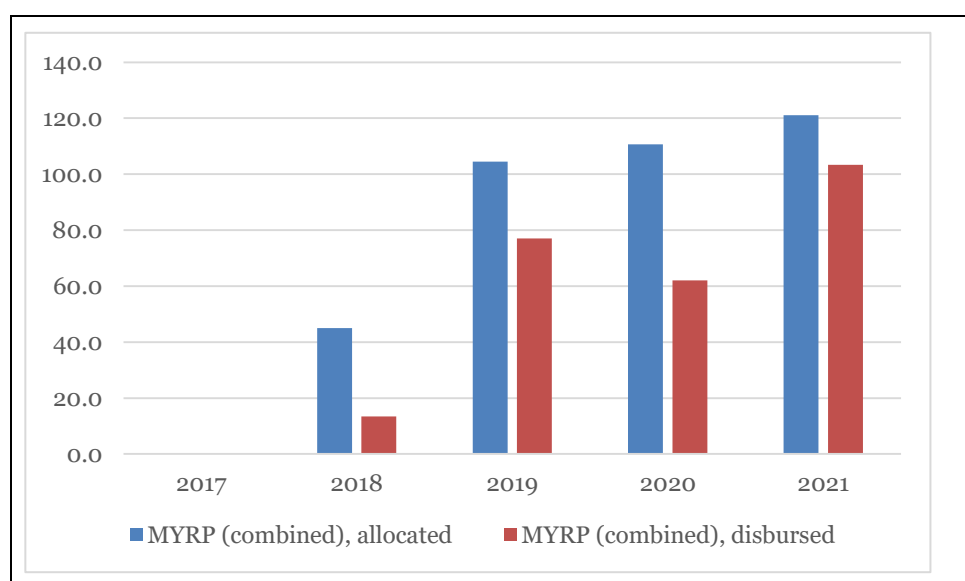


Source: 'Financial DB Master', 7 December 2021

Annual disbursements of FER, MYRP and AF grants

22. The figures below compare yearly allocations with disbursements for the three main ECW facilities. Figure 25 shows that MYRP grants are generally staggered. Funds are disbursed annually; the MYRPs' annual tranches are approved upon annual consultation between ECW country leads, grantees and other partners in country. ECW follows the recommendation of the country lead.

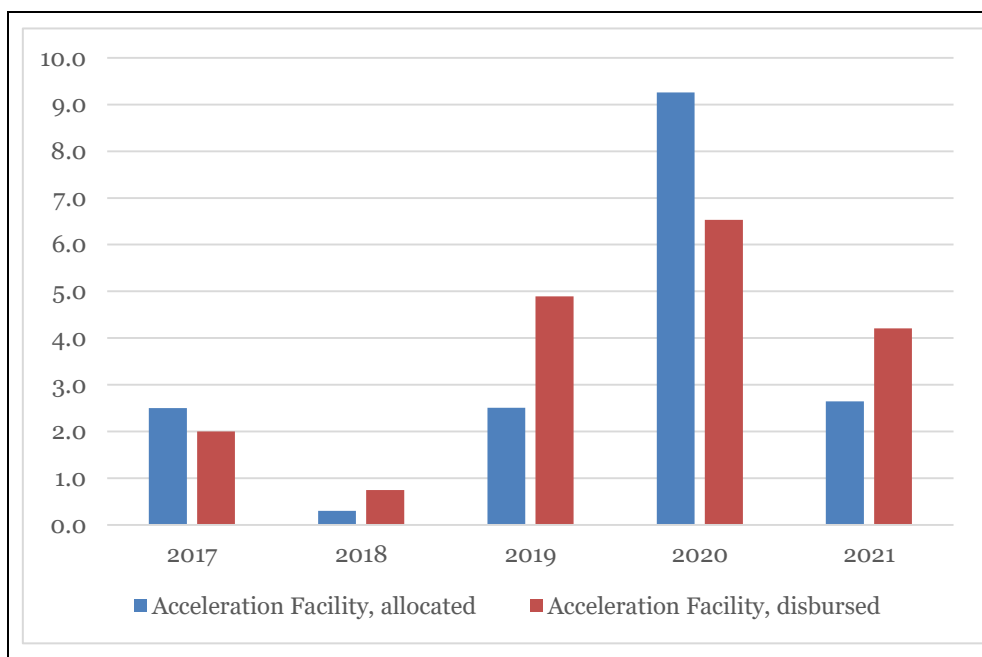
Figure 25 MYRP grants allocations and disbursements per year, USD m



Source: 'Financial DB Master', 7 December 2021

23. In the AF, there are some discrepancies between allocations and disbursement (see Figure 26). Several years show disbursements that are larger than the allocation. It is possible that the difference is explained by differences between the 'disbursement date' (e.g. December) and the project 'start date' (e.g. in January or February).

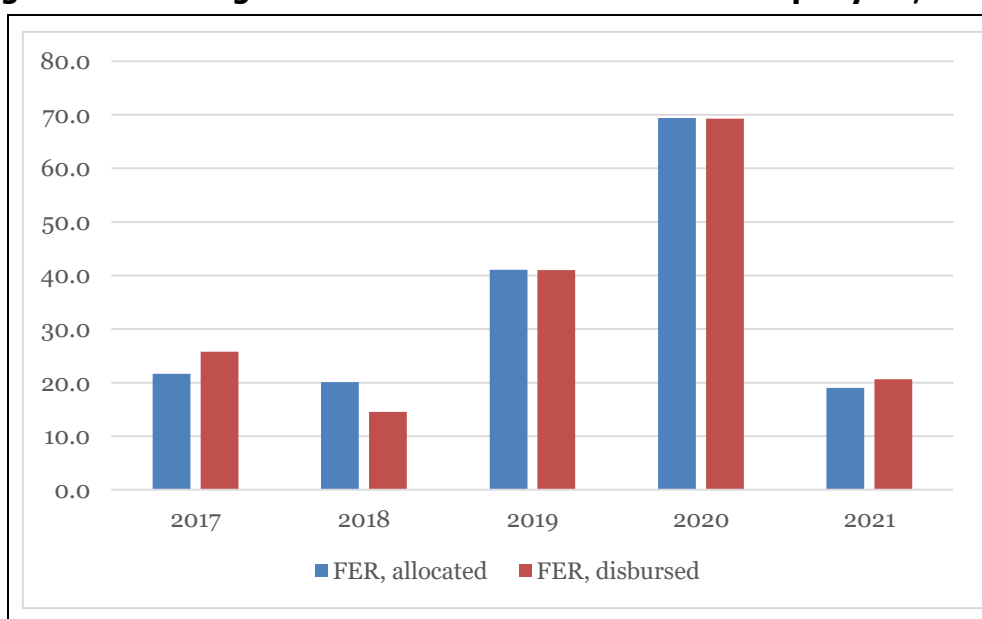
Figure 26 AF grants allocations and disbursements per year, USD m



Source: 'Financial DB Master', 7 December 2021

24. In the case of the FER (Figure 27), disbursement figures generally match allocations due to the short duration of project preparation. A small difference is observed in 2017 and 2018 that is explained by projects with 'disbursement date' in December of 2017 and 'start date' in January of the following year.

Figure 27 FER grants allocations and disbursements per year, USD m



Source: 'Financial DB Master', 7 December 2021

Unspent funds

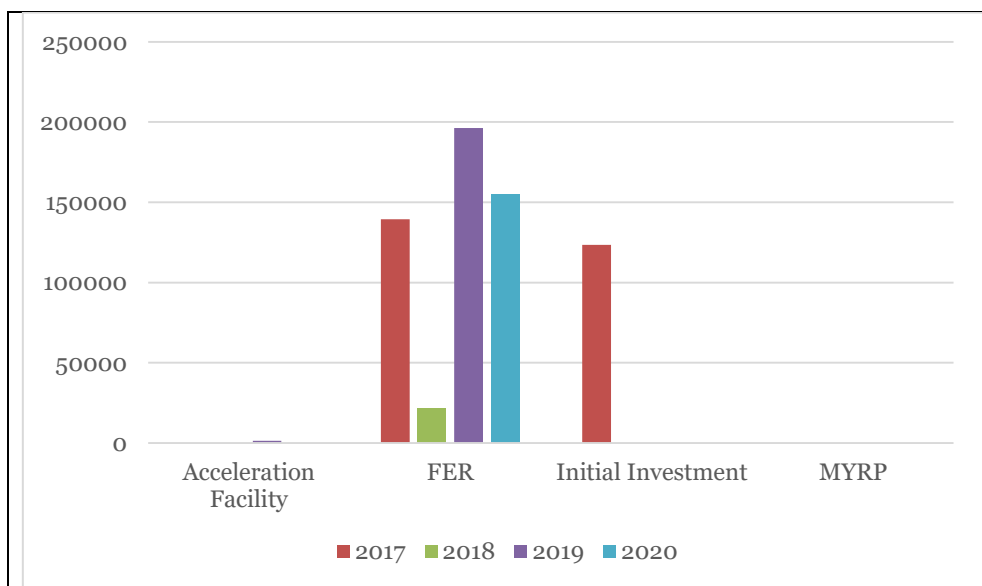
25. Any unspent funds at the end of the ECW grant have to be returned to ECW. Unspent funds can follow two paths. Unspent funds linked to earmarked donor grants are returned to donors.

Unspent funds linked to unearmarked donor grants funds stay in the ECW trust fund. The analysis of unspent/returned funds can provide valuable information about the absorption capacity of grantees.

26. Unspent funds are generally small in absolute terms with a maximum of circa USD 200k in 2019 for the FER (Figure 28). FER is the funding window most affected by unspent funding over the period 2017-2020. Remarkably, no unspent amounts have been recorded for the MYRP modality in the period covered by the data. In relative terms, unspent funds have never represented more than 0.55 percent of disbursed funds for any of the facilities (Figure 29).

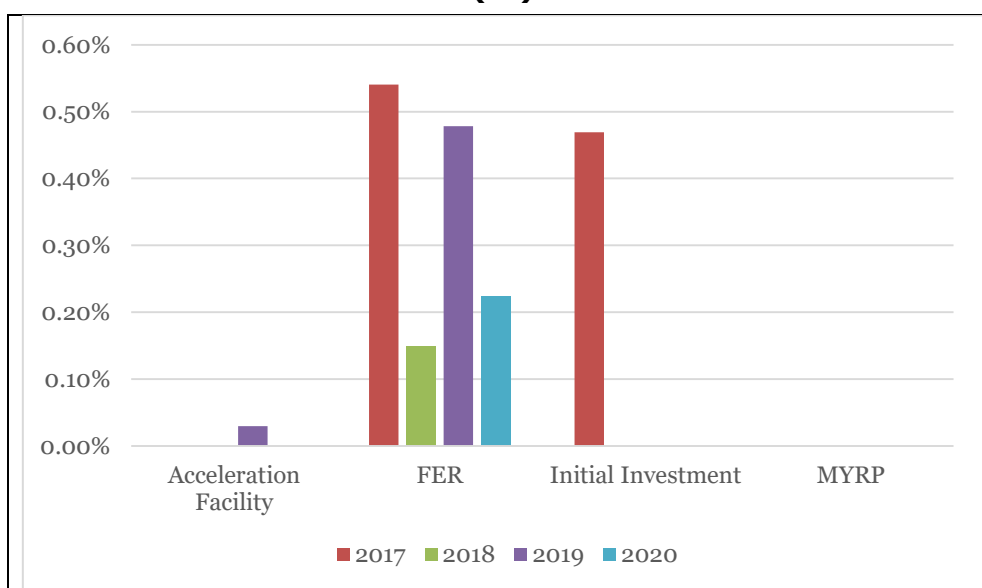
27. In principle, these figures seem quite moderate, but it has not been possible to obtain comparable figures for potential comparators such as the CERF, GPE and UNICEF.

Figure 28 Unspent funds per modality and year, USD



Source: 'Financial DB Master', 7 December 2021

Figure 29 Unspent funds as a share of annual disbursements per modality and year (%)



Source: 'Financial DB Master', 7 December 2021

Data limitations

28. The 'year' indicated in the analysis has been obtained from the 'start date' recorded in ECW's database. This is in line with ECW's reporting practices. Please note that for some grants the

approval year could be different (e.g. a grant started in January might have been approved and transferred in December).

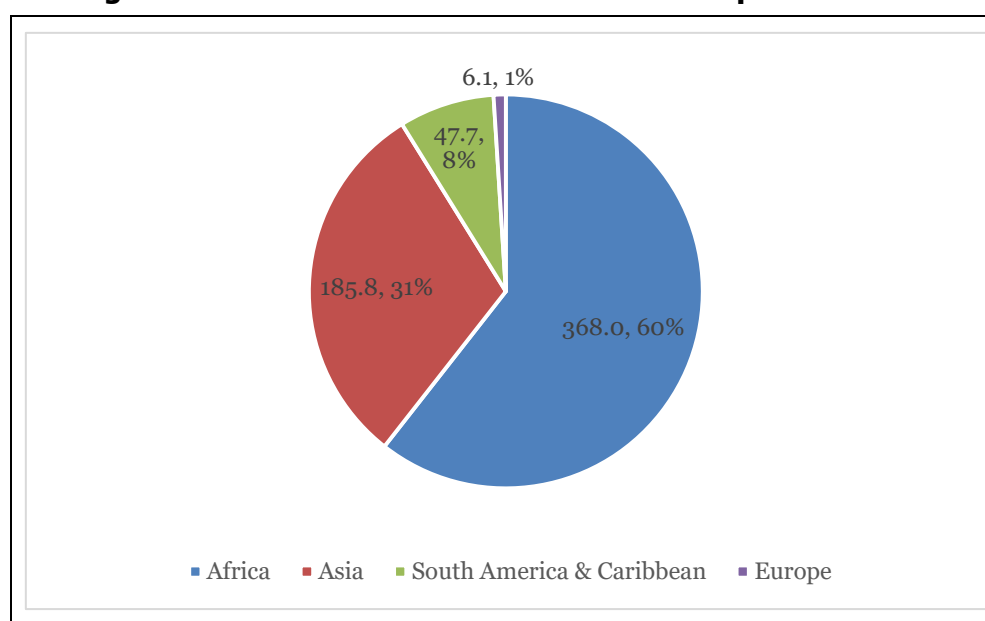
29. The main limitation in the analysis of the financial data is that the database considers as an individual grantee all recipients with which ECW has a direct contractual relationship. ECW does not differentiate between lead grantees and other grantees, for example in FER operations. Nonetheless, when several grants have been granted at the same time, ECW tries to encourage joint progress reporting by nominating a 'lead grantee'. Data on 'lead grantees' is available in a different dataset without financial information ('Grants DB'). However, the data shows many gaps in the reporting of lead/sub-grantee status. This means that it is not possible to aggregate grants based on 'lead grantees' since there is not always a 'lead grantee'.

Country distribution analysis

Distribution by continent

30. As shown in Figure 30 below, ECW allocations are mostly concentrated in Africa (60 percent of total allocations) and to a lesser extent in Asia, including central Asia and the Middle East (31 percent). South America and the Caribbean are the third largest group (8 percent), followed by Europe (1 percent).

Figure 30 Distribution of ECW allocations per continent

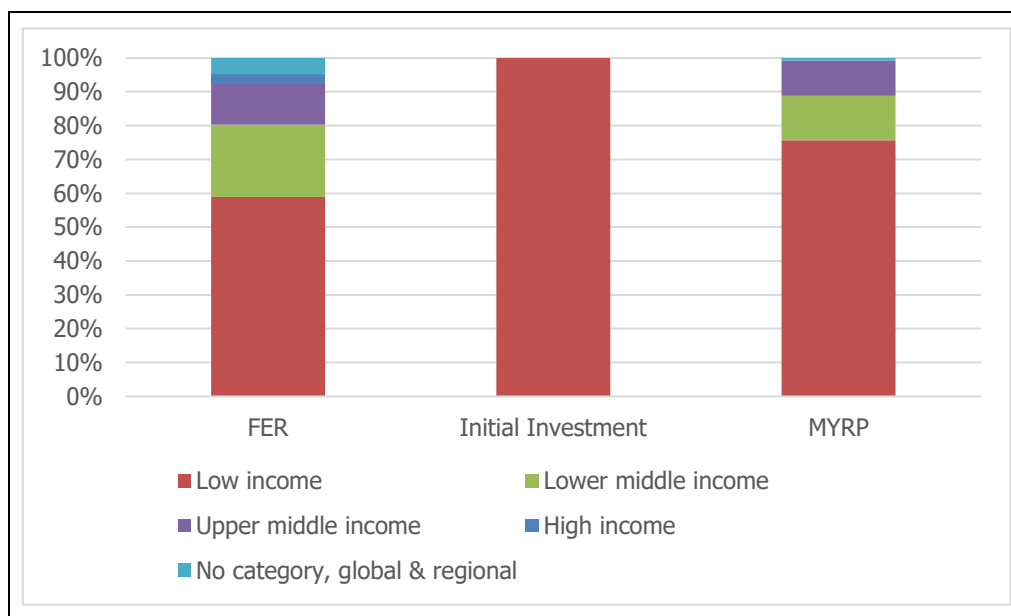


Source: 'Financial DB Master', 7 December 2021

Distribution by income group

31. Across the different ECW modalities, there is a strong focus on low income countries (see Figure 31 below). FER shows the most diverse distribution by income group. Approximately 59 percent of all FER allocations have been made to low-income countries. The remaining 41 percent is divided among other income categories, mostly lower-middle income countries (21 percent). The MYRP is much more concentrated on low-income countries with 75 percent of allocations. The Initial Investment modality targeted low-income countries exclusively. All AF grants are marked as 'global' and have not been included in the graph.

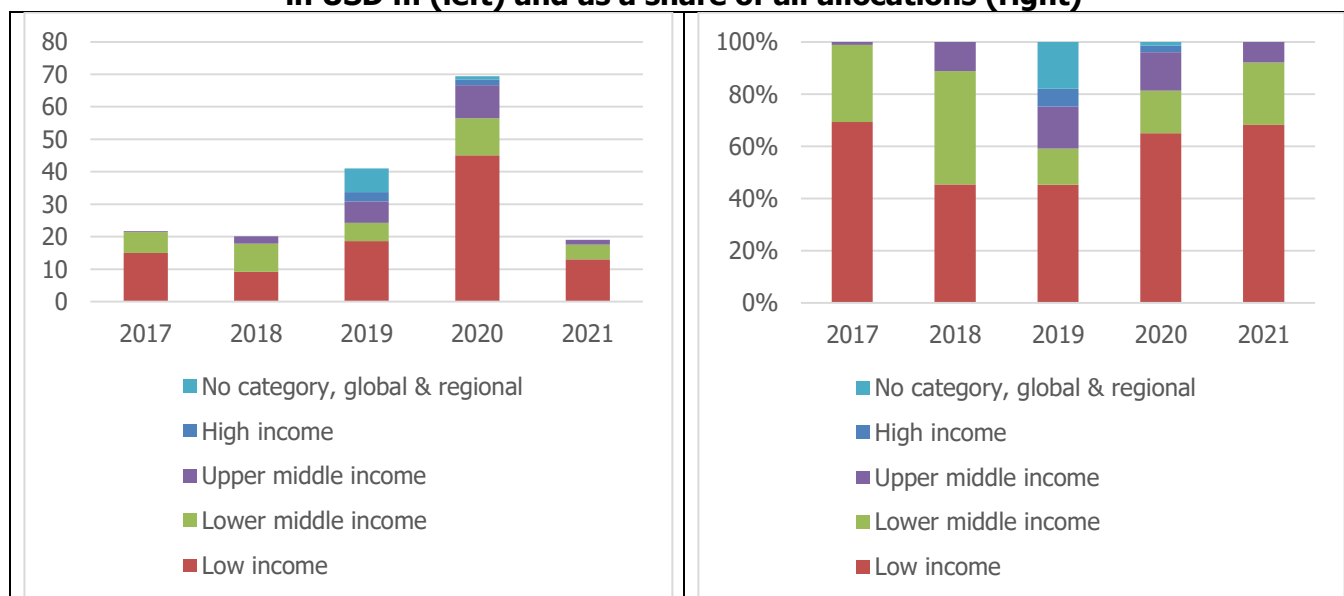
Figure 31 Distribution of ECW allocations per income group, broken down per facility, cumulative 2016-2017.



Source: 'Financial DB Master', 7 December 2021

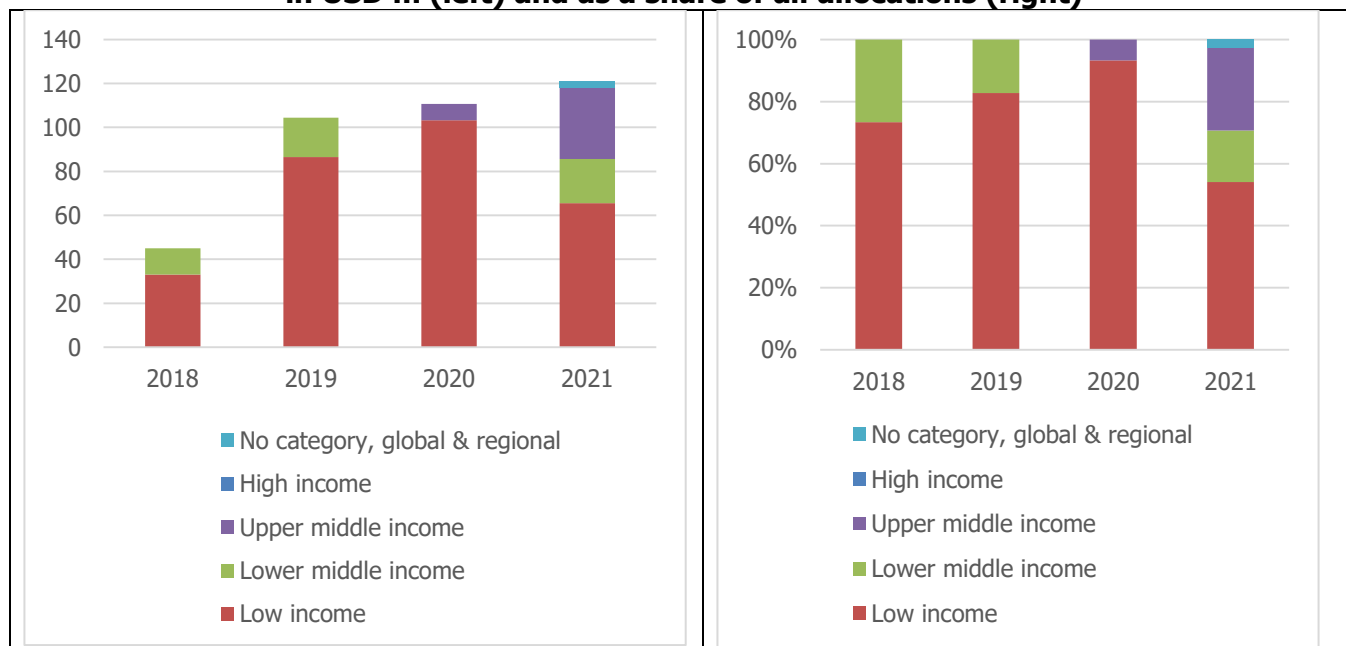
32. Figure 32 and Figure 33 below, respectively, show FER and MYRP allocations by year and income group. Across years, the FER modality is the more variable both in terms of funding and distribution across income groups. Over the period 2017-2021, the year 2019 is the most diverse one in terms of distribution by country income, while 2017 and 2021 are the less diverse ones. In the case of the MYRP facility, 2021 is the most diverse year. In both the FER and the MYRP facility the trends are too variable and short to assess whether the distribution across income categories is increasing over time.

Figure 32 ECW FER allocations per income group and year 2017-2021 in USD m (left) and as a share of all allocations (right)



Source: 'Financial DB Master', 7 December 2021

Figure 33 ECW MYRP allocations per income group and year 2018-2021 in USD m (left) and as a share of all allocations (right)

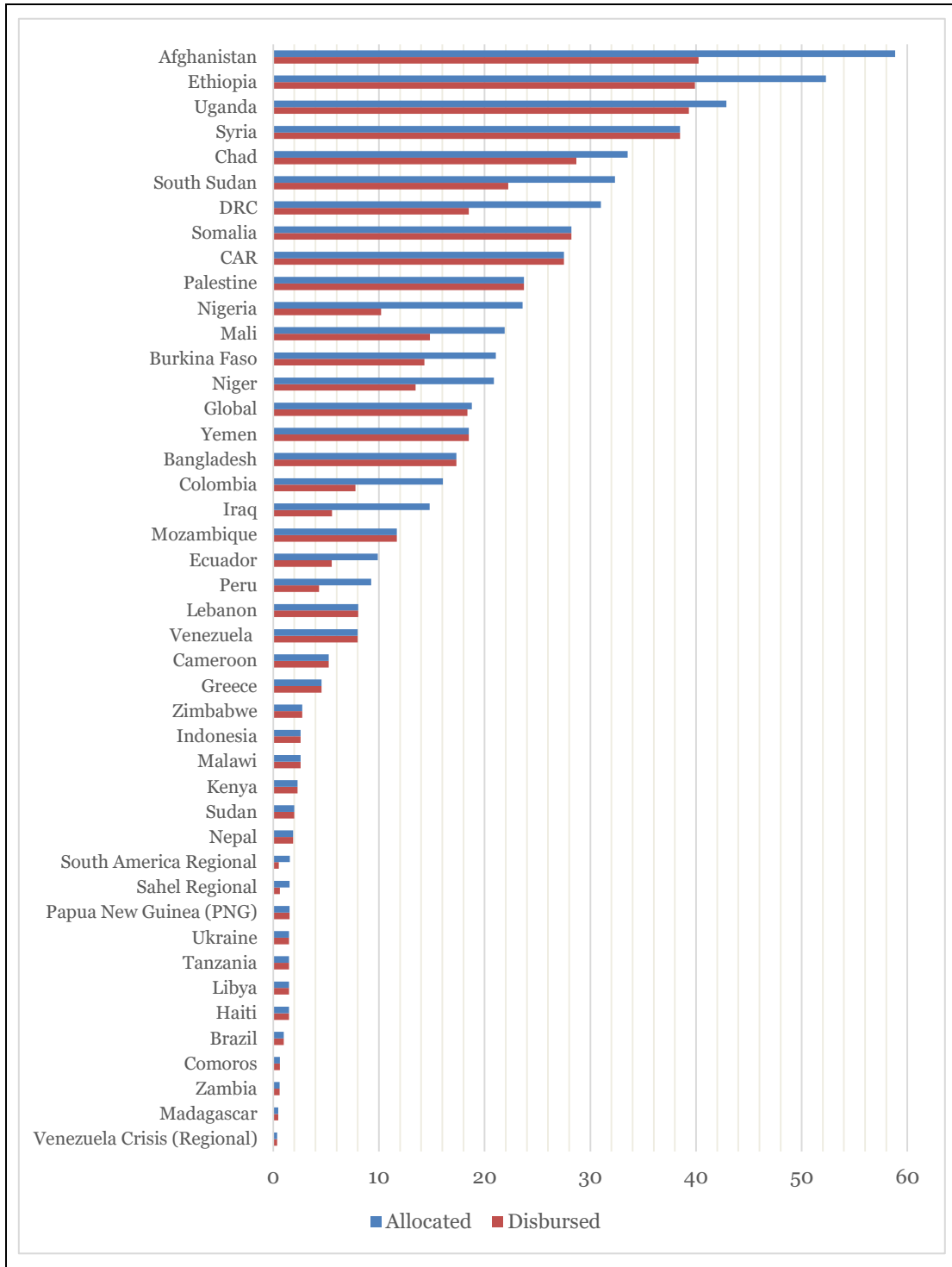


Source: 'Financial DB Master', 7 December 2021

Distribution by country

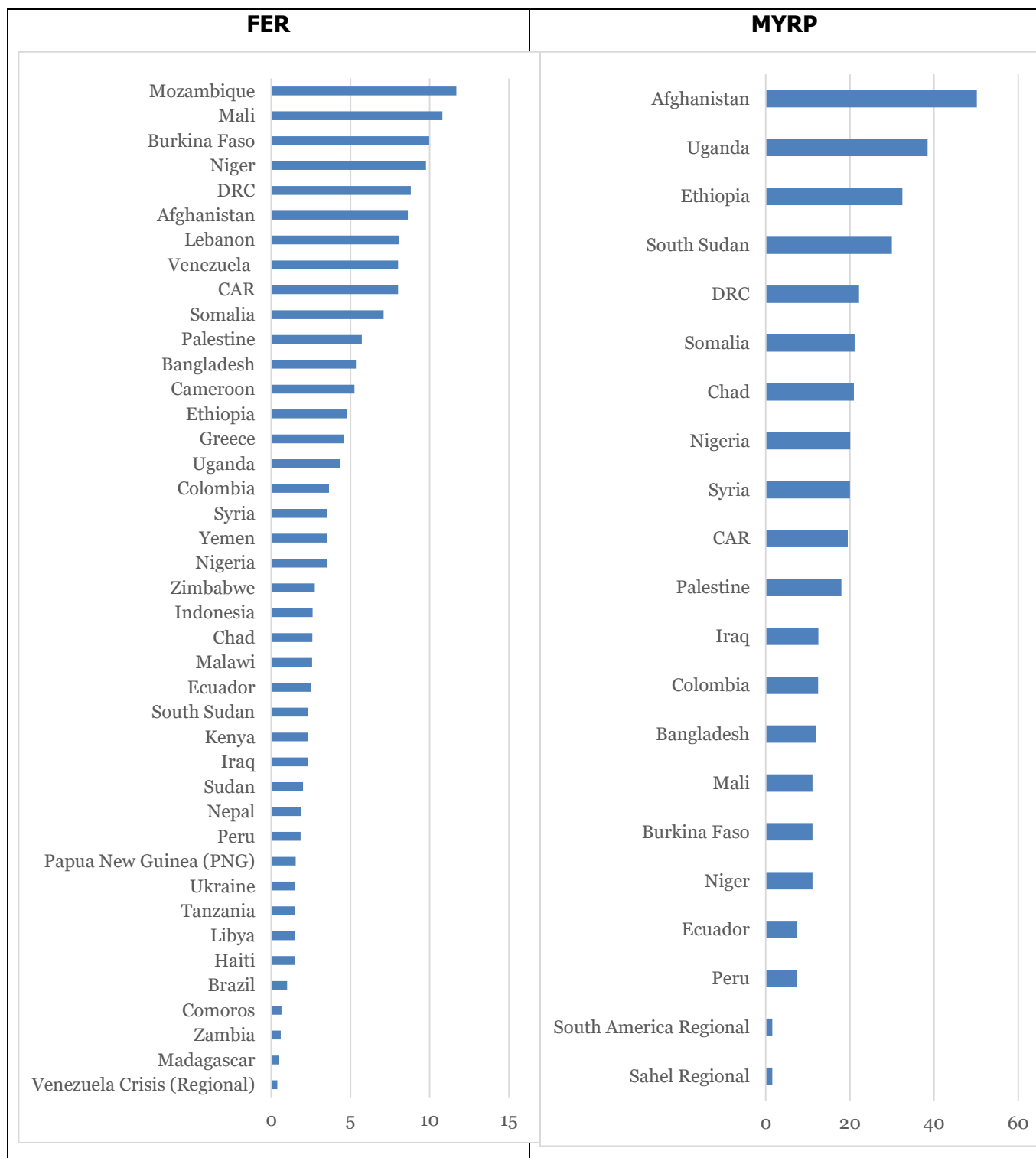
33. A total of 43 different geographical entities (40 countries and three regions) have received grants from ECW. AF grants are always classified as 'global'. As shown in Figure 34 below, there are significant differences in the volume of grants across countries. The top 10 countries received 58.9 percent of allocations and 61.3 percent of disbursements to date. As shown in Figure 35 below, the FER modality has been deployed in a total of 40 countries and one region (regional grant). The MYRP modality has been deployed in 19 countries and two regions (regional grants).

Figure 34 ECW allocated and disbursed grants per country 2016-2021 in USD m



Source: 'Financial DB Master', 7 December 2021

Figure 35 Total FER and MYRP allocations (USD m) per country 2016-2021

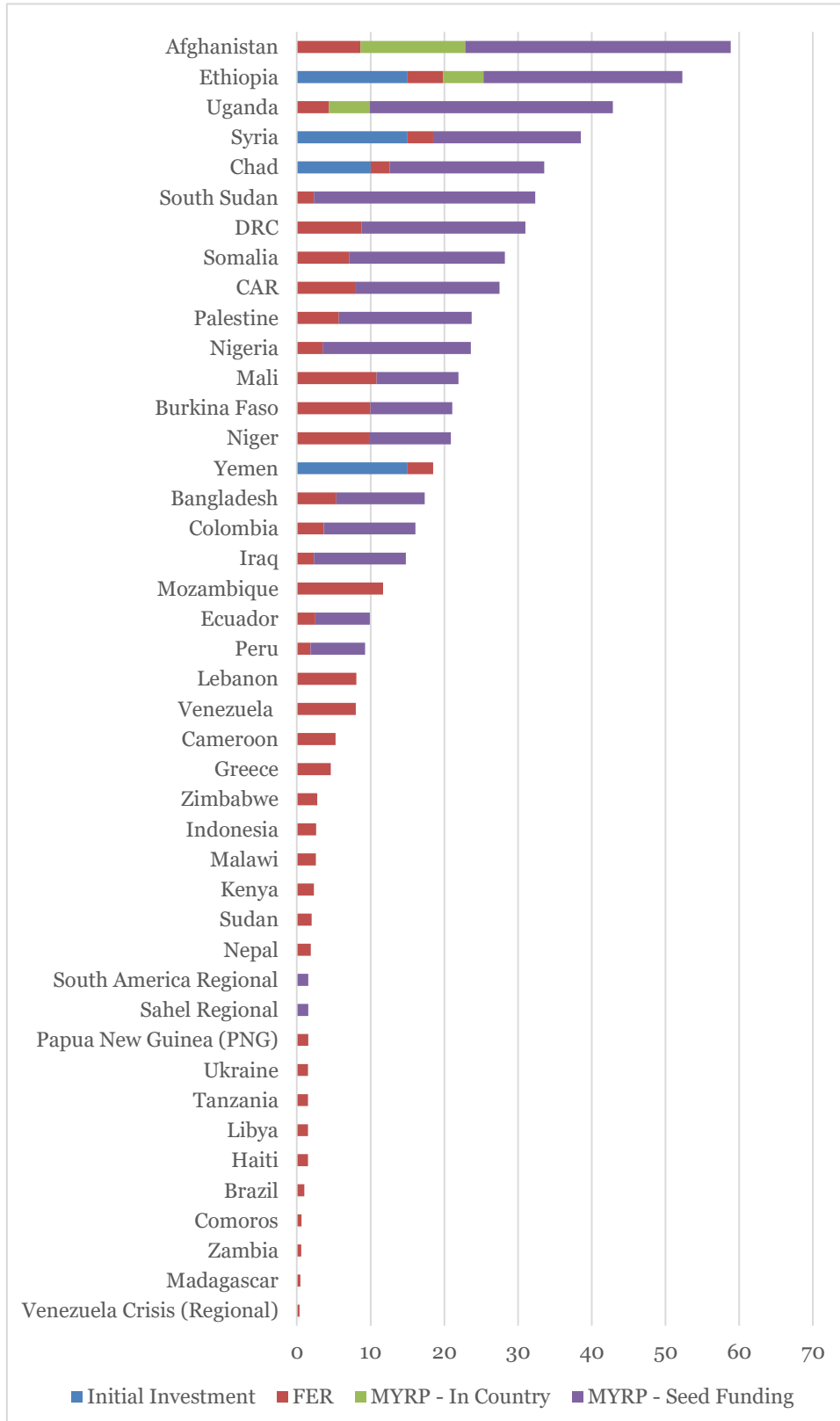


Source: 'Financial DB Master', 7 December 2021.

Note: the volume of MYRPs is much larger, hence the different scales for the two graphs.

34. Looking at the type of grants, received by country/region (Figure 36 below), 20 geographical entities have received a combination of grants from two or more facilities. There are only three countries which have received grants from three facilities (Initial Investment, FER and MYRP, counting MYRP seed funding and MYRP in-country funding as one facility). The most common combination is FER + MYRP grants (19 cases). Countries/regions with only one type of grant add up to 23.

Figure 36 ECW grants per country/region and type, USD m



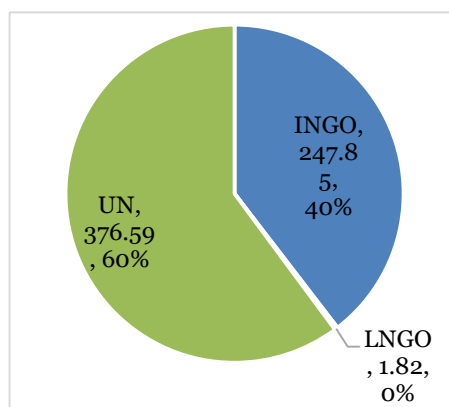
Source: 'Financial DB Master', 7 December 2021

Grantees

Allocations by type of grantee

35. ECW divides grantees along three different categories: UN system, International NGOs (INGOs) and local NGOs (LNGOs). By category group, the largest recipient of ECW grants has been the UN system with 60.1 percent of total grants. The second largest group is INGOs with 39.6 percent. Local NGOs have accounted for just 0.3 percent of total ECW grants (see Figure 37 below).⁵⁶

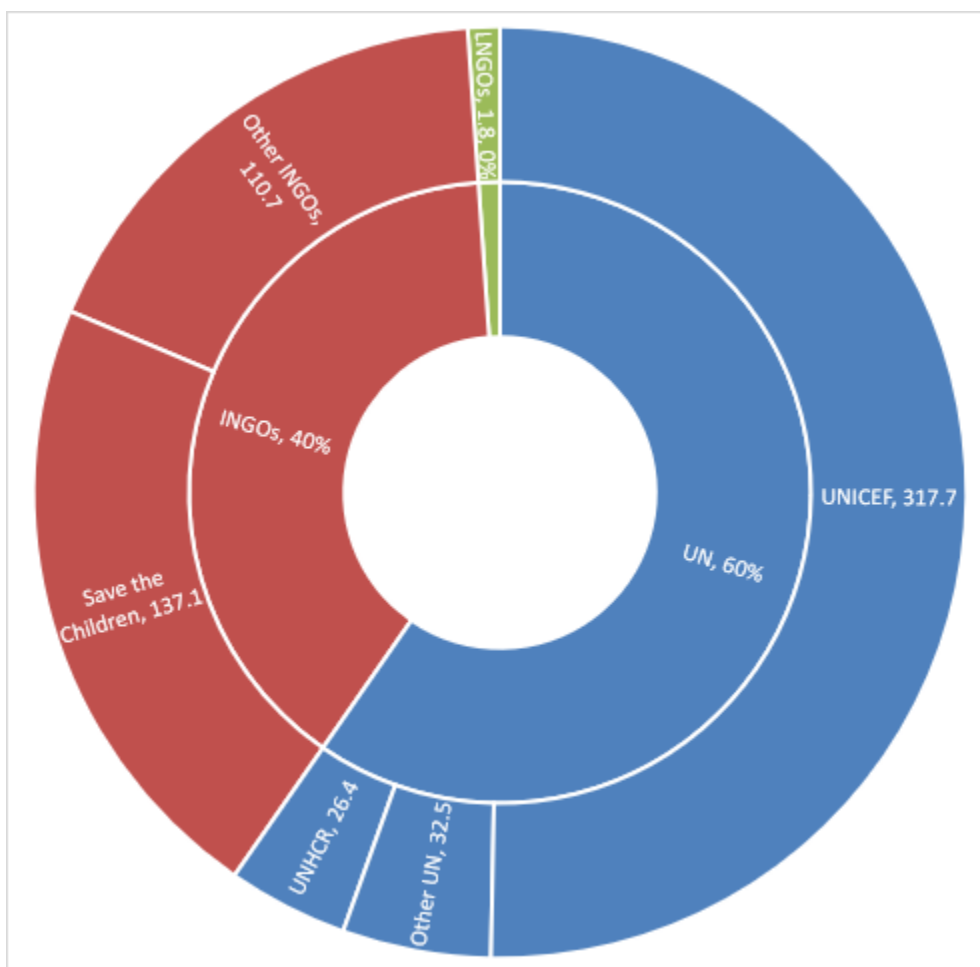
**Figure 37 ECW allocated grants per type of grantee 2016-2021
USD m and % of total grants allocated**



Source: 'Financial DB Master', 7 December 2021

36. Within the UN category, UNICEF is the dominant recipient; among INGOs, Save the Children dominates (Figure 38 below).

⁵⁶ As explained in the previous section, ECW does not differentiate between lead grantees and other grantees, for example in FER operations.

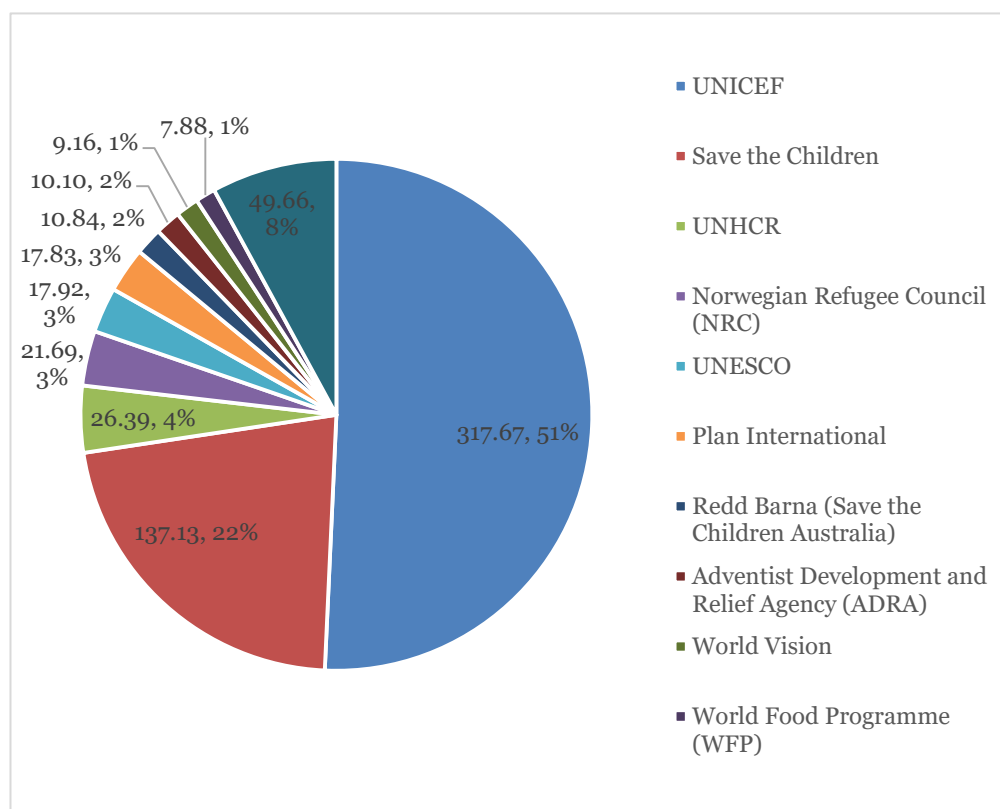
Figure 38 ECW allocated grants by type of grantee, detailed breakdown, 2016-2021

Source: 'Financial DB Master', 7 December 2021

Concentration and diversity of grantees

37. In terms of number of grantees, the largest group is INGOs with 61 grantees, followed by the UN system (7) and LNGOs (4). However, despite the relatively large number of grantees, grants have been extremely concentrated in just a handful of grantees (Figure 39 below shows aggregate shares). Two grantees alone accounted for 72.6 percent of total grant allocations. UNICEF accounted for 50.7 percent of all grants (84.4 percent of all grants to the UN system). Save the Children accounted for 21.9 percent of all grant allocation (59.7 percent of grants to INGOs). As shown in Figure 39 below, these two recipients are followed at a distance by UNHCR, Norwegian Refugee Council, UNESCO, Plan International, and others.

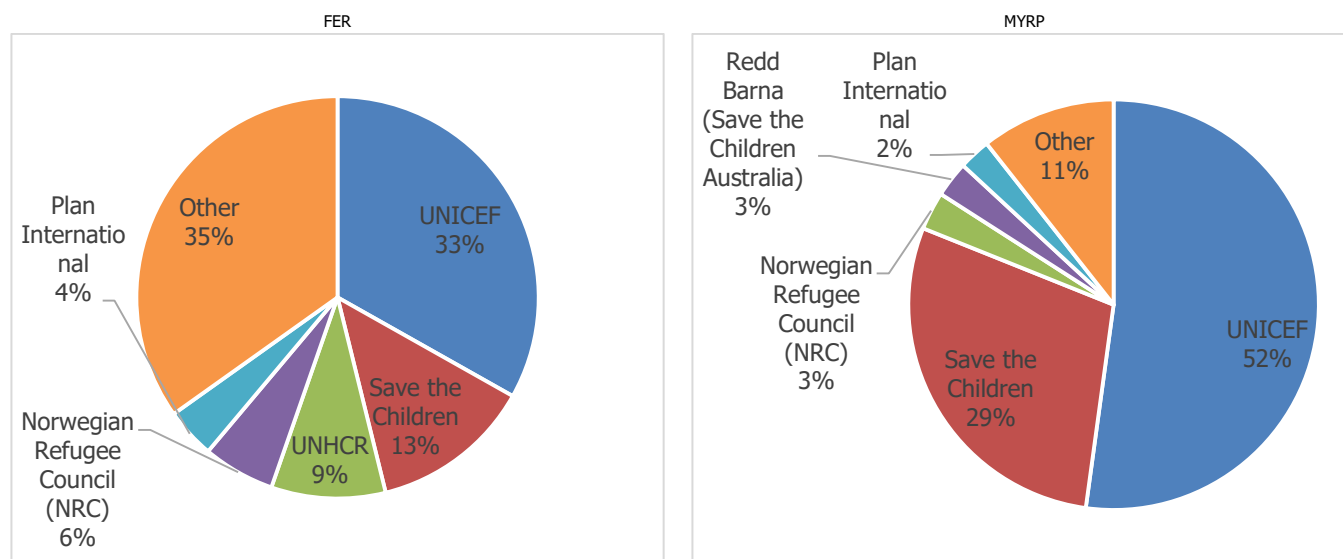
Figure 39 Top 10 ECW grantees in USD m and % of total grants 2016-2021



Source: 'Financial DB Master', 7 December 2021

38. At the modality level, UNICEF is the main recipient of funds across all modalities, including the Initial Investment. The share of funding going to UNICEF is the smallest in the AF (34 percent) and was highest in the Initial Investment (100 percent). The modalities with a higher concentration of funding are the Initial Investment and the MYRP (11 percent going to 'other' grantees not in the top five). The FER and the AF are more diverse with 35 percent and 30 percent of funding going to grantees not in the top five. (See Annex L for analysis of Acceleration Facility grants.)

Figure 40 FER and MYRP top 5 grantees 2016-2021

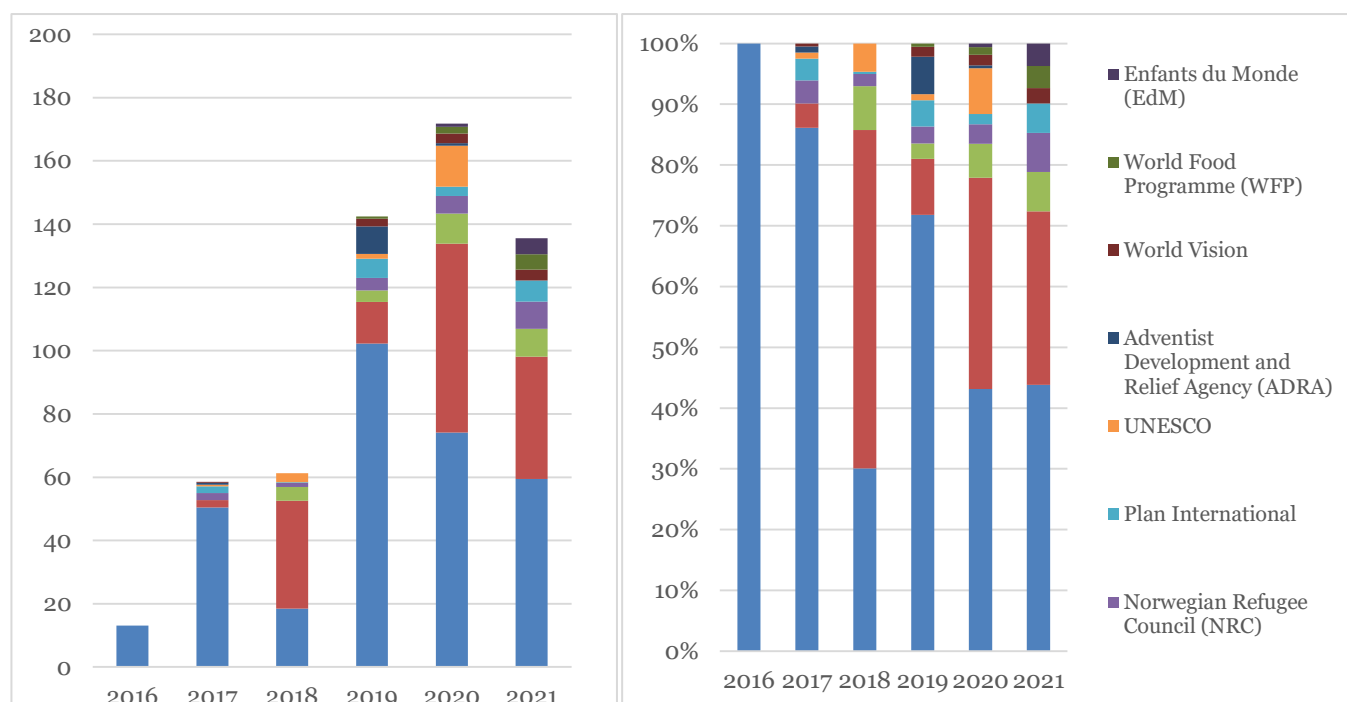


Source: 'Financial DB Master', 7 December 2021

39. When looking at grant recipients over time (see Figure 41 below), UNICEF remains the largest recipient in most years, followed by Save the Children, however, the share of these two organisations

in total allocations seems to have decreased in recent years. Although the trend is short and UNICEF and Save the Children are still dominant, it looks like the grantees are becoming more diverse.

Figure 41 Evolution of top 10 grant recipients 2016–2021 by value USD m (left and as a share of the total (right))



Source: 'Financial DB Master', 7 December 2021

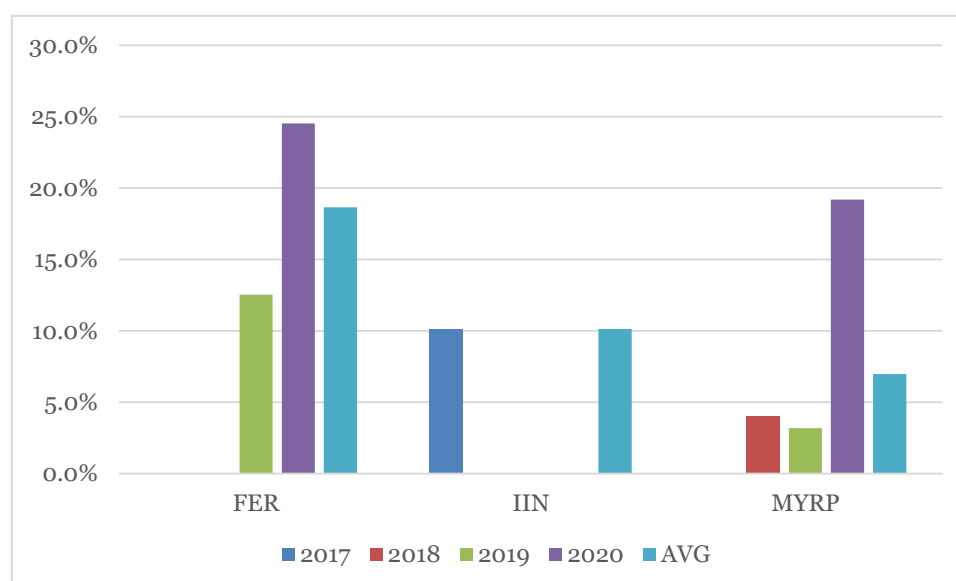
Note: In 2016 all Initial Investments were channelled through UNICEF.

Grants channelled through LNGOs

40. ECW's localisation agenda considers both direct and indirect funding to LNGOs. This is in line with the Grand Bargain commitments to channel "25 percent of humanitarian funding to local and national responders as directly as possible".⁵⁷ As described above, direct support to LNGOs is small. Indirect support is significantly larger (see Figure 42 below). Based on information reported by ECW grantees, it is possible to estimate the share of funds spent by grantees that is channelled through LNGOs. Approximately 11.3 percent of all ECW grant expenditure has been transferred to LNGOs according to existing reporting. The definition of local NGOs used by ECW only counts organisations that are registered in the country and only have operations within the country. Branches of INGOs registered in the country are excluded from this definition. On average, the FER has relied on LNGOs to a greater extent than the MYRP. In both cases, there is a significant increase in the amount of funds channelled through LNGOs recorded in 2020. Approximately 24.5 percent of FER expenditure in 2020 was channelled through LNGOs. The figure for the MYRP in the same year is 19.2 percent. The database is built on grantee reports and might not be fully accurate.

⁵⁷ See The Grand Bargain—A Shared Commitment to Better Serve People in Need. Istanbul, 23 May 2016.

Figure 42 Funds transferred by ECW grantees to local NGOs, 2017–2020 as a share of expenditure, per year and facility



Source: ECW Absorption Rate, 27 January 2022.

ECW grant objectives and beneficiaries

Grant objectives

41. An analysis of grant objectives was performed in the FER evaluation based on the 'Quant database'. According to ECW staff, they are currently transitioning to a new financial reporting format. The process is expected to extend well into 2022. The new system includes markers (e.g. gender and disability) and intervention codes. The new system will start reporting from 2021 onwards. The previous system ('Quant database') contains data until 2019 and can be mined for data. According to ECW it should be possible to reconcile intervention codes between the new system and the 'Quant database'. However, there will be a gap of one year in the data between the two systems (2020). Accordingly the OrgEval has not attempted further analysis by objectives (however, a breakdown of AF grants by objectives is included in Annex L).

Grant beneficiaries

42. ECW keeps a record of beneficiaries ('children reached') broken down by instrument and population group. Data is reported at the grant level. Data presented below was last updated on 3 August 2021. In addition, beneficiary data cannot be broken down per year, though the data can be broken down by individual grant. One limitation when looking at the data is the differentiation between "Other affected populations (including Host populations)" and 'Unknown' beneficiaries.

43. Beneficiary figures count children and people who have benefited from ECW grants, but they do not differentiate between those who have been lightly reached by part of an intervention and those more fully served by a package of interventions. They also do not differentiate between those reached once within a grant and those supported multiple times (e.g. through different interventions supported by the grant). Table 21 and Table 22 below present the available data for the FER and MYRP modalities. FER data is broken down for the Covid related and non-Covid related grants.

**Table 21 FER beneficiaries by sex and target group
(totals to December 2021)**

Population group	Total targeted	Total reached	Female targeted	Female reached	Male targeted	Male reached
Non-Covid FER						
Children with disabilities	45,926	36,957	22,612	17,278	22,371	19,445
IDP	516,383	394,808	273,006	195,163	243,377	194,103
Other affected populations (including Host populations)	973,044	1,748,744	500,844	849,491	470,209	887,703
Refugee	965,773	796,474	492,374	404,656	473,399	391,817
Unknown	710,367	289,885	355,933	145,337	354,434	144,548
Total	3,612,987	3,906,563	1,827,417	1,942,954	1,747,445	1,963,609
Covid only FER						
Population group	Total targeted	Total reached	Female targeted	Female reached	Male targeted	Male reached
Children with disabilities	277,278	67,315	136,179	33,164	141,099	34,151
IDP	887,264	1,218,556	451,439	626,827	435,826	591,729
Other affected populations (including Host populations)	11,657,899	16,957,158	6,200,352	8,845,710	5,457,547	8,111,448
Refugee	1,610,729	1,625,913	797,969	785,842	812,760	840,089
Unknown	15,982,372	7,290,628	8,271,232	3,828,239	7,711,140	3,462,389
Total	34,469,191	30,717,048	17,817,006	15,930,000	16,431,186	14,787,029

Source: ARR 2021 Combiner.

**Table 22 MYRP beneficiaries by sex and target group
(totals to December 2021)**

Population group	Total targeted	Total reached	Female targeted	Female reached	Male targeted	Male reached
Children with disabilities	49,101	25,814	26,538	12,277	22,563	13,537
IDP	487,400	292,027	261,351	141,615	226,049	150,412
Other affected populations (including Host populations)	1,328,079	1,237,461	651,360	580,834	676,719	656,627
Refugee	645,272	867,546	322,210	414,651	323,062	452,895
Unknown	1,083,829	107,315	518,324	63,066	565,505	44,249
Total	3,544,580	2,605,127	1,753,245	1,252,389	1,791,335	1,352,738

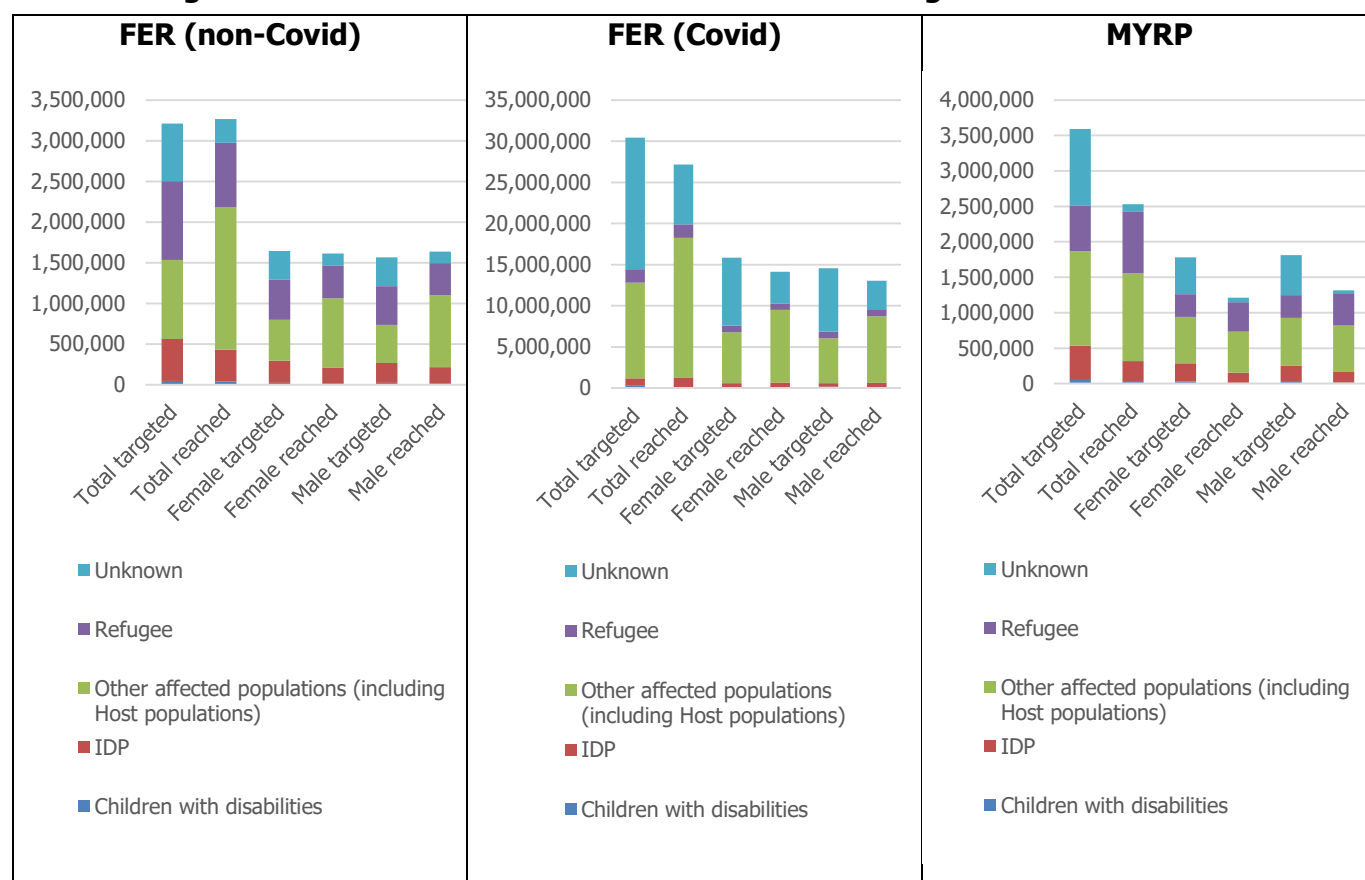
Source: 'Children Reached ECW', 3 August 2021.

44. Beneficiary figures help to illustrate some important points (see Figure 43 below). The FER has a much stronger focus on reaching beneficiaries during emergencies, while the MYRPs have a stronger focus on processes and support more collaborative education responses, shifting the focus to joint analysis, multi-year planning and joint programming.

45. In general terms, the non-Covid FERs have met the total beneficiary target, but they failed to reach the expected number of children with disabilities, refugees and IDPs. Covid-related FERs have failed to meet the overall objective. In terms of population groups, overall performance is good, except in the case of children with disabilities. The MYRPs have failed to reach the expected number of beneficiaries. The population groups with a larger gap in relation to target figures are IDPs with refugees and children with disabilities following at some distance. All the groups (Covid FER, non-Covid FER and MYRP), include large number of 'unknown' population groups. The figures for the Covid-related FER suggest that the difference between 'Other affected populations' and 'Unknown'

beneficiaries is not clear or that the categorization in the data collected by partners might have changed over time.

Figure 43 ECW FER and MYRP beneficiaries to August 2021 in millions



Source: 'Children Reached ECW', 3 August 2021.

Timeliness analysis

ECW data on timeliness

46. A dataset developed by ECW for the 2021 annual report has been used as the basis of the timeliness analysis that follows. As discussed below, the dataset does not include all milestones and steps. Table 23 below shows the average number of days between three key milestones for the FER and the MYRP windows.

Table 23 Summary timeliness analysis for FER and MYRP grants 2018–2020⁵⁸

Start year	Grants #	Days from appeal/emergency to start date	Days from appeal/emergency to disbursement	Days from start date to first disbursement
FER 2018	7	117.0	126.4	9.4
FER 2019	37	105.9	128.9	23.0
FER 2020	112	62.2	81.7	19.5
FER objective	-	-	56	

⁵⁸ 'Appeal date' is date when the humanitarian/emergency appeal was launched; 'Start date' is the date the project is scheduled to start as per the proposal; 'Disbursement date' is the date the funds were transferred to the grantee; 'Scoping date' is the date the in-country preparation and scoping work started.

Start year	Grants #	Days from appeal/emergency to start date	Days from appeal/emergency to disbursement	Days from start date to first disbursement
MYRP 2018	8	259.8	343.0	83.2
MYRP 2019	15	326.4	376.5	50.1
MYRP 2020	14	115.8	210.7	94.9
MYRP objective	-	-	180	

47. Three main findings arise from the data:

- There was a significant improvement in the timeliness of FER and MYRP grants in 2020 compared to previous years. In 2020, for emergency Covid-19 grants, the ExCom waived the 'conflict of interest' rule that requires all UNICEF proposals to be shared with the ExCom on a non-objection basis. This waiver alone is likely to have shortened the time by a few days and can explain some of the savings.
- Performance remains far from the objectives set by ECW of eight weeks (56 days) between appeal/emergency and disbursements for FER grants and six months (180 days) between scoping/development and disbursements for MYRP grants.
- The average gap between start date and first disbursement (up to three weeks for FERs, and up to three months for MYRPs) could be linked to the fulfilment of FSO requirements.

Comparative performance on timeliness

48. ECW's timeliness analysis has been compared with a set of other organisations (see Table 24 below). Timeliness data has been found for the GPE, OCHA's Emergency Response Fund (ERF), the UN's Central Emergency Response Fund (CERF) and the Global Fund. Detailed timeliness data is scarce and not always based on the same milestones, but the comparison does provide some indication about the comparative performance of ECW against other humanitarian actors. All comparator timeliness data refers to emergency funding and should be compared with the FER modality.

49. ECW's timeliness analysis starts with the appeal, while most data for comparators starts with the submission of the application. Considering this difference, the FER seems faster than the Global Fund's Covid-19 Response Mechanism and probably comparable to the GPE. The ERF and CERF are faster, but they target UN agencies and funds. If one considers the time required for CERF funding to reach the partners of the recipient UN agency/fund, the total number of days required are comparable to the FER.

Table 24 Timeliness data from comparator organisations

Organisation/Fund	Publication year	Start milestone	Final milestone	Average days	Comments
GPE, support for Response to the Covid-19 Crisis	2021	Application received	Approval	32	Based on 66 grants. Approval days range from 7 in Rwanda to 77 in Mali
GPE, general grant proposals	2021	Application received	Approval	52	
Global Fund Covid-19 Response Mechanism	2021	Notification	Submission of proposal	51	Some took up to 163 days
		Application	Approval	~60 days	72% of funds were approved within two months of receiving first applications
		Notification	Approval	~111 days	Adding previous entries

Organisation/Fund	Publication year	Start milestone	Final milestone	Average days	Comments
OCHA's Emergency Response Fund (ERF)	2013	Application	First payment	37.9	Based on 12 countries
CERF, rapid response grants	2011	Application	Approval	3.5 (2010) 8.5 (2006)	Funding goes to UN agency/fund
		Application	UN recipient forwards funds to partners	92	
CERF, underfunded emergency grants	2011	Application	UN recipient forwards funds to partners	132	

Sources:

- Aslam, M. & Rawal, S. (2021). Formative Evaluation of GPE's Support for Response to the COVID-19 Crisis.
- Thompson, D. E et al. (2013). The Global Evaluation of Emergency Response Funds (ERFs). Final Report. OCHA
- Global Fund (2021). Audit of COVID-19 Response Mechanism (C19RM). The Global Fund Office of Inspector General, Geneva
- Channel Research (2011). 5-Year Evaluation of the Central Emergency Response Fund (CERF). Synthesis Report: Final Draft. An independent evaluation commissioned by OCHA

ECW's human resources

Secretariat staffing

50. Table 25 below presents a snapshot of ECW staffing over the period 2016–2021. The snapshot is taken on 31 December each year in order to allow for a comparison across years. The table presents sex-disaggregated data for ECW staff, including the contractual relationship and staff category. The table does not include interns, who generally stay for less than a year and are not recorded in staff lists.

Table 25 Overview of ECW staff 2017-2021⁵⁹

Type/sex	2017	2018	2019	2020	2021
Total staff	12	15	23	24	26
Female	6	7	10	10	14
Male	6	8	13	14	12
By contractual relationship					
Staff	10	14	21	23	24
Female	5	7	10	10	12
Male	5	7	11	13	12
Seconded	2	1	2	1	2
Female	1				2
Male	1	1	2	1	
By category					
Management/Director (D)	1	1	2	1	1
Female	1	1	1	1	1

⁵⁹ In 2016 4 female staff started out the Secretariat

Type/sex	2017	2018	2019	2020	2021
Male			1		
Professional (P)	9	12	19	21	20
Female	3	4	7	7	9
Male	6	8	12	14	11
General service (G)	2	2	2	2	5
Female	2	2	2	2	4
Male	0	0	0	0	1
Interns (not captured in the total above)					
Interns*	N/A	N/A	8	5	10
Consultants (not captured in the total above)					
Consultants*	4	13	18	20	19

Source: ECW finance team, 23 February 2022.

Note: *Indicates total number of interns/consultants during the year. Interns generally have 6-month contracts. Consultants have contracts of variable lengths.

Gender parity and diversity

51. At aggregate level the team composition is quite gender balanced. However, within the professional category, male staff outnumber female staff. At the same time, female employees dominate the 'general service' category. In both cases, the situation can be traced back to 2017 at least.

Staff by grade and units

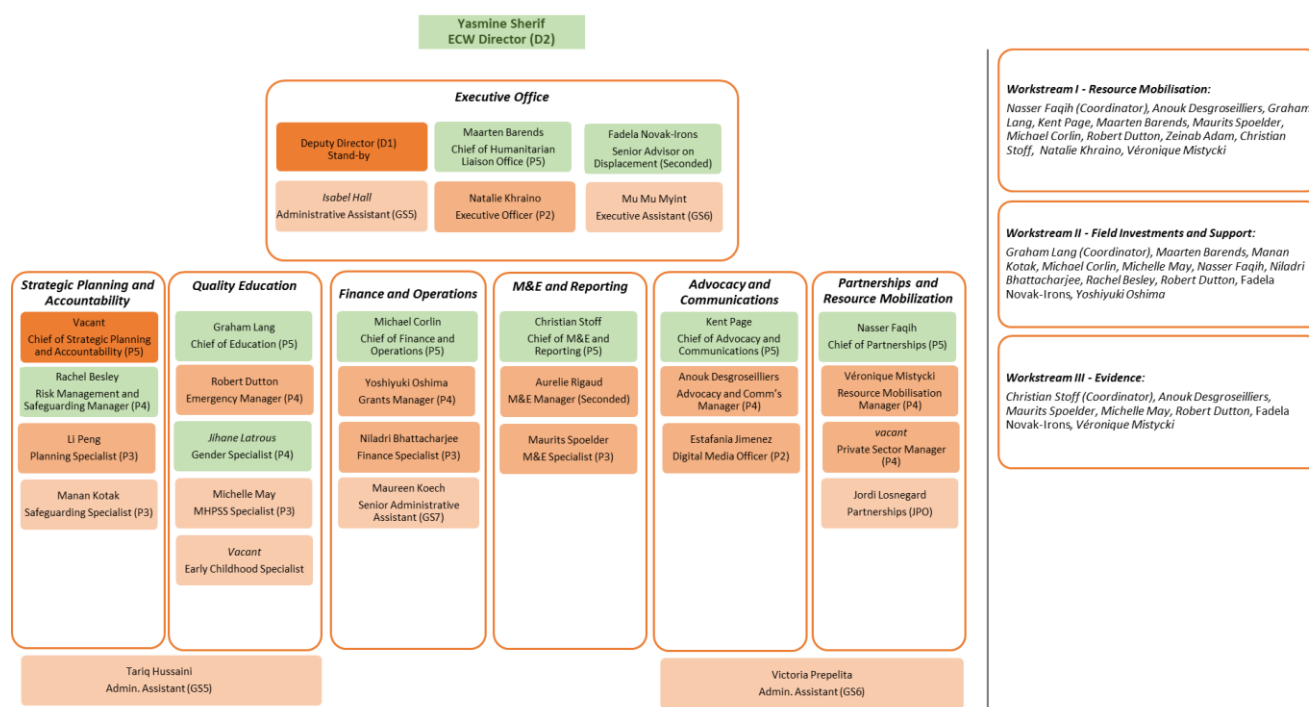
52. According to the ECW organogram dated 30 January 2018, there were 16 staff members (eight female, eight male) in the ECW Secretariat at that time, all based in the New York Head Office and divided into the following units:

- Director
- Chief of Staff
- Management Support
- Accountability, Finance, Governance and Operations
- Advocacy, Communications and Partnerships
- Country Support
- M&E, Data Analysis and Reporting
- Strategic Planning and Policy

53. The most recent organogram, reproduced in Figure 44 below, divides staff into the following units:

- Director
- Executive Office
- Strategic Planning and Accountability
- Quality Education
- Finance and Operations
- M&E and Reporting
- Advocacy and Communications
- Partnerships and Resource Mobilisation

54. It also shows two administrative assistants who work across units (Strategic Planning and Accountability/Quality Education and Advocacy and Communications/ Partnerships and Resource Mobilisation respectively).

Figure 44 ECW Secretariat Organogram, November 2021


55. The intervening years have seen the addition of one P5, two P4s, three P3s, and two P2s (where there were none before), as well as one GS6 and two GS5s. A JPO has also been added under the Partnerships and Resource Mobilisation unit. Concerning secondments, in 2018 there were three: two P5s and one P4; while in 2021 there was one P5 and one P3; in 2022 there is currently one P5 and one P4.

56. The Secretariat's overall gender balance remained almost the same between the organogram iterations described above: exactly 50/50 in January 2018 and 53.5 percent female in November 2021. Although at aggregate level the team composition has remained quite gender-balanced, there are more male than female staff within the professional category – 11 to 8 (11 to 10 if the two female staff seconded in the professional category are counted). Within the categories there is variation, with six male P5s to two female (one seconded; one starting in June 2022), and two male P4s to four female.⁶⁰ At the same time, there are consistently more female employees in the 'general service' category. In the cases of overall distribution across the professional and general service categories, the situation can be traced back to 2017.

Office and staff locations

57. ECW started in an office in New York, and since 2020 also has an office in Geneva, alongside the recently established Geneva Global Hub for Education in Emergencies, a location which is useful in facilitating collaboration among partners in the sector, as well as being closer to many of the countries in which ECW funds operations. The Director, the Advocacy and Communications team, most of the administrative staff, as well as the Strategic Planning and Accountability Team, and the Senior Advisor on Displacement and one member of the Education team (the MHPSS expert) are located in New York, while most of the Education and M&E and Reporting teams are located in Geneva. The Finance and Operations Team and the Partnerships and Resource Mobilisation teams have staff in NY and in Geneva, though the heads of each team work from different cities, as a number of staff have special permission to work from other locations; one P5 is working from Copenhagen and another from Amman. There are other staff and consultants working from other

⁶⁰ One female P4 left in April 2022.

locations in the US, Spain and Mexico. Table 26 below shows the distribution of staff according to location. The geographical distribution has gone from all staff working out of the New York Office in 2018, to 57.1 percent in the New York Head Office, 35.7 percent in the Geneva Liaison Office, and 3.6 percent in Amman and Copenhagen (one staff member each) at the end of 2021.

Table 26 ECW Staff Distribution, November 2021

Location	Number of staff	Level	
Head Office, New York, USA	16 (11f/5m) 2 vacancies	D2 x 1 P5 x 1 P4 x 3 P3 x 3 P2 x 2	GS7 x 1 GS6 x 2 GS5 x 2 Secondment x 1 (P5 [UNHCR level]) Vacancies: D1 x 1 ("stand-by"); P5 x 1
Liaison Office, Geneva, Switzerland (since 2020)	10 (4f/6m) 2 vacancies	P5 x 3 P4 x 3 P3 x 2	JPO x 1 Secondment x 1 (P4) Vacancies: P4 x 1; P3 x 1
Amman, Jordan	1 (m)	P5 x 1	
Copenhagen, Denmark	1 (m)	P5 x 1	
Total	28 ⁶¹ (15f/13m) 4 vacancies	D2 x 1 P5 x 6 P4 x 6 P3 x 5 P2 x 2 GS7 x 1	GS6 x 2 GS5 x 2 JPO x 1 Secondment x 2 (P5 x1; P4 x 1) Vacancies: D1 x 1 ("stand-by"); P5 x 1; P4 x 1; P3 x 1

58. A D1 Deputy Director position is not filled and is listed as "stand-by" rather than a vacancy in the latest organogram. The term 'stand-by' signals that the position is approved by the ECW ExCom and listed in the UNICEF HR system. It is however not vacant, because it is not currently listed as an open position. ECW had decided to await the Organisational Evaluation before drafting the ToR for the deputy director but recruitment to fill this vacancy was approved by ExCom in June 2022. Between October 2019 and April 2020 the Deputy Director position was filled by a UNICEF staff who had worked on managing Payroll and Operations.

⁶¹ This includes secondments.

Annex I ECW's Resource Mobilisation Strategy

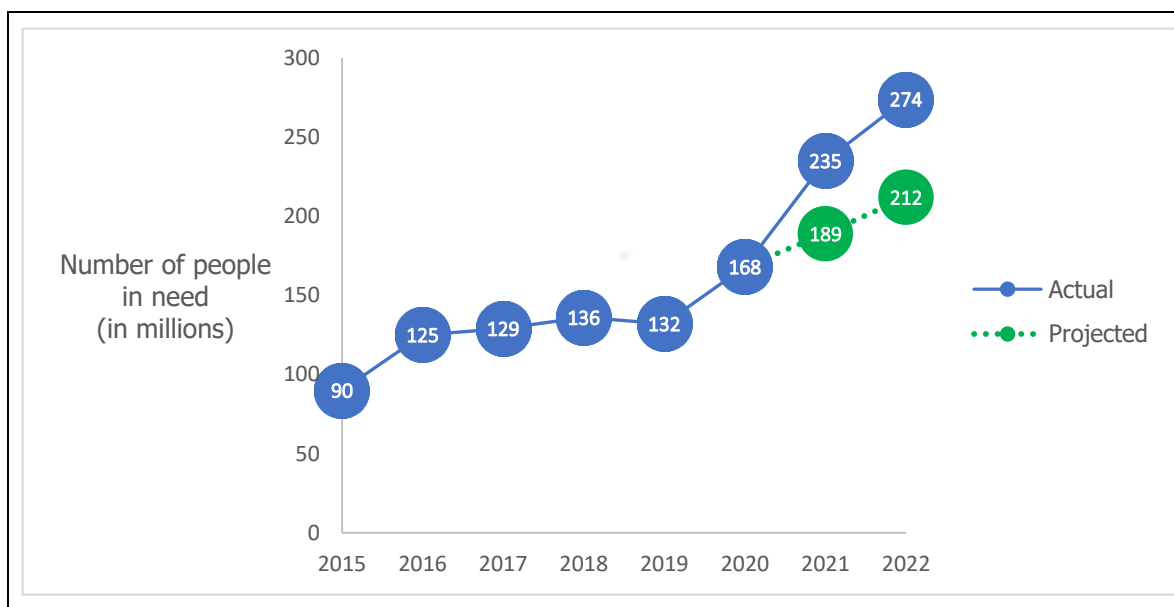
INTRODUCTION

1. This annex notes how ECW's targets for resource mobilisation evolved, and explores the role and concepts of "leveraged" funding within ECW's strategy and reporting on resource mobilisation. Annex J reviews evidence concerning the leverage effects. The annex begins with a review of the global needs and funding gap for EiEPC.

GLOBAL FUNDING FOR EiEPC

2. Recent years have seen a proliferation of humanitarian crises and the number of people in need of humanitarian assistance and protection has tripled from 90 million in 2015 to an estimated 274 million in 2022; as shown in Figure 45 below it has more than doubled since ECW was founded in 2016, when conflict, natural disasters, epidemics and other crises were already considered to pose a serious threat to achieving the Sustainable Development Goal for Education (SDG4). The actual numbers of people in need over the last two years significantly exceeded estimated figures expected at the end of 2019 (OCHA, 2019). According to the most recent Global Humanitarian Overview by the Office of the Commissioner for Humanitarian Affairs (OCHA, 2022), the main drivers of humanitarian needs have been political conflicts, climate disasters and the Covid-19 pandemic.

Figure 45 Global Humanitarian Needs, 2015-2022



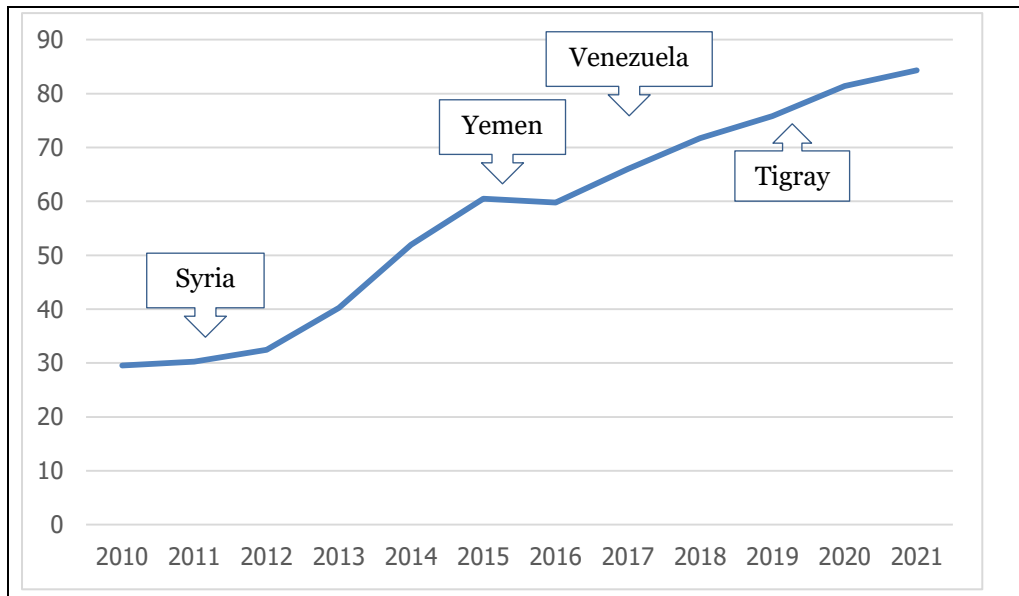
Source: based on Global Humanitarian Overviews, 2015-2022 (OCHA, 2015, OCHA, 2016, OCHA, 2017a, OCHA, 2018, OCHA, 2019, OCHA, 2020, OCHA, 2021, OCHA, 2022).

3. Past and ongoing crisis and conflicts in Syria, Yemen, Venezuela and Tigray (see Figure 46 below), silent crisis in the Sahel and now Ukraine have forcibly displaced millions of people across the globe. In 2020, the Covid-19 pandemic swept across the world plunging 97 million people into poverty.⁶² In 2022 these numbers could increase further if the conflict in Ukraine leads to a global food crisis.

4. Global humanitarian aid has increased, but, as shown in Figure 47 below, humanitarian funding has represented a gradually smaller share of global humanitarian requirements. Please, note that it is possible that the OCHA database does not yet reflect all 2021 financial flows. The 2020 data could also be affected albeit to a lesser extent.

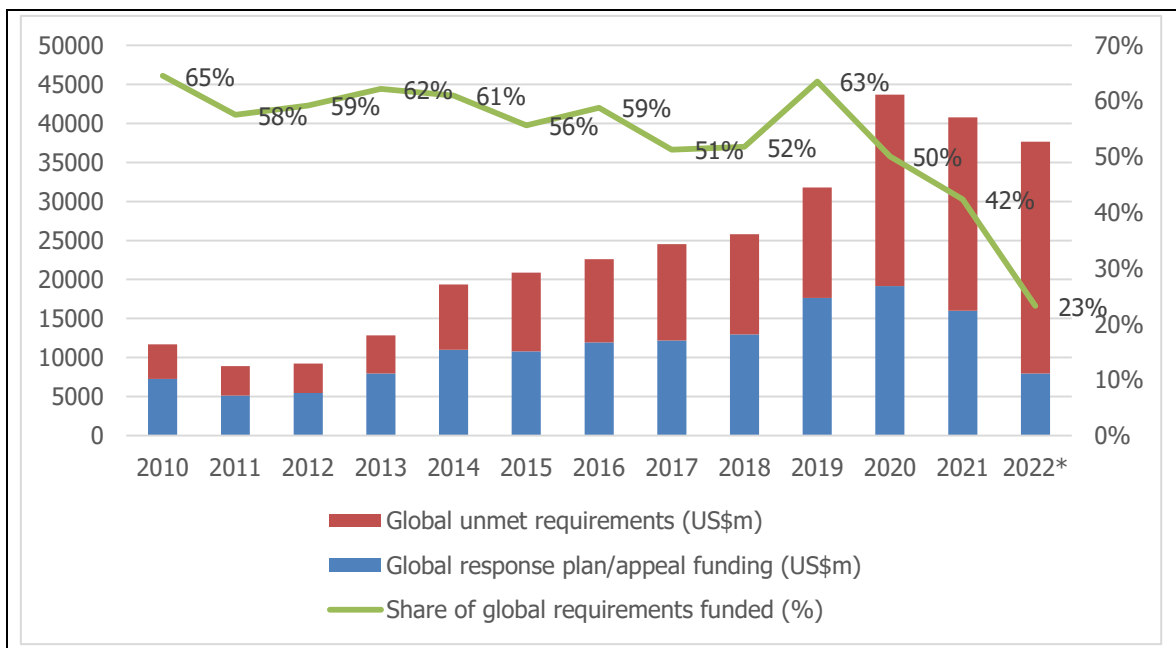
⁶² See World Bank estimates on the impact of Covid-19 on poverty. See: <https://blogs.worldbank.org/opendata/updated-estimates-impact-covid-19-global-poverty-turning-corner-pandemic-2021>

Figure 46 Crises causing forced displacement 2010-2021



Source: United Nations High Commissioner for Refugees, last updated on 21 November 2021

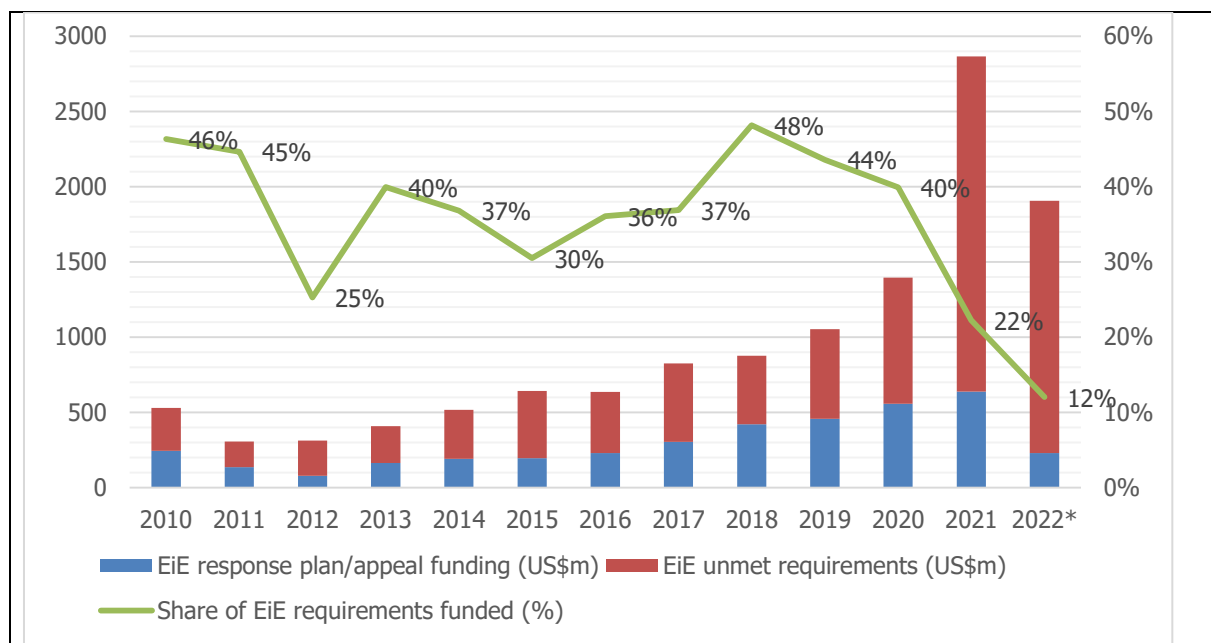
Figure 47 Global response plan/appeal funding, unmet needs and share of global requirements funded 2010-2022



Source OCHA FTA database. Data as of 25 May 2022. *2022 contains partial data.

5. In the context of EiE (Figure 48 below), we can observe a similar trend. Both requirements and actual funding have increased steadily since 2011. As a share of total requirements, funding is variable, but relatively stable until 2021, when requirements suddenly double due to the Covid-19 pandemic. While 2021 EiE funding increased compared to the previous year, the shortfall compared to actual needs is much larger.

Figure 48 EIE response plan/appeal funding, unmet needs and share of Eie requirements funded 2010-2022



Source OCHA FTA database. Data as of 25 May 2022. *2022 contains partial data.

ECW RESOURCE MOBILISATION TARGETS

6. The resource mobilisation aspirations for ECW evolved over time, from the targets at and soon after the conceptualisation of the new Eie fund in 2016 to the ambition subsequently articulated in ECW's later Investment Cases. There was also an evolution in how ECW direct funding (ECW Trust Fund) was differentiated from resources indirectly mobilised or leveraged.

7. This section, drawing from a review of published documents and HLSG/ExCom meeting notes, tracks the progression of resource targets from ECW's inception to the current time. Resource mobilization outcomes against targets are considered subsequently.

Original vision for resource mobilisation target

8. The May 2016 report from the Overseas Development Institute (ODI) 'Education Cannot Wait – Proposing a fund for education in emergencies' established a resource mobilisation target for the first five years of the new fund. Specifically, it proposed:⁶³

'The education crisis platform will scale up resource mobilisation over the first five years, commencing with an aim to raise approximately \$150 million in Year 1 and with an ambition to bring in funding at a level of \$1.5 billion in Year 5. This involves an overall 5 year fundraising ambition of \$3.85 billion. Further refinement of cost models and finance mobilisation strategies will need to be developed during incubation of the Platform, with an indicative 'on-ramp' for financing shown below [reproduced as Box 9].' (ODI, 2016a, p23)

⁶³ It also noted that "Ensuring a single place for new funding to flow to can build a simple and compelling case for channelling these resources via the platform for maximum efficiency." (ODI, 2016a, p23).

Box 9 Projected growth in funding to meet ambition (ODI,2016)**Table 7: Projected growth in funding to meet ambition**

	Year 1	Year 2	Year 3	Year 4	Year 5
Total children and young people targeted	1,360,000	3,400,000	6,120,000	9,520,000	13,600,000
Total funding required (\$)	\$153 million	\$383 million	\$689 million	\$1 billion	\$1.5 billion

Notes: Costing assumptions are based on updates to ODI calculations drawn from analysis prepared for the Oslo Summit. Key assumptions to this calculation include (i) recognition that cost per child is based on a standard set of education inputs commonly used in emergencies, but would vary considerably by country and context; (ii) total education cost across affected countries averaging at \$156 per child, with domestic resources on average contributing at least \$43 per child, and a resulting financing gap of \$113 per child; (iii) a 'crisis premium' that builds in between 20-40% additional costs to take into account crisis-specific logistics, security or protection costs, among others; and (iv) the fact that the education crisis platform should support, as an early priority, review of these and other global costings as well as development of country-specific cost models that would roll up to contribute to global estimates.

Source: ODI, 2016a.

9. This ambition was reflected in the undated 'Education Cannot Wait – a fund for education in emergencies – An Investment case' (ECW, n.d.(c)) from prior to the establishment of the fund. This Investment Case acknowledges a USD 8.5bn funding gap and goes on to establish a goal to 'increase the number of children and youth benefitting from access to quality education each year from 1.4 million in year 1 to 13.6 million in year 5', as shown in Table 27 below.

10. It was anticipated, in line with the ODI paper, that one of the key results of the fund would be 'at least \$3.85 billion of additional funds disbursed by 2020' (ECW, n.d.(c), p9). Given the reported USD 8.5bn funding gap per year, this will have represented around 9 percent of the gap over the entire five years rising to 17.5 percent for the final year.

Table 27 Beneficiary and Financing Targets from ECW's First Investment Case

	Year 1	Year 2	Year 3	Year 4	Year 5
Total children and young people targeted	1,360,000	3,400,000	6,120,000	9,520,000	13,600,000
Total funding required (\$)	\$153 million	\$383 million	\$689 million	\$1 billion	\$1.5 billion

Source: ECW, n.d.(c). Figure 2.

Note: The five-year total implied is USD 3.725bn.

11. The early governance documents also refer to this level of resource aspiration. For example:

- ExCom Meeting 11th July 2017:

'ECW had ambitious financing targets, designed to help meet the severe under-funding for the 75 million children whose education was affected by crisis. These targets (amounting to over \$3.5 billion over 5 years) were inspiring but also very challenging, and required a great deal of cooperation between partners, with support from Executive Committee and HLSG, as well as dedicated Secretariat capacity.'

- HLSG Meeting 19th September 2017:

'Yasmine Sherif noted that ECW was close to reaching the financial target for 2017 – US\$153 million. For next year's target of US\$383 million, resource mobilisation needed to be scaled up with everyone's support and collaboration.' (Mokoro note: the latter number is aligned to the resource mobilisation trajectory which would have delivered a cumulative USD 536 million by 2018 – see Box 9 above.)

Targets in the Strategic Plan 2018–2021

12. The Strategic Plan 2018 – 2021 (ECW, 2018a) appears to imply the same resourcing trajectory but makes clear that the amounts represent ‘*Total funding raised and leveraged* by ECW at country and global level’ (emphasis added). The SP emphasises leveraging as follows:

Through its unique mandate and modalities, ECW:

Leverages additional financing for education in emergencies: ECW pursues the recommendations of the High-Level Panel on Humanitarian Financing. ECW works with emerging and non-traditional donors, private sector organizations and foundations, in addition to traditional donors. It is committed to also generating additional funds through innovative financing mechanisms.

As a funding mechanism, ECW was created to “grow the pie” for the sector, and calls for “more for everyone” on the ground. As such, it supplements, as opposed to competing with, implementing agencies for programming funds.

ECW’s multi-year joint programmes provide a predictable funding vehicle against inclusive and clearly designed objectives, outcomes and robust results frameworks. This also leverages financing from the multilateral aid architecture. (ECW, 2018a, p9)

It is estimated that a total of US\$3.7 billion over the period 2018-2021 will be required to reach 8 million children and youth by 2021. This amount is based on an estimate of a per capita cost for beneficiaries and **represents both the resources to be directly raised and passed through ECW and those to be leveraged by ECW as a result of its efforts.** (Footnote: These different shares will be further defined in 2018 as ECW develops its resource mobilisation strategy.) (ECW, 2018a, p19, emphasis added)

13. This is reflected in the Results Framework attached to the Strategic Plan (see Box 10 below). The funding indicator baseline of USD 153 million and target for 2021 at USD 1.5 billion is equivalent to the resource growth profile already noted in Box 9 and Table 27 above. However, the overall goal for the number of 3–18 year olds reached is now set at about 8 million, compared with 13.6 million in the earlier targets.

Box 10 Extract from SP 2018–2021 Results Framework

NO.	INDICATORS	BASELINE (2017)	TARGET 2021
ECW Goal: By 2021, ECW-supported interventions will be reaching 8 million crisis-affected girls, boys, and youth, including from marginalized groups, resulting in improving their learning outcomes and enhancing their socio-emotional wellbeing and employability.			
1	Number of 3-18 years old children and youth reached with ECW assistance.	369,346	7,800,000
STRATEGIC RESULTS			
Output 1: Increased political support to education for crisis-affected girls and boys			
8	Overall annual funding to education in emergencies as a % of global humanitarian funding.	2.0% (4.0% of sector specific funding)	4.2% (5.4% of sector specific funding)
Output 2: Increased education in emergencies funding for in-needs populations			
11	Total funding raised and leveraged by ECW at country and global level, disaggregated by budget type (humanitarian, other)	Target: US\$153,000,000	US\$ 1,500,000,000

Source: ECW, 2018a, Annex 3, p31-32.

14. The “Corporate Risk Matrix” annexed to the Strategic Plan highlighted “Financial commitments and resource mobilisation” as a risk, as reproduced in Box 11 below.

Box 11 Extract from SP 2018–2021 Corporate Risk Matrix**ECW STRATEGIC PLAN 2018-21
ASSUMPTIONS AND RISKS**

	Assumptions/Risks	ECW Response
Financial commitments and resource mobilisation	Assumption: Global financial commitments to ODA/SDGs is at least maintained and donor commitment to financing Education in Emergencies - particularly to ECW - increases and broadens 2018-21, including through innovative financing, new donors, and in-country pooled financing.	ECW governance bodies support advocacy and resource mobilisation at global and country levels. ECW demonstrates ongoing ECW results and added value, and takes proactive approach to resource mobilisation (prioritising staff time; cultivating new partnerships; implementing a resource mobilisation strategy and innovative finance plan).
Political and organisational commitment	Assumption: Political and organisational commitment to Education in Emergencies and WHS outcomes, and to ECW in particular, is maintained and increases 2018-21.	Active engagement of ECW governance body Chairs and members in advocacy. ECW supports effective engagement of governance bodies and high-level champions; pursues a clear communications strategy at global and country levels; and demonstrates ongoing ECW results and added value.

Source: ECW, 2018a, Annex 1, p28.

Reassessment of resource mobilisation ambitions*ExCom discussions*

15. It is evident from Governance meeting minutes that there was a recognition that a target of USD 3.85 billion over five years was very challenging, even when partitioned into direct ECW funding and leveraged funds. This was an ongoing topic of discussion between the Secretariat and the governance bodies.

16. ExCom meeting minutes indicate that resource mobilisation targets were being reassessed from early 2018 leading to the consideration of a range of options. This led to the subsequent adoption during 2018 of a revised funding target for the 2019 to 2021 period. A more recent Investment Case has established resource mobilisation targets for 2021 to 2023. The following excerpts from minutes and other documents are informative:

- ExCom Meeting 18th January 2018:
Executive Committee members: 'Clarity was needed on: whether ECW was on track in achieving its goals, how it was performing in terms of efficiency, how money was being spent, policies/procedures for quality assurance, what ECW was doing differently than others, how the 3.85 billion funding target over five years was being counted, and what funding came in for 2017 and what would come in for 2018 out of the US\$172 million mobilized.'
- ExCom Meeting 18th January 2018:
ECW Director: 'On resource mobilisation, ECW's US\$3.85 billion target had been determined by the HLSG and it would be up to ECW's governance bodies to decide whether to keep that target or revise it. But as long as the target was \$3.5 billion by year five, it was logical for ECW to strive to operate at that level of ambition in all its functions.'
- ExCom Meeting 10th July 2018:
Outlining options for ECW resource mobilisation targets – 'These options are based on different choices for: (1) the number of years of predictable funding; (2) the number of countries where ECW will develop MYRPs, and, (3) ECW's contribution to overall needs with 'seed funding'. Gabrielle presented an intermediate model, as the preferred option for the Secretariat. She also explained the difference between 'funding raised' for ECW's trust fund and 'funding leveraged' for ECW MYRPs at country level.'
- ExCom Meeting 28th August 2018:

ECW Director: 'She further highlighted that the goal for 2018/19 is to close the funding gap of \$252 million, so that ECW can deliver what it promised. She emphasized that this amount is 1/4 of the original ambitious target of \$1 billion USD. Thus, while the revision of the original targets was a much necessary exercise, she cautioned not to continue to reduce targets as this would not be a logical direction in building a global fund for EiE. In this regard, she alerted ExCom that more new pledges are needed to meet ECW's objectives.'

- Resource Mobilization Targets August 2018 to December 2021 presented to ExCom August 2018:

This detailed analysis prepared by the Secretariat establishes the additional funding need for the above captioned period. This amounts to US\$ 1836 million after set-off of US\$ 77 million already available. The funding needs splits between ECW and leveraged as to US\$ 688 million and US\$ 1147 million respectively. (ECW, 2018h)

Resource Mobilization Strategy

17. The Resource Mobilization Strategy 2018–2021, dated September 2018, mirrored the funding targets of the August communications referred to above. It summarised financial targets as shown in Box 12 below. This shows a slightly larger target for number of children reached than in the SP (Box 10 above), but with a resource mobilisation target of USD 1 billion, rather than USD 1.5 billion, for 2021. It also 'estimated that a total of US\$ 1.84 billion would be required over the period 2018 to 2021'. Note that 2018 (as shown in Box 12) was only a partial year.

Box 12 Financial Targets and Requirements from Resource Mobilisation Strategy 2018

	2017	2018	2019	2020	2021
Number of Children Reached	0.4	1.0	2.1	5.0	8.9
Total Funds required for investment	50.0	114.4	240.0	559.5	999.5
Funding gap/RM Needs	-	54.1	230.9	551.7	999.5

Source: Resource Mobilization Strategy 2018-2021 (ECW, 2018c) p5.

18. The Resource Mobilisation Strategy emphasises the importance of additionality in ECW's resource mobilisation, but also elaborates the concept of seed-funding as an operating principle for the MYRPs.

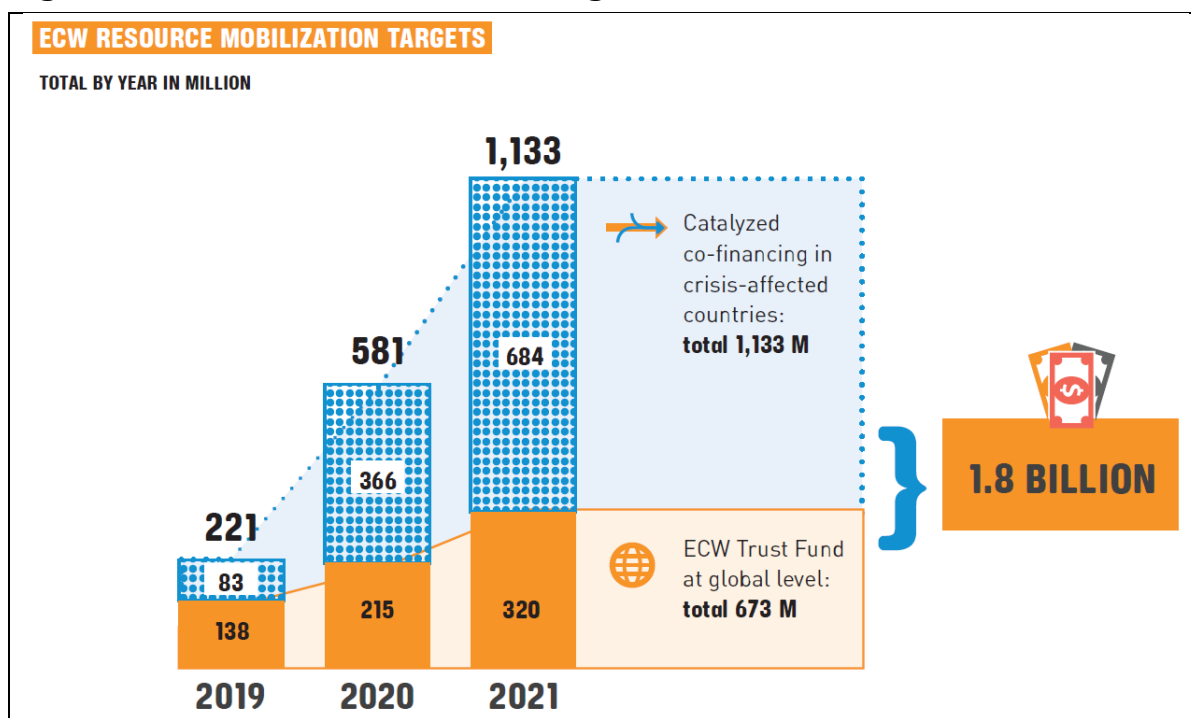
Principle 2: Additionality – Bring additional financing to education in emergencies and protracted crises. ECW catalyses new, untapped resources through new partners and private sector, while also strengthening the existing resources, which makes up the ECW governance structure dedicated to EiE. At the global level, this introduces a catalytic approach inclusive of a wide range of sources and mechanisms to contribute to bridging the funding gap for EiE. At the in-country level, ECW brings both humanitarian and development actors under joint Multi-Year Resilience programmes, provides catalytic seed funds, encourages additional funds from in-country donors, and builds synergy with existing and ongoing efforts towards more collective outcomes (ECW, 2018c, p7).

Resource mobilization to replenish ECW at the Global Level serves to provide the needed resources for the First Response modality in crisis, the acceleration facility, and seed funding to cover 10-20% of the total value of Multi-Year Resilience Programs. Seed funding aims to enable ECW to influence joint analysis, programming and costing at the inception stage, to contribute to activities, to drive joint monitoring and reporting during the implementation stage, and to encourage further investment at in-country level. Seed funds also serve to enable in-country partners to kick-start both implementation and their in-country resource mobilisation efforts – notably by engaging potential donors from the outset of the MYRP planning process and throughout implementation. Global ECW resources are mainly mobilized by engaging ECW's existing and new bilateral and multilateral donors, and gradually, the private sector investments and innovative financing (ECW, 2018c, p8).

ECW Investment Case 2019

19. A revised Investment Case⁶⁴ was published in April 2019 and reflected the funding requirements identified in the Resource Mobilization Strategy. It again reiterated the overall annual funding gap of USD 8.5 billion and the need to reach 75 million children. A total amount of USD 1.8 billion was sought, differentiated between ECW Trust Fund and co-financing, as depicted in the graphic reproduced as Figure 49 below.

Figure 49 Resource Mobilisation Targets from ECW 2019 Case for Investment



20. Subsequent ExCom discussions indicate that the realism of targets continued to be debated:

- ExCom Meeting 24th November 2020:

The resource mobilisation target of USD 1.8 billion set in the current Strategic Plan to reach 9 million children had been overly optimistic. As the funding received corresponded to half the set amount, only half of the targeted children were reached. The model and achievements to date show that targets can be reached provided that the financial resources are available.

ECW Investment Case 2021

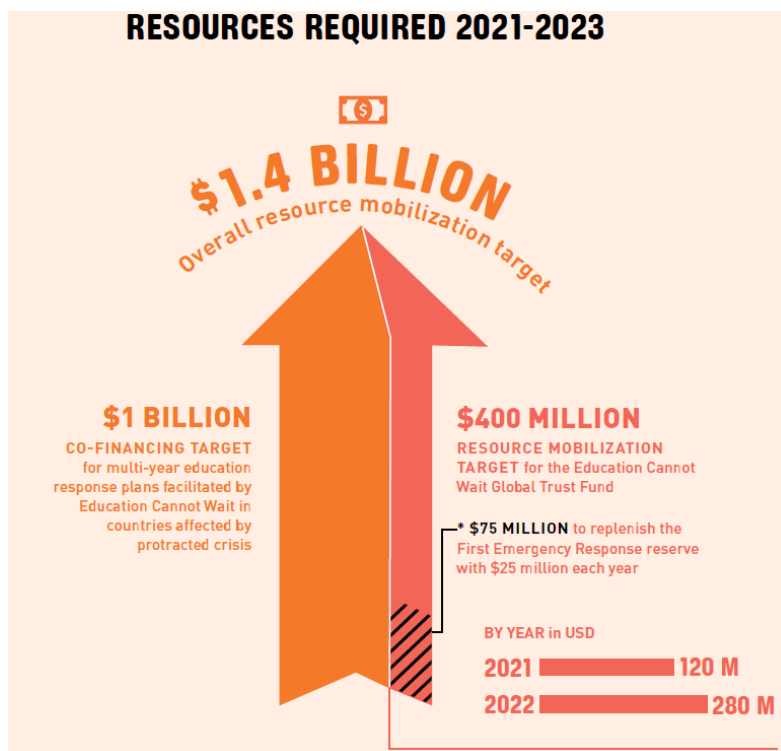
21. A revised investment case (Delivering Quality Education to Children and Youth Left Furthest Behind in Crises: A Case for Investment, ECW, 2021c) was dated May 2021. It stated:

'ECW needs at least an additional \$400 million to bridge its funding gap for the period 2021-2023 and ensure that an additional 4.5 million children and young people – including 2.7 million girls – affected by conflict, climate change and COVID-19 receive an education over the next three years. This will bring the total number of children reached by ECW between 2017–2023 to 9 million. Reaching our funding target means that ECW can provide seed funding for Multi-Year Resilience Programmes (MYRPs) to at least 26 countries over the next three years, while enabling ECW to leverage an additional \$1 billion towards the outcomes of the programmes.' (ECW, 2021c, p4)

⁶⁴ A Call for Action: A case for investment in quality education in crisis (ECW, 2019j).

22. The graphic from the 2021 Investment Case (Figure 50 below) identifies resources required for 2021-2023 but also implies that ECW Trust Fund resources are to be contributed in 2021 and 2022.

Figure 50 Resource Mobilisation Targets from ECW 2021 Case for Investment



Source: ECW, 2021c

Development of a resource mobilisation plan through to 2025

23. There is discussion especially in the 2021 ExCom meetings in relation to the next phase of resource mobilisation. There is a strong desire that the resource mobilisation plans are developed in tandem with the next strategic plan. An initial resourcing ambition was floated, being USD 1 billion through to 2025 for the ECW Trust Fund, inclusive of the USD 400 million targeted by the Case for Investment from May 2021. Subsequently, a higher figure of USD 1.5 billion has been included in preparatory documents towards the next ECW Strategic Plan, including the concept paper presented to the HLSG in April 2022 (ECW, 2022e).

Summary

24. The original resource mobilisation ambition proposed at the inception of the fund was for USD 3.85 billion for the first five years, rising from USD 153 million in the first year to USD 1.5 billion in year five. This was in the context of an identified funding gap (i.e. the funding need adjusted for assumed level of available funds) of USD 8.5 billion per year reflective of 75 million children in need. Initial documents seem to suggest that this amount was in respect of ECW direct investment. However later documentation suggests that this was inclusive of 'leveraged' funds.

25. The resource mobilisation targets were reassessed during 2018 and reset. The targets were scaled down substantially; it is understood that this was considered more realistic and necessary and, it is assumed, was more in line with donor appetite. This culminated in an Investment Case for 2019 to 2021 that sought USD 1.8 billion in funding for the three years, comprising ECW direct funds of USD 673 million and USD 1,173 million of leveraged funds. Under this scenario, ECW funding would be USD 320 million for the 2021 year and leveraged funding USD 684 million. Subsequent ExCom minutes from November 2020 however suggest that this target was overly optimistic.

26. A subsequent Investment Case issued in May 2021, citing the impacts of Covid-19, sought to raise funds to fill a funding gap, by seeking USD 400m for ECW with expectation of leveraging a

further USD 1 billion. This was to address funding needs from 2021 to 2023. Resource mobilization for the next strategic plan up to 2025 features prominently in discussions at 2021 HLSG and ExCom meetings, and an updated resource mobilisation strategy is currently under development. This is currently being viewed as a USD 1.5 billion request through to 2025, albeit inclusive of some funds already pledged. This was the figure included in the “broad direction” paper for the strategic plan submitted to the HLSG in April 2022 (ECW, 2022e).

27. Table 28 below is a summary of the resource mobilisation targets established by successive Investment Cases. These funding profiles highlight the importance of securing the ‘leveraged’ portion of resource ambitions.

Table 28 Resource Mobilisation targets in ECW Investment Cases, 2017–2021

Investment Case Title	Date		2017	2018	2019	2020	2021	2022
			\$M	\$M	\$M	\$M	\$M	\$M
ECW Case for investment	Undated, 2017?	Total	153	389	689	1000	1500	
Total for 5 years \$3.73bn								
A Call for Action: A Case for Investment in Quality Education in Crisis 2019-2021	April 2019	ECW TF			138	215	320	
		Leveraged			83	366	684	
		Total			221	581	1004	
		Total for 3 years \$1.8bn (ECW \$673m; Leveraged \$1133m)						
Delivering Quality Education to Children and Youth Left Furthest Behind in Crises: A Case for Investment 2021--2023	May 2021	ECW TF					120	280
		Leveraged					1000	
		Total					1400	
		Total \$1.4bn (ECW \$400m; Leveraged \$1bn)						

Source: compiled from ECW, n.d.(c), ECW, 2019j, ECW, 2021c.

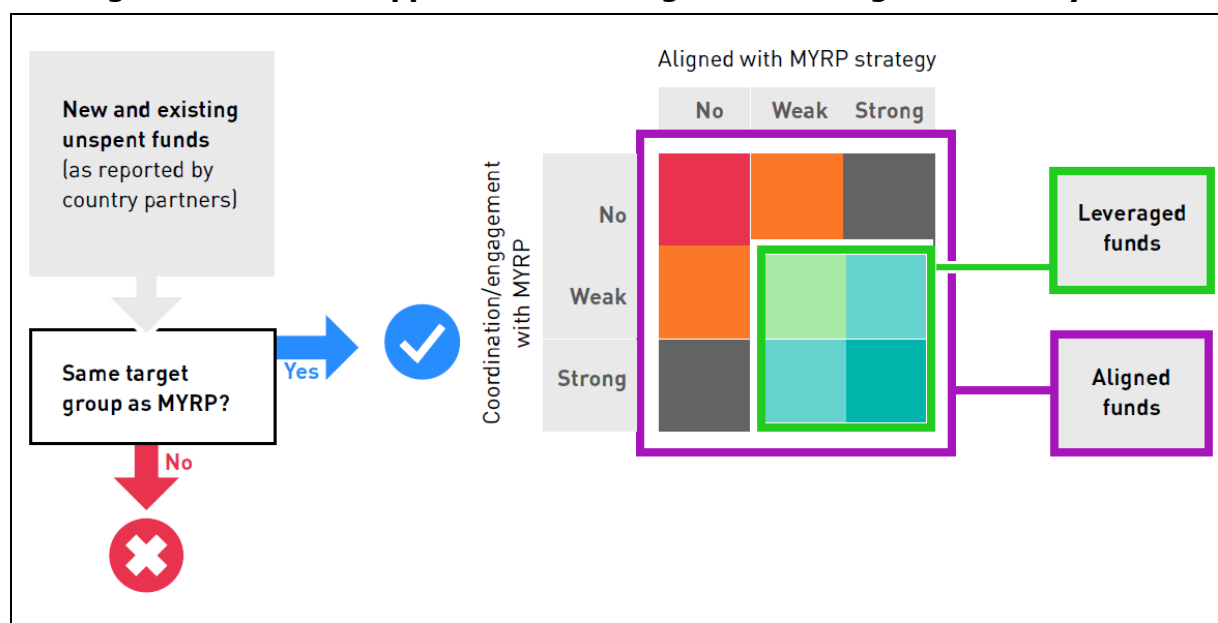
“LEVERAGE” OF ADDITIONAL ECW FINANCING

28. As noted in the earlier discussion of ECW resource mobilisation targets, the targets encompassed “leveraged” resources as well as funds raised for ECW itself. This section reviews:

- The concepts of leverage incorporated in ECW’s strategy and targets
- Approaches to “measuring” and reporting leverage
- Assessment of the validity and credibility of ECW’s claims for leverage.

Definition of leverage and approaches to measuring leverage

29. ECW defines ‘leveraged funds as existing and new country programme funding that responds to the needs of ECW target populations, is aligned with MYRP outcomes and coordinated with ECW partners through the relevant coordination mechanisms’. Data to estimate ‘leveraged funds’ is collected at the country level with the support of ECW MYRP grantees. The identification of funds leveraged by ECW follows a multi-step approach illustrated in Figure 51 below.

Figure 51 ECW’s approach to tracking funds leveraged at country level


Source: ECW’s Annual Report 2020

30. **STEP 1:** The process starts with the identification of eligible programmes, including both programmes that started before the MYRP but had unspent funds at the time of the MYRP launch, and programmes that were launched during the same or following years after the MYRP launch.

31. **STEP 2:** Target Group Alignment. These programmes are screened to check if they target the same populations as the MYRP. This is a binary approach, only two options are possible.

32. **STEP 3:** Engagement with MYRP mechanisms and alignment with MYRP strategy. Programmes that have passed the previous test are screened against a two-dimensional matrix looking at engagement with MYRP mechanisms and the alignment with the MYRP strategy. Only those programmes that obtain at least a score of 1 for each category are counted as ‘leveraged’. The scoring matrix used in this exercise is summarised in Table 29 below.

Table 29 Scoring approach used to identify funds leveraged through MYRPs

Score	Target group alignment	Engagement with ECW mechanisms	Alignment with strategy
0	There is NEITHER: (a) targeting towards affected populations identified in the MYRP (particularly in the situation analysis) nor; (b) targeting towards geographic regions where affected populations are particularly concentrated. For situations where affected populations are widely dispersed and served through the national education system, sector support may be counted as target group aligned. For programmes with components that are aligned with the target group, but others that are not, only the value of the aligned components should be counted.	The programme did not engage with MYRP committees or mechanisms during planning or implementation.	The programme is not aligned with the strategy: it does not address the higher-level outcomes identified in the theory of change.

Score	Target group alignment	Engagement with ECW mechanisms	Alignment with strategy
1	There is EITHER: (a) targeting towards affected populations identified in the MYRP (particularly in the situation analysis); or (b) targeting towards geographic regions where affected populations are particularly concentrated.	The programme engaged with MYRP committees or mechanisms during planning or implementation, but engagement was limited and they did not adopt standardised mechanisms designed by MYRP bodies (e.g. reporting and monitoring), where applicable. For pre-existing programmes, there is an additional criterion that the programme must have been adjusted in part as a result of the engagement with the MYRP.	The programme addresses the high-level outcomes identified in the MYRP. However, it does not operate primarily through the activities and scale-up priorities described in the MYRP.
2	N/A	The programme engaged with MYRP committees or mechanisms during planning or implementation. The engagement was in line with the expectations of MYRP bodies and/or they adopted standardised mechanisms designed by MYRP bodies (e.g. reporting and monitoring), where applicable.	The programme addresses the high-level outcomes identified in the MYRP. It also operates primarily through the activities and scale-up priorities described in the MYRP.

Source: ECW's Annual Report 2020 (ECW, 2021a)

33. The tracking exercise was conducted by Oxford Policy Management in 2020 (OPM, 2021b). The sample included the ten initial countries where ECW started supporting MYRPs. The results indicated that an estimated USD 1.03 billion had been leveraged in 2020 through ten MYRPs. ECW also estimated that USD 120m were leveraged in 2019 through six MYRPs (ECW Annual report 2019, ECW, 2020c).

34. **Limitations.** The issue of leveraged funds is central to assessments of ECW's overall resource mobilisation (see the discussion of resource mobilisation targets from ¶6 above). However, ECW's approach to identify leveraged funds has been subjected to some controversy. Firstly, it is a complex approach, that requires substantial resources (grantees' time, consultants, ECW staff). Secondly, there is a certain level of subjectivity when it comes to assessing and ranking 'engagement with MYRP mechanisms' and 'alignment with strategy'. As pointed out in the MYRP evaluation, "there is subjectivity involved in the definitions, which need to be agreed on" (OPM, 2021b). Some stakeholders also raised concerns about whether funds ranked as 'weak' for both 'engagement' and 'alignment' should be counted. Finally, the approach adopted by ECW is based on data collected at country level and not necessarily available in public databases. As a consequence, the analysis cannot be replicated by external actors.

Validity and credibility of ECW's claims for leverage

35. Additionality is a fundamental question that underlies ECW's claims for leverage. In order for the methodology described above to capture additional funding, it is necessary to assess whether the "leveraged" funds are attributable to ECW efforts. In practice, there are different ways in which additionality can be reflected in the data. The evaluation team has come up with six different hypothesis and tested them using available data (the full analysis is available in Annex J):

36. If ECW leverages additional funding for EiEPC in target countries, one would expect to see an increase of EiE funding in ECW countries in recent years. This increase should be starker or more

visible that in non-ECW countries. If funding has decreased, then the decrease should be shallower in ECW countries.

37. If ECW leverages additional funding for EIE in target countries, average EIE funding for ECW countries should have increased in recent years. As above, the increase should be starker than in non-ECW countries. If funding has decreased, then it should be shallower in ECW countries.

38. If ECW leverages additional funding for EIE, countries supported by ECW should see a greater share of their EIE appeals funded following the disbursements of ECW grants.

39. If the MYRP modality leverages additional EIE funding, MYRP countries should see a greater share of their appeals for EIE funded following the disbursements of MYRP grants.

40. If ECW leverages additional funding for EIE, development funding for education in countries supported by ECW should have increased in recent years compared to non-ECW countries. This increase should be starker or more visible than in non-ECW countries. If funding has decreased, then the decrease should be shallower in ECW countries.

41. If ECW leverages additional funding for EIE in target countries, average development funding for education in ECW countries should have increased in recent years. As above, the increase should be starker than in non-ECW countries. If funding has decreased, then it should be shallower in ECW countries.

42. The analysis conducted by the team, as set out in Annex J below, has not been able to confirm or provide evidence supporting any of the hypothesis formulated above about the effect of ECW's grants on EIE funding and development funding for education.

43. ECW claims that it leveraged an additional USD 1.032 billion in 2020 through ten MYRPs. If all or a significant share of these funds were additional, one would expect to see some sort of effect on EIE or development funding. Global EIE funding for education in the period 2017-2021 is in the range of USD 400-500 million per year (Figure 48 above). Development funding for education over the same period is in the range of USD 4-5 billion. In this context, even a 20 percent or 25 percent share of additionality should have a visible effect not only in these countries, but also on the funding levels described in this report. Based on the evidence, it seems reasonable to conclude that, if ECW is leveraging additional funding for development, it is likely to be doing so at a much smaller scale than the estimates made by ECW.

Annex J Analysis of ECW Leverage Effects

INTRODUCTION AND APPROACH

Objective

1. The objective of this annex is to test the hypothesis that ECW support has helped to leverage 'additional' funding for education in emergencies and protracted crises (EiEPC). As described in Annex I, ECW's leverage ambitions are clearly reflected in the Strategic Plan 2018-2021:

"Leverages additional financing for education in emergencies [...] It is committed to also generating additional funds through innovative financing mechanisms. As a funding mechanism, ECW was created to "grow the pie" for the sector, and calls for "more for everyone" on the ground. [...]. ECW's multi-year joint programmes provide a predictable funding vehicle against inclusive and clearly designed objectives, outcomes and robust results frameworks. This also leverages financing from the multilateral aid architecture." (ECW, 2018a)

2. ECW also claims that in 2020 it leveraged USD 1.032 billion through ECW-supported Multi-Year Resilience Programmes in ten countries (ECW, 2021a).

Hypotheses

3. Financing for EiEPC is understood to involve both emergency/humanitarian funding (EiE) and development funding. In this annex we use the term EiE when only humanitarian funding is being considered. The leverage claims have been broken down into different hypothesis. Different sections of this annex test each of these hypotheses:

- a) If ECW leverages additional funding for EiEPC in target countries, one would expect to see an increase of EiE funding in ECW countries in recent years. This increase should be starker or more visible than in non-ECW countries. If funding has decreased, then the decrease should be shallower in ECW countries.
- b) If ECW leverages additional funding for EiEPC in target countries, average EiE funding for ECW countries should have increased in recent years. As above, the increase should be starker than in non-ECW countries. If funding has decreased, then the decrease should be shallower in ECW countries.
- c) If ECW leverages additional funding for EiEPC, countries supported by ECW should see a greater share of their EiE appeals funded following the disbursements of ECW grants.
- d) If the MYRP modality leverages additional EiEPC funding, MYRP countries should see a greater share of their appeals for EiE funded following the disbursements of MYRP grants.
- e) If ECW leverages additional funding for EiEPC, development funding for education in countries supported by ECW should have increased in recent years compared to non-ECW countries. This increase should be starker or more visible than in non-ECW countries. If funding has decreased, then the decrease should be shallower in ECW countries.
- f) If ECW leverages additional funding for EiEPC in target countries, average development funding for education in ECW countries should have increased in recent years. As above, the increase should be starker than in non-ECW countries. If funding has decreased, then the decrease should be shallower in ECW countries.

Data sources

4. The following data sources have been used in the analysis presented in this annex (with more details in each of the sections below):

- OECD CRS data for development funding to the education sector.
- OCHA FTS for humanitarian funding of EiE.
- ECW Financial Data for grant start dates, funded countries and modalities.

Scope

5. The analysis covers the period 2011-2021 to allow for the appreciation of long-term trends. Some of the sections below cover a shorter period of time to allow for data gaps (latest OECD data is for 2020) or, where the analysis covers ECW funding only.

6. The analysis has been conducted for a set of 97 countries that have received EiE funding in the period 2011-2021. The larger set of countries makes it possible to compare trends in ECW countries with trends in non-ECW countries. Table 30 lists of all countries included in the analysis.

Table 30 Lists of countries in the research sample

Countries in ECW group		Countries in non-ECW group	
Afghanistan	Malawi	Albania	Guyana
Bangladesh	Mali	Algeria	Honduras
Brazil	Mozambique	Angola	India
Burkina Faso	Nepal	Antigua and Barbuda	Iran, Islamic Republic of
Cameroon	Niger	Argentina	Jordan
Central African Republic	Nigeria	Armenia	Kyrgyzstan
Chad	West Bank & Gaza	Aruba	Liberia
Colombia	Papua New Guinea (PNG)	Barbados	Malaysia
Comoros	Peru	Bhutan	Mauritania
DRC	Somalia	Bolivia	Mexico
Ecuador	South Sudan	Bosnia and Herzegovina	Mongolia
Ethiopia	Sudan	Botswana	Myanmar
Greece	Syria	Burundi	Namibia
Haiti	Tanzania	Cambodia	Pakistan
Indonesia	Uganda	Chile	Paraguay
Iraq	Ukraine	Congo	Philippines
Kenya	Venezuela	Côte d'Ivoire	Rwanda
Lebanon	Yemen	Cuba	Serbia
Libya	Zambia	Curaçao	Sri Lanka
Madagascar	Zimbabwe	Djibouti	Tajikistan
		Dominican Republic	Thailand
		Egypt	Tonga
		El Salvador	Trinidad and Tobago
		Eritrea	Tunisia
		Fiji	Turkey
		Gambia	Uzbekistan
		Global	Vanuatu
		Guatemala	Viet Nam
		Guinea	

Limitations

7. The analysis presented below is subject to limitations linked to the quality of the data and contextual factors:

- Data sources might not reflect all funding or contain accurate information. The analysis tried to minimise this risk by looking at aggregated data, instead of individual countries.
- EiEPC funding trends are influenced by external factors and large emergencies. It is very difficult to account for all these factors. The analysis tried to minimise this risk by looking at aggregated data, instead of individual countries.
- The analysis does not consider government funding, which is not recorded in the databases used in the analysis.

- The nature of EiEPC means that flows for some countries are only captured over a couple of years or present gaps when EiE flows are analysed. There are two possible mitigation measures. One is to look at aggregated data. The other is to restrict the analysis to a reduced number of countries for which data is available over several years. Both approaches have been used in different sections of this report. The latter approach prevents the construction of a control group since ECW has worked in all countries which have received EiEPC funding over a long period of time.

ANALYSIS

EiE funding – general trend analysis

Hypothesis being tested

8. If ECW was helping countries to leverage additional EiE funding, one would expect to see an increase of EiE funding in ECW countries in recent years. This increase should be starker or more visible than in non-ECW countries. If funding has decreased, then the decrease should be shallower in ECW countries.

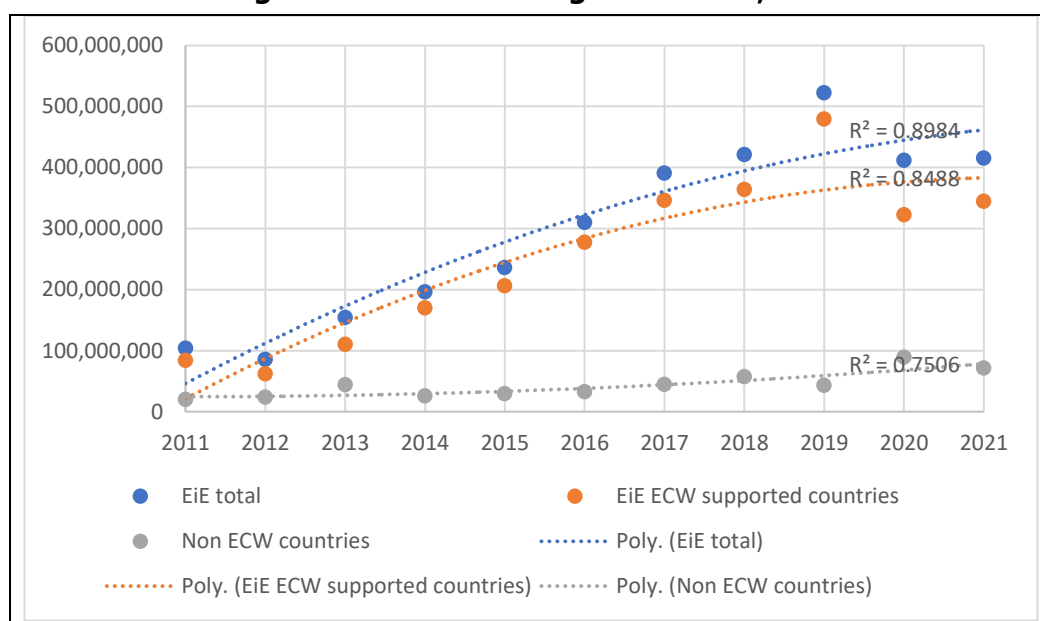
Review of evidence

9. The first step of the analysis was to look at general EiE funding over the period 2011-2021 to capture underlying trends in EiE funding. The analysis compared total EiE funding, EiE funding in countries supported by ECW and EiE funding in countries that have not been supported by ECW.

10. Figure 52 presents the results for all countries in the sample. It indicates that:

- Total EiE funding has increased significantly over the period 2011-2021.
- The increase is clearly visible before ECW was launched.
- Countries targeted by ECW account for the majority of EiE funding. This is consistent with ECW responding in most main/major emergencies.
- EiE funding peaks in 2019 and drops in 2020 and 2021. This could be linked to the Covid-19 pandemic.
- Trend lines (best fit) suggest that EiE funding is stabilising in recent years for all countries and ECW countries (both are closely linked). It also suggests EiE funding in non-ECW countries continues to increase in recent years.

Figure 52 EiE funding 2011-2021, USD

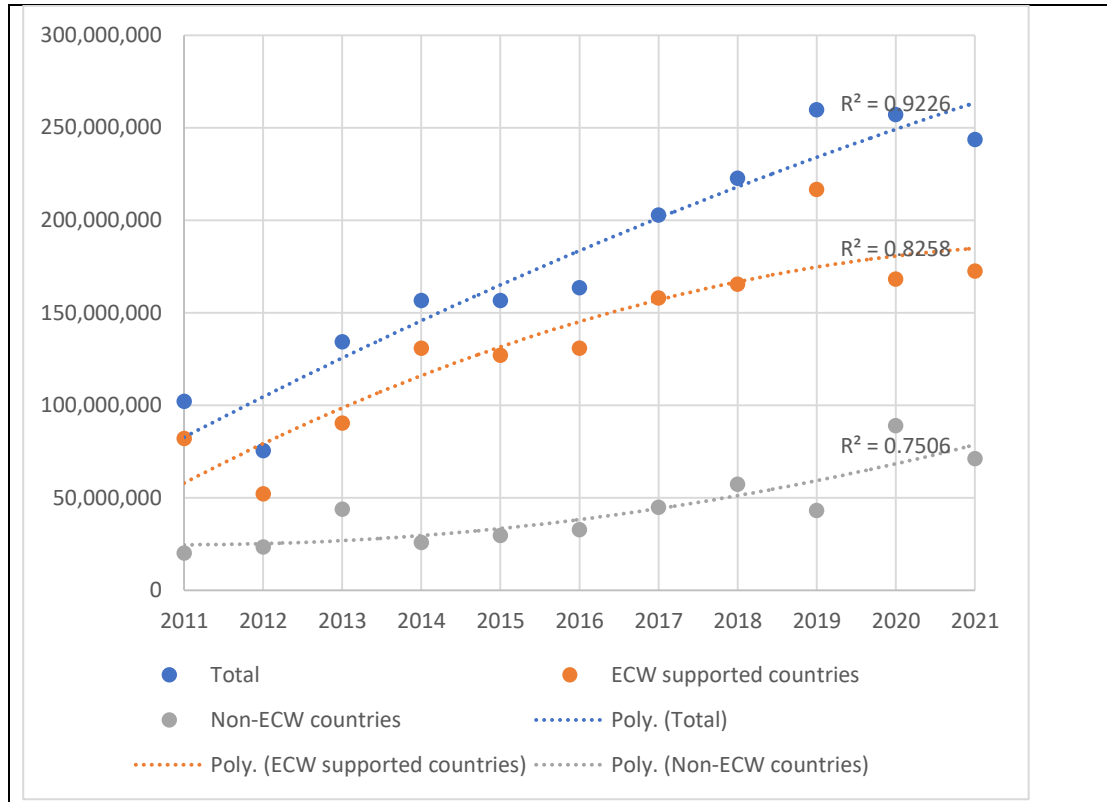


Source: Analysis of OCHA's FTS database

11. The sample used in Figure 52 includes some large emergencies that account for a significant share of EiE funding in certain years. After plotting EiE funding for all countries the following outliers were identified: Bangladesh, Syria and Yemen. The same analysis excluding these three countries is presented in Figure 53 below.

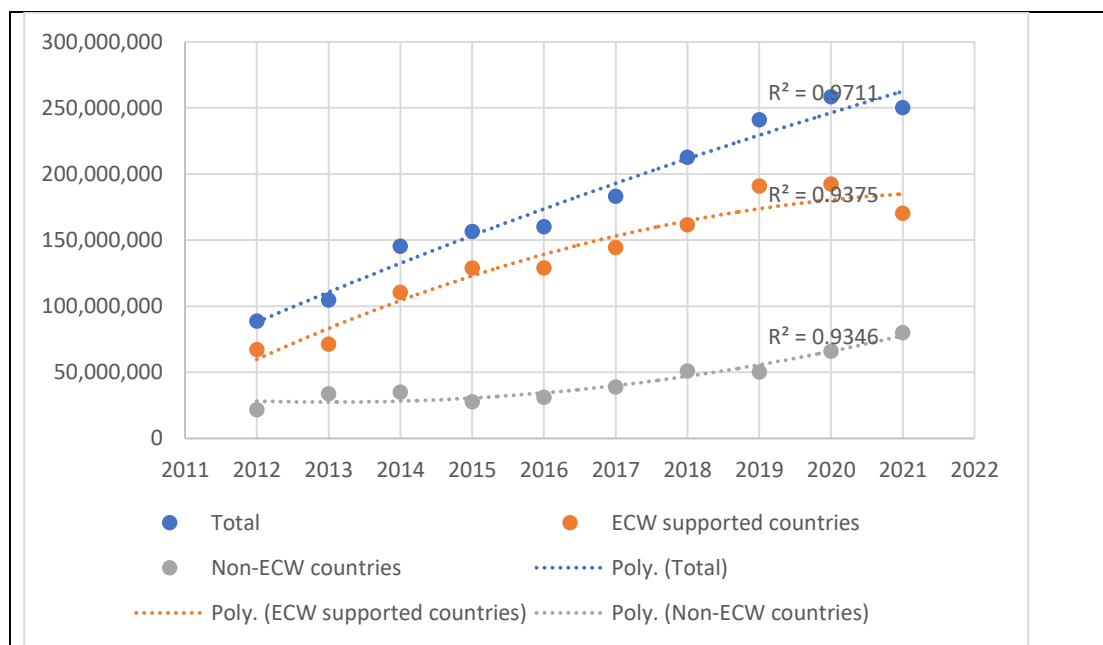
12. The analysis of Figure 53 is consistent with Figure 52 above, but highlights better the apparent stabilisation of EIE funding (both total and for ECW countries) and the increase in funding for non-ECW countries.

Figure 53 EiE funding 2011-2021 excluding Bangladesh, Syria and Yemen, USD



Source: Analysis of OCHA’s FTS database

13. Given the variability across years, a moving two-year average was applied to data presented in Figure 53. The moving average smooths out some of the variability and improves the fit of the trend lines, but the results (Figure 54 below) remain consistent with previous figures, although the trends appear weaker.

Figure 54 EiE funding 2011-2021 excluding Bangladesh, Syria and Yemen, moving 2-year average, USD

Source: Analysis of OCHA's FTS database

Findings

14. Based on the analysis above:

- It is not possible to confirm the initial hypothesis. The data does not indicate that ECW support has led to an increase of EiE funding in recent years.
- It also suggests that EiE funding is stabilising after a rapid increase that started in 2012, some years before ECW was launched.
- However, the analysis does not prove the hypothesis is false.

EiE funding – comparing average funding per emergency

Hypothesis being tested

15. If ECW leverages additional funding for EiEPC in target countries, average EiE funding for ECW countries should have increased in recent years. As above, the increase should be starker than in non-ECW countries. If funding has decreased, then it should be shallower in ECW countries.

Review of evidence

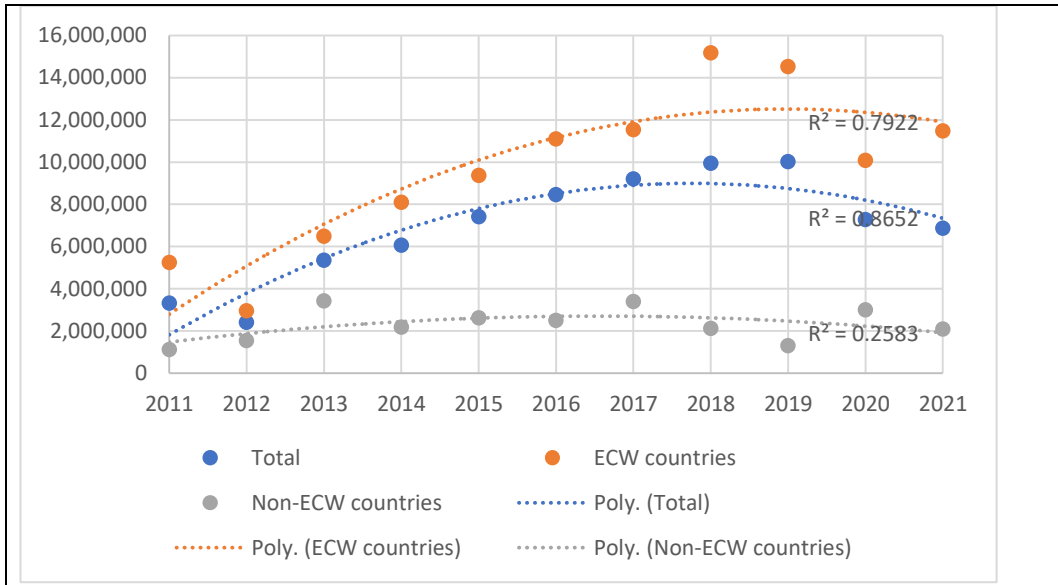
16. Another way of looking at EiE funding is to compare averages for each of the groups defined in the previous section. This can help compensate for differences in the number of emergencies or countries targeted by ECW grants. Again, the interest is not which average is higher, but how both averages have evolved across time and, in particular since ECW was launched.

17. Figure 55 below presents the results of the analysis for all countries in the sample. Figure 56 below presents the same data but excludes Bangladesh, Syria and Yemen from the sample. The analysis suggests that:

- Average EiE funding per country/emergency is higher for ECW countries compared to non-ECW countries. This is consistent with ECW responding to the main/largest emergencies
- If we consider all countries, average funding EiE funding per country increased in the period 2012-2019, but has decreased in more recent years.
- However, if we exclude the outliers (Figure 56), the results suggests that average funding has remained fairly constant across all three groups. This is particularly clear if we just

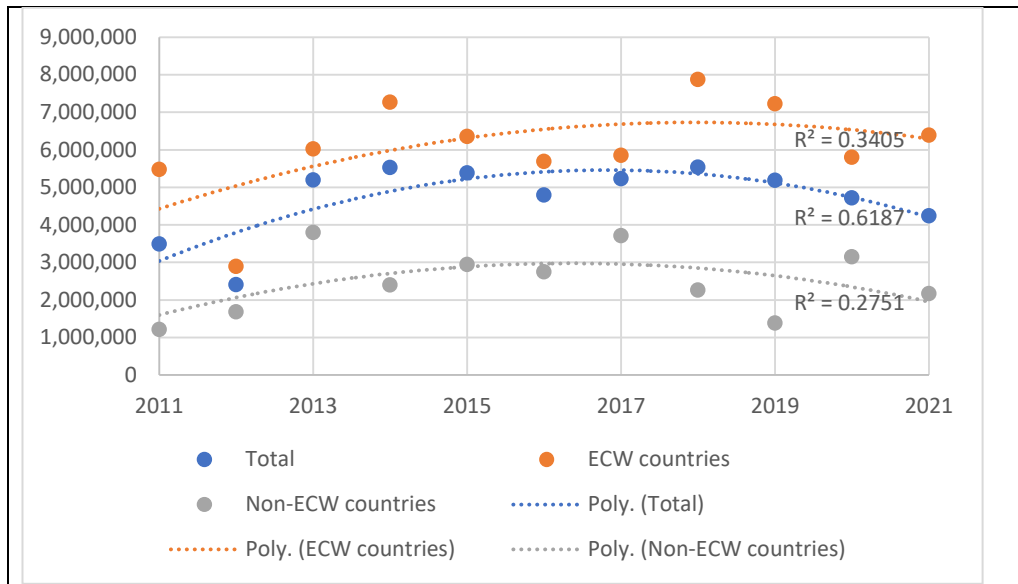
consider the 2013-2021 trend. As shown in Figure 57 below, over 2013-2021, the average size has oscillated and there is no visible or clear trend (trend lines are poorly adjusted to the data).

Figure 55 Average EiE funding per country 2011-2021, USD



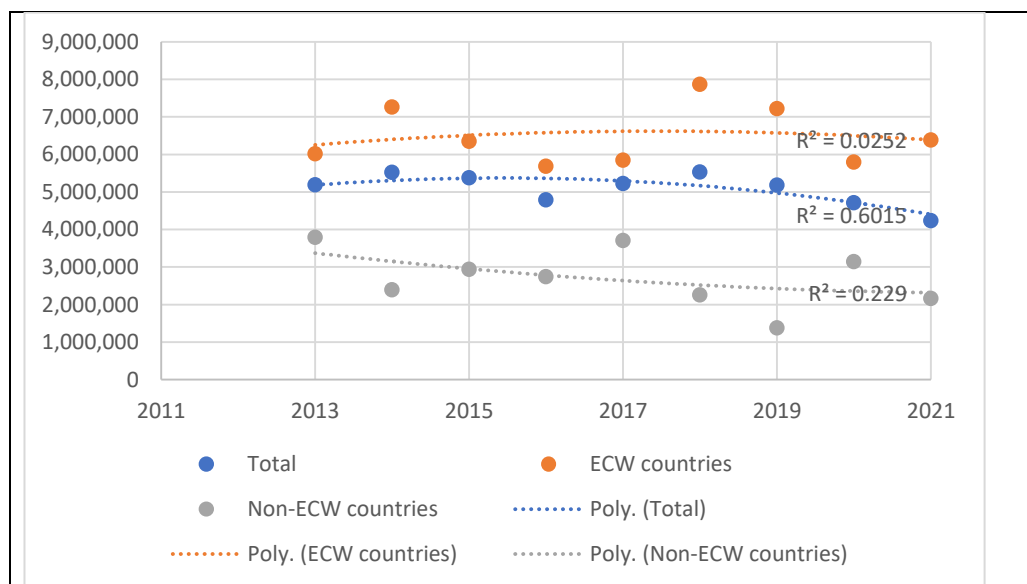
Source: Analysis of OCHA’s FTS database

Figure 56 Average EiE funding per country 2011-2021 excluding Bangladesh, Syria and Yemen, USD



Source: Analysis of OCHA’s FTS database

Figure 57 Average EiE funding per country 2013-2021 excluding Bangladesh, Syria and Yemen, USD



Source: Analysis of OCHA's FTS database

Findings

18. Based on the analysis above:

- It is not possible to confirm the initial hypothesis. The data does not indicate that ECW support has led to an increase of average EiE funding in ECW target countries in recent years.
- Given the variability and the trends observed, there do not seem to be any significant differences from a statistical point of view.
- However the analysis does not prove the hypothesis is false.

EiE funding – appeal funding analysis for all ECW recipients

Hypothesis being tested

19. If ECW leverages additional funding for EiEPC, countries supported by ECW should see a greater share of their EiE appeals funded following the disbursements of ECW grants.

Review of evidence

20. Previous sections look at total funding for EiE, but do not consider the actual EiE needs as reflected in humanitarian appeals. EiE appeal data from OCHA's FTS database was extracted to compare the share of appeals funded before and after countries received an ECW grant. To compensate for differences across years, the analysis considers the year ECW started working in the country as year zero (Y0) and then looks at the figures for the previous two years and the following two years. The data was subsequently aggregated to see the overall effect of ECW grants on EiE appeal funding across all countries. In this case there is no control group. The idea is to compare the situation before and after the start of ECW operations across countries.

21. Results are presented in Table 31 below. It includes the total number of countries for which data is available (country count) and shows the average share of appeals funded for all countries with reported data in that year. In addition, the table also provides a count of countries where the share of EiE appeals funded increased and decreased compared to the previous year. This helps to compensate for the impact of large emergencies. The table also contains a count of the countries for which data is available for a given year and the previous one.

Table 31 EiE appeal funding analysis in all countries targeted by ECW grants

	Y-2	Y-1	Y0	Y+1	Y+2
Country count	16	14	26	23	22
Share of appeal funded across ECW countries (%)	34.04%	30.15%	29.88%	30.80%	38.57%
Countries with data for year and previous year (country count)		13	13	19	19
Countries where share of appeal funded increased compared to previous year	-	7	6	9	10
Countries where share of appeal funded decreased compared to previous year	-	6	7	10	9

Source: Analysis of OCHA's FTS database

22. Table 31 shows some differences across years, but the results are quite symmetrical in relation to Y0. In addition, the second part of the analysis shows that the number of countries where the share of EiE appeals funded has increased compared to the previous year is almost identical to the number of countries where the share of EiE appeals funded has decreased. This trend also applies across all years following the ECW grant.

23. To complement the analysis above, an ANOVA (analysis of variance) test was applied to all countries with data for Y-1, Y0 and Y+1 (13 countries) – see Table 32 below. ANOVA is designed to test whether the means across two or more groups are different. The results indicates that it is not possible to conclude the means are different (P-value is very high). From a statistical point of view, the number of observations is limited. This contributes to increase the P value.

Table 32 Results of ANOVA test for all ECW country grants with data for Y-1, Y0 and Y+1

SUMMARY						
<i>Groups</i>	<i>Count</i>	<i>Sum</i>	<i>Average</i>	<i>Variance</i>		
Y-1	13	3.774	0.290308	0.041774		
Y0	13	5.200113	0.400009	0.062208		
Y+1	13	4.454423	0.342648	0.041122		

ANOVA						
<i>Source of Variation</i>	<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>P-value</i>	<i>F crit</i>
Between Groups	0.078278	2	0.039139	0.809189	0.453152	3.259446
Within Groups	1.741246	36	0.048368			
Total	1.819524	38				

Findings

24. Based on the analysis above:

- It is not possible to confirm the initial hypothesis. The data does not indicate that ECW support has led to an increase in the share of EiE appeals funded following the disbursements of an ECW grant.
- However, the analysis does not prove the hypothesis is false.

EiE funding – appeal funding analysis for MYRP countries

Hypothesis being tested

25. If the MYRP modality leverages additional EiEPC funding, MYRP countries supported should see a greater share of their appeals for EiE funded following the disbursement of MYRP grants.

Review of evidence

26. This section follows the same approach as the previous section, but focuses on MYRP countries only. In this case Y0 represents the start data of the MYRP. The idea is to see if average appeal funding before ECW was active is different from the average funding following the start of the MYRP in the country. The results are shown in Table 33 below.

Table 33 EiE appeal funding analysis in MYRP countries

	Y-2	Y-1	Y0	Y+1	Y+2*
Country count	17	19	19	11	6
Share of appeal funded across all countries (%)	28.01%	19.15%	30.39%	31.30%	49.26%
Countries with data for year and previous year (country count)		10	13	9	6
Countries where share of appeal funded increased compared to previous year	-	3	7	2	4
Countries where share of appeal funded decreased compared to previous year	-	7	6	7	2

*Country count is very low and likely not comparable

27. Table 33 shows some differences across years. There is a significant increase in the share of EiE appeals funded in Y0 compared to Y-1 that aligns well with the hypothesis. However, the share of EiE appeals funded in Y+1 is very similar to the share of appeals funded in Y0. Y+2 data is based on a much smaller sample of countries, and it is difficult to compare with previous years. The second part of the analysis indicated that the number of countries where the share of EiE appeals funded has increased is very similar to the number of countries where the share has decreased. This indicates that the observed increase in Y0 compared to Y-1 is driven by large increases in a few countries. A look at underlying data shows this is the case for Afghanistan and Bangladesh. In Y+1 the number of countries where the share of EiE appeals funded has decreased (7) is significantly larger than the number of countries where it has increased (2).

28. To complement the analysis above, an ANOVA test was applied to all MYRP countries with data for Y-1, Y0 and Y+1 (13 countries). ANOVA is designed to test whether the means across two or more groups is different. The results (Table 34 below) indicate that it is not possible to conclude the means are different (P-value is high). From a statistical point of view, the number of observations is limited and variance (differences in relation to the mean) is high. This contributes to increase the P value.

Table 34 Results of ANOVA test for ECW MYRP recipients with data for Y-1, Y0 and Y+1

SUMMARY						
<i>Groups</i>	<i>Count</i>	<i>Sum</i>	<i>Average</i>	<i>Variance</i>		
Y-1	11	2.302	0.209273	0.042238		
Y0	11	4.721773	0.429252	0.097359		
Y+1	11	3.442312	0.312937	0.110874		

ANOVA						
<i>Source of Variation</i>	<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>P-value</i>	<i>F crit</i>
Between Groups	0.266444	2	0.133222	1.595657	0.219509	3.31583
Within Groups	2.504707	30	0.08349			
Total	2.771151	32				

Findings

29. Based on the analysis above:

- It is not possible to confirm the initial hypothesis. The data does not indicate that ECW support has led to an increase in the share of EiE appeals funded following the start of MYPR grants.
- The analysis does not prove the hypothesis is false.

Development funding – general trend analysis*Hypothesis to be tested*

30. If ECW leverages additional funding for EiEPC, development funding for education in countries supported by ECW should have increased in recent years compared to non-ECW countries. This increase should be starker or more visible than in non-ECW countries. If funding has decreased, then the decrease should be shallower in ECW countries.

Review of evidence

31. This analysis is limited by the availability of OECD DAC data. Full OECD DAC data for 2020 had not been released as of March 2022. The lack of more recent data prevents a more detailed analysis of development education funding in connection to the MYRPs.

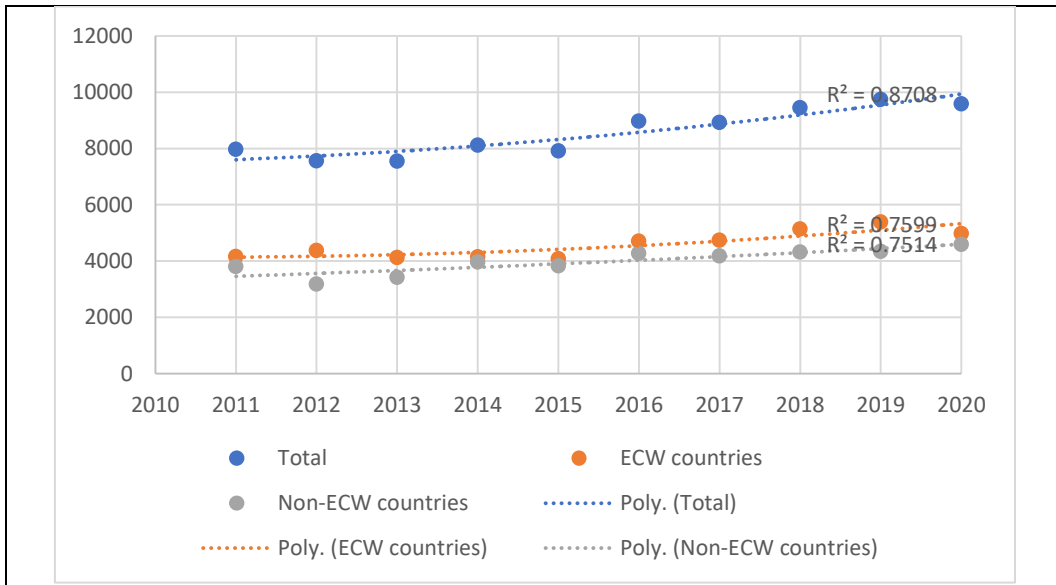
32. As a result of data limitation, this section provides an analysis of general trends which is similar to the one performed for EiE funding (¶8-14 above). The sample of countries remains the same as used in the previous sections. For each of the countries, aid flows to the education sector (OECD DAC sector code 110) were extracted from the OECD DAC database. The analysis compared total development funding for education, development funding for education in countries supported by ECW and development funding for education in countries that have not been supported by ECW.

33. Figure 58 below presents the results of the analysis for all countries. Figure 59 below presents the same results excluding Bangladesh, Syria and Yemen. The graphs show:

- Development funding for education has increased over the period 2011-2020. The increase is mostly focused on the period 2015-2020. Interestingly, development funding for education has dropped in 2020 compared to 2019 despite the Covid-19 crisis. This raises a question about a potential shift to emergency funding for the sector across donors.
- Figure 58 suggests that there is no difference between ECW countries and non-ECW countries.

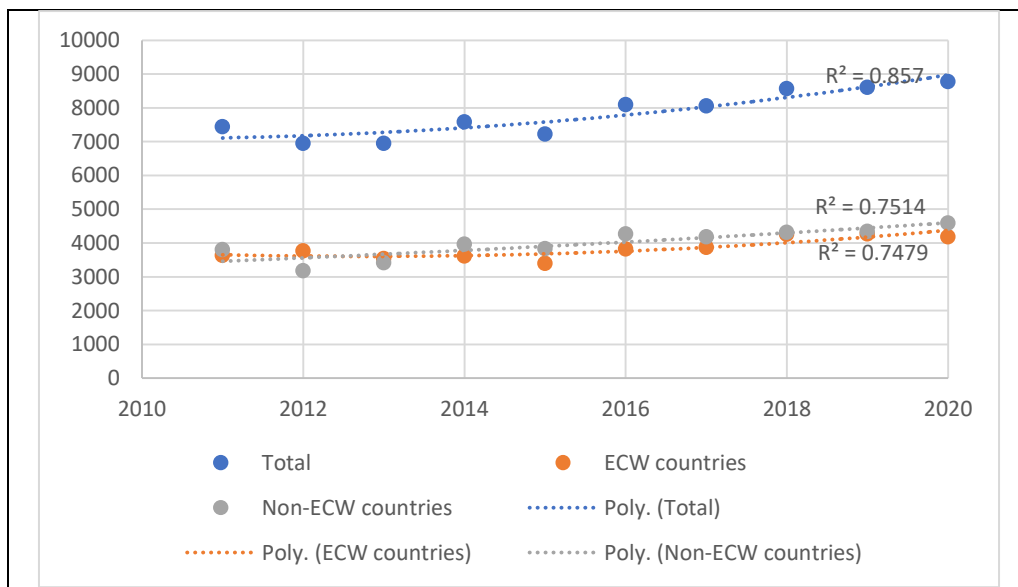
- The same analysis applies when Syria, Yemen and Bangladesh are removed from the sample (Figure 59).

Figure 58 Development funding for education 2011-2020 (USD m constant 2020)



Source: Analysis OECD CRS database

Figure 59 Development funding for education 2011-2020 excluding Bangladesh, Syria and Yemen (USD m constant 2020)



Source: Analysis OECD CRS database

Findings

34. Based on the analysis above:

- It is not possible to confirm the initial hypothesis. The data does not indicate that development funding for education in countries supported by ECW has increased at a different rhythm compared to non-ECW countries.
- The analysis does not prove the hypothesis is false.

Development funding – average development funding for education per country

Hypothesis to be tested

35. If ECW leverages additional funding for EiEPC in target countries, average development funding for education in ECW countries should have increased in recent years. As above, the increase should be starker than in non-ECW countries. If funding has decreased, then the decrease should be shallower in ECW countries.

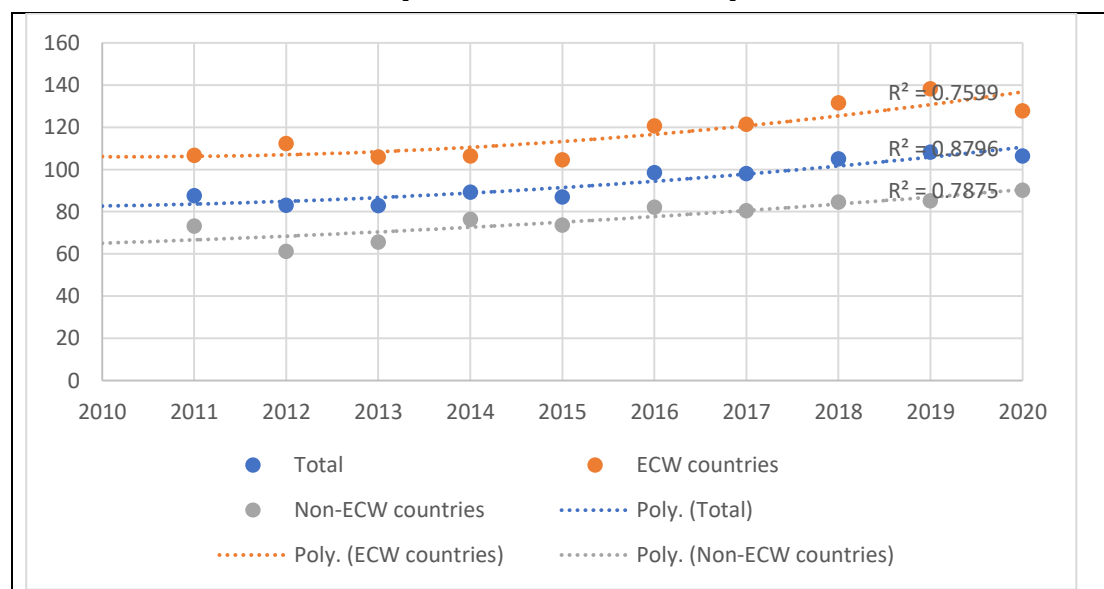
Review of evidence

36. Using the same data as in the previous section, the average funding received by the two different groups has also been considered. Figure 60 below presents the average development funding for education for all countries. Figure 61 below presents the same data excluding Bangladesh, Syria and Yemen.

37. Some observations in relation to the graphs:

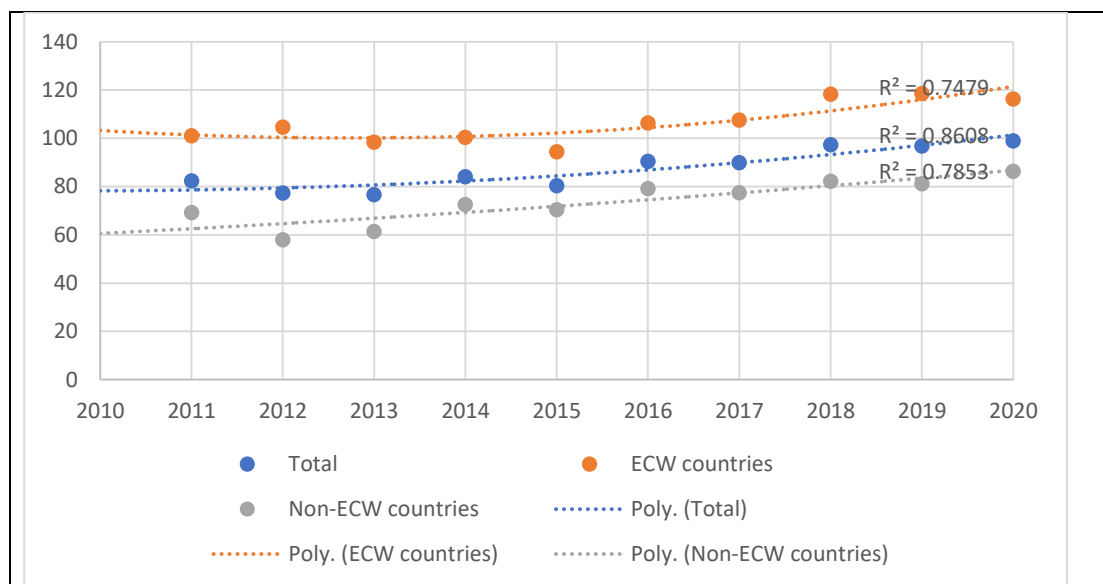
- The average amount of development funding for education received by ECW countries is significantly higher than the funding received by non-ECW countries. The difference varies between USD 25m to USD 55m. This could be consistent with ECW responding in countries with the greater needs. However, it also means ECW resources are significantly diluted in the countries where it operates.
- Trends observed are consistent with those described in the previous section. Average development funding for education has increased in the period 2015-2020, but differences between ECW and non-ECW countries are not significant, especially when Bangladesh, Syria and Yemen are excluded.

Figure 60 Average country development funding for education 2011-2020 (USD m constant 2020)



Source: Analysis OECD CRS database

Figure 61 Average country development funding for education 2011-2020 excluding Bangladesh, Syria and Yemen (USD m constant 2020)



Source: Analysis OECD CRS database

Findings

38. Based on the analysis above:

- It is not possible to confirm the initial hypothesis. The data does not indicate that the average funding for education in countries supported by ECW has increased at a different rhythm compared to non-ECW countries.
- However, the analysis does not prove the hypothesis is false.

FINAL CONCLUSIONS

39. This annex has tried to test different hypothesis in relation to ECW's ability to leverage additional funding for education. The analysis has not been able to confirm or provide evidence supporting any of the hypotheses formulated in the introduction about the effect of ECW's grants on EiE funding and development funding for education.

40. ECW claims that it leveraged an additional USD 1.032 billion in 2020 through ten Multi-Year Resilience Programmes (MYRPs). If all or a significant share of these funds were 'additional', one would expect to see some sort of effect in EiE or development funding. Global EiE funding for education in the period 2017-2021 is in the range of USD 400-500 million per year (Figure 52 above). Development funding for education over the same period is in the range of USD 4-5 billion. In this context, even a 20 percent or 25 percent share of additionality should have a visible effect not only in these countries, but also on the funding levels described in this report. Based on the evidence, it seems reasonable to conclude that, if ECW is leveraging additional funding for development, it is likely to be doing so at a much smaller scale than the estimates made by ECW.

41. This annex does not argue that ECW does not leverage additional funding. It is possible that the data is inaccurate or the effect too small to be detected with the approaches used in this document. It is also possible that ECW has had an effect in some countries and not others. Since the analysis is based on aggregated data, trends in individual countries have not been considered. Performing an analysis on a country-by-country basis would require a much higher level of detail in order to reach valid conclusions and adjust for external factors.

Annex K ECW and the Global Partnership for Education (GPE)

INTRODUCTION

1. This annex provides more background on the relationship between Education Cannot Wait (ECW) and the Global Partnership for Education (GPE). Successive sections focus on GPE and its role in fragile and conflict-affected contexts, on the relationship between GPE and ECW, and on the growing role of the World Bank (GPE's host) in education in emergencies and protracted crises.

GPE AND ITS ROLE IN FRAGILE CONTEXTS

2. GPE is a major global fund focused on supporting basic education in low and middle income countries. It is hosted by the World Bank and works through lead agencies including the WB and UNICEF. Its business model involves working with governments and Local Education Groups (LEGs) which bring together international donors, the government and in-country actors to coordinate support to national education plans and systems.

3. GPE has always had a strategy for support to fragile and conflict affected states.⁶⁵ It has arrangements whereby a proportion of programmed funds can be reprogrammed towards emergency needs in a time of crisis. In addition, it has arrangements whereby funds to which a country is entitled but which have not yet been programmed, may be drawn on in emergency context. Like ECW, GPE provided broad special support to address Covid-19 in the education sector (Aslam & Rawal, 2021). Through refinements to its operating model, GPE is seeking to make it easier to deploy its resources in crisis contexts (e.g. by allowing LEGs to initiate requests without necessarily waiting for a humanitarian appeal to be formally launched).

4. The GPE Knowledge and Innovation Exchange (KIX) is a fund solely dedicated to meet global public good gaps in education. Through the sharing and funding of proven solutions and innovations, KIX ensures that evidence-based solutions get in the hands of national policy makers and directly feed policy dialogue and planning processes; and capacity is built to produce, integrate and scale knowledge and innovation in partner countries. The International Development Research Centre (IDRC) is the grant agent for KIX. There is an obvious parallel with ECW's Acceleration Facility, which is further discussed in Annex L, see ¶19-20.

THE RELATIONSHIP BETWEEN GPE AND ECW

GPE and the origins of ECW

5. GPE was involved in the early development of ECW. It contributed personnel to the task forces that initiated ECW's work and was a candidate for the role of hosting ECW. Throughout ECW's existence GPE has been a member of the HLSG and ExCom. There has been discussion of giving ECW observer status on GPE's Board, but this has not happened.

6. Many of the same donors support GPE and ECW and are represented on the governance bodies of both funds. ExCom has repeatedly sought clarification of the respective roles of GPE and ECW (partly because donors need a clear rationale for funding two ostensibly similar organisations) but efforts to agree a memorandum of understanding on this subject have never reached fruition. Part of the difficulty is that there cannot be a sharp division of labour between the two; inevitably they will operate in many of the same countries, while working across the nexus implies promoting coherence between the humanitarian coordinating bodies for education and the LEGs with which GPE engages.

⁶⁵ This dates from GPE's earlier incarnation as the Fast Track Initiative (FTI), see Cambridge Education, Mokoro, OPM, 2010.

GPE and ECW at country level

MYRP evaluation findings

7. The MYRP evaluation (OPM, 2021b) drew attention to the interaction between ECW and GPE at country level. It noted that the limited participation of development stakeholders presents a challenge to the long-term planning for and sustainability of MYRP interventions. ECW is aware of this challenge and discussions are ongoing as to the best way to address this. The ECW management response to the MYRP evaluation's recommendation on sustainability, resilience and long-term planning notes that the ExCom will take the responsibility to initiate "a focused discussion with GPE to ensure, where possible, systemic engagement with LEGs on the integration of MYRP components into TEPs and ESPs" for long-term joint planning and sustainability. An action that ECW will take forward from this is to develop a clear position on what is meant by MYRP sustainability, which is likely to involve developing a set of principles of sustainability that guide in-depth discussions, including with LEGs, on sustainability of the MYRP at a national country level. To the evaluation team's knowledge, this has not yet been done, but would be useful. Such discussions should take into account the recent country-based progress on joint planning with the LEG in Afghanistan, on which ECW and GPE can build, as well as how humanitarian and development coordination mechanisms can support on-going monitoring of progress.

Incidence of ECW and GPE grants

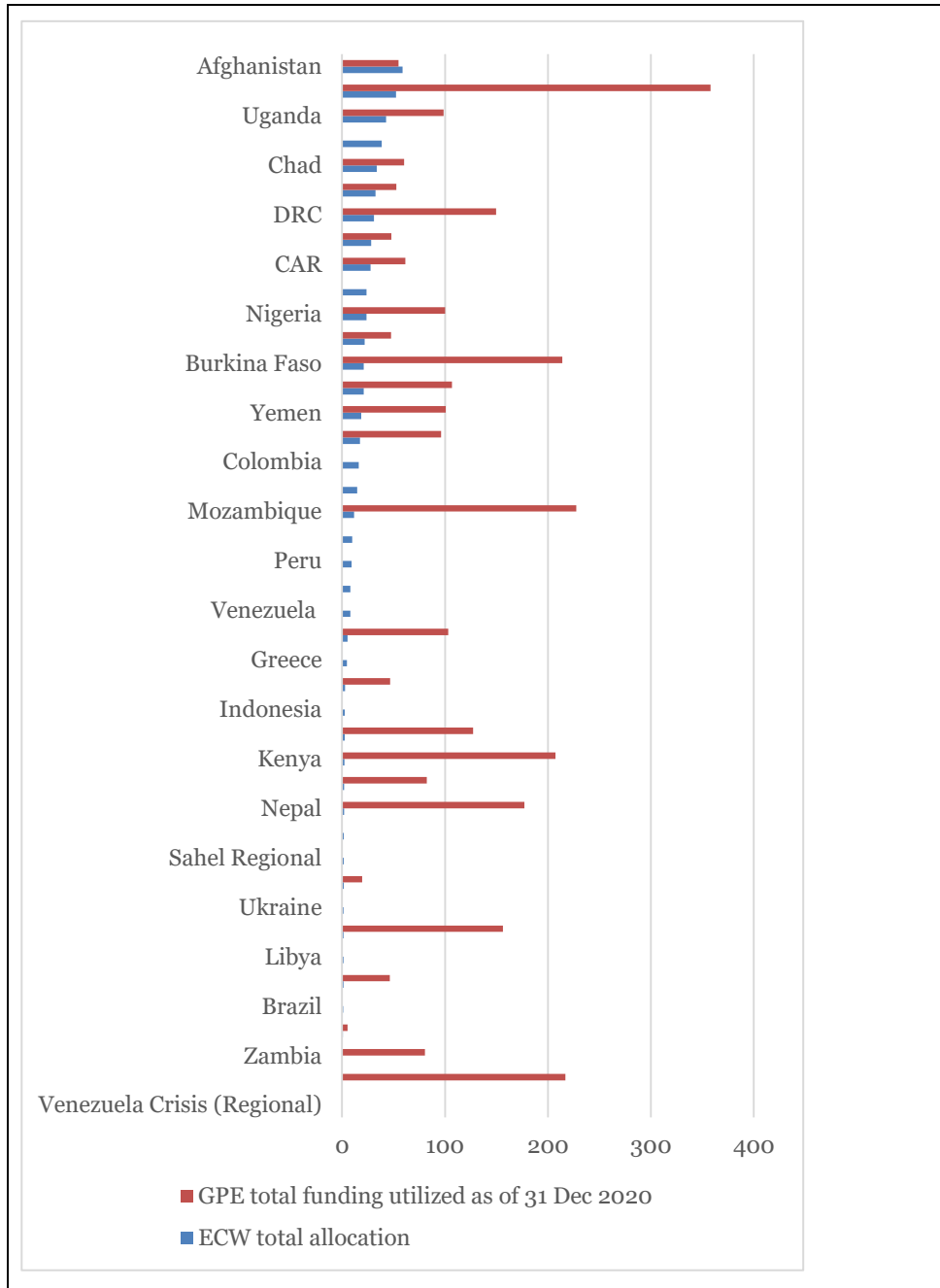
8. GPE has a significant presence in conflict and fragile countries. In 2021, 34 GPE partner countries were experiencing conflict or fragility. In 2021, 65 percent percent of new funds approved (USD 481m out of USD 740m) went to countries in these situations (GPE, 2021a). Over the period 2011-2020, GPE had approved a total of USD 4.34 billion in funding. Fragile or conflict-affected countries accounted for USD 2.61 billion of 60 percent of the portfolio.⁶⁶ Fragile and conflict affected countries also attracted 56 percent of GPE Covid-19 grants (USD 236m out of USD 422m).⁶⁷

9. ECW operations have a significant country overlap with GPE activities: ECW has supported 21 countries which are also GPE partners. For these countries, Figure 62 below compares ECW allocations with GPE spending as of 31 December 2020. Please note that more recent figures are not yet available. These data are not directly comparable, but they do highlight the scope for coordination/complementarity between GPE and ECW in country contexts.

⁶⁶ <https://assets.globalpartnership.org/s3fs-public/document/file/2021-03-19-gpe-grant-status-report-2020-website-version.pdf?VersionId=ZtQuIHfnCe7tIRNOnhpxSDBHu5ZhPG49>

⁶⁷ <https://assets.globalpartnership.org/s3fs-public/document/file/2021-03-19-gpe-grant-status-report-2020-website-version.pdf?VersionId=ZtQuIHfnCe7tIRNOnhpxSDBHu5ZhPG49>

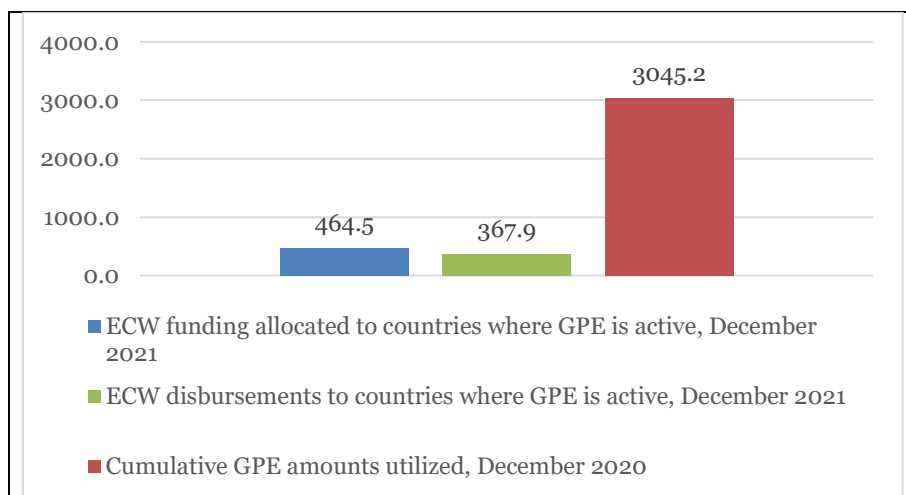
Figure 62 Comparison ECW allocations 2016-2021 and GPE spending, USD m



Source: 'Financial DB Master', 7 December 2021; GPE Annual Report 2021

10. In total for these 21 countries, ECW has allocated USD 464.5m and disbursed USD 367.9m in the period 2016-2021. In comparison, the utilised GPE funding adds up to USD 3.05 billion until December 2020 (see Figure 63 below).

**Figure 63 ECW grants 2016-2021 vs. GPE grants to December 2020
(in countries where both are active)**



Source: 'Financial DB Master', 7 December 2021; GPE Annual Report 2021

THE WORLD BANK AND EIEPC

11. The World Bank (WB) is increasingly present in the education sector, also within fragile, conflict and violence (FCV) situations.⁶⁸ The overall World Bank education portfolio (active projects) stands at more than USD 23 billion, with the last two fiscal years reaching highs of USD 5.2 and USD 5.3 billion in new commitments respectively (WBG, 2022). The education portfolio in FCV countries has steadily increased to a record USD 6.2 billion in FY21. Another USD 676 million is expected to be approved in FY22, which would sustain the FCV share of the portfolio above 25 percent.

12. The WB education portfolio in FCV countries is mostly focused on Sub-Saharan Africa and basic education. In FY21, projects in Sub-Saharan Africa constituted a little more than three-quarters of the education FCV portfolio. In FY21, most projects in the portfolio addressed basic education (primary and secondary level), followed by early childhood education and skills projects. There were fewer higher education projects in the portfolio.

13. In addition to GPE, the WB hosts the global trust fund The Early Learning Partnership (ELP) (<https://www.worldbank.org/en/topic/education/brief/early-learning-partnership>), which targets at least nine of the countries where ECW has presence – including a crisis and fragility track. With early learning having been a growing priority in both ECW and the WB, the relevance of alignment between ECW and the WB also extends to the ELP.

14. The World Bank is expecting the share of its education portfolio in FCV contexts to increase, and a recent approach paper (WBG, 2022), highlights the need to work across the nexus ("Governments need to be supported in sequencing reforms to move crisis-affected populations from humanitarian beneficiaries to development participants." and "With crises increasingly protracted, it is urgent to provide a developmental lens to humanitarian aid.") and to coordinate with other actors including GPE and ECW. The approach paper notes the challenges of fund-raising for EIEPC (see Box 13 below. It also highlights that World Bank agility in fragile contexts is hampered by its risk aversion and the time taken to follow its procedures.

⁶⁸ The World Bank refers to Fragile, Conflict and Violence (FCV) situations.

Box 13 WBG observations on global financing for EiEPC

Strengthening partnerships at the global level would require streamlining the mandates of various agencies and allowing them to lead in areas of comparative advantage; this could generate results greater than the sum of each partner's efforts. There is a global leadership void in coordinating education actors in FCV settings, and specifically in financing education there. Several organizations, including the World Bank, ECW and GPE, are involved in fundraising for development financing and in determining the country allocations of funding. This can result in a zero-sum game, where funds raised by one organization are not available to the other, creating competition and undermining coordination.

As the largest financier of education, the World Bank has a comparative advantage in mobilizing development financing. The GPE provides essential grant funding that can complement the Bank's lending. The ECW has demonstrated that it can quickly deploy funds to UN implementing agencies and to national and international NGOs that the World Bank and GPE do not traditionally reach. This is important to bridge the gap in financing where lending to client governments may be in breach of impartiality and neutrality, or lending is otherwise delayed.

It is critical that these overlapping and competing mandates be streamlined through mission-driven partnerships and supported by better coordination and leadership. UNESCO has global convening power and could play a central role in coordinating these actors given its mandate as the Secretariat of the SDG 2030 Education Steering Committee. This would, however, require a deliberate push to strengthen its role as the central coordinating agency in the humanitarian-development nexus for education in FCV.

Source: WBG, 2022 p36-37

Annex L Evaluation of the Acceleration Facility

INTRODUCTION AND APPROACH

Introduction

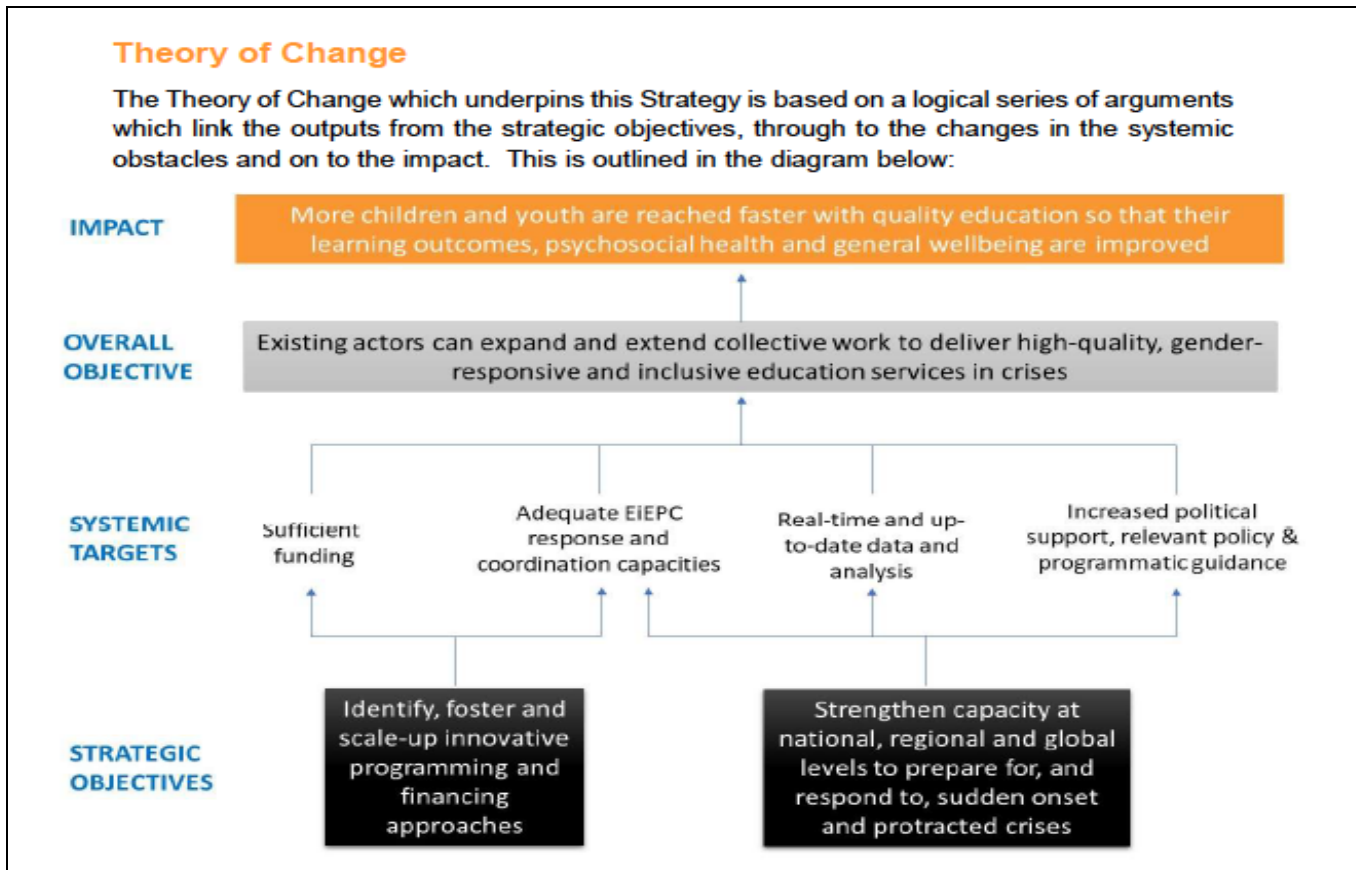
1. An important component of the Organisational Evaluation (OrgEval) of ECW has been an evaluation of ECW’s Acceleration Facility (AF), to complement earlier evaluations of ECW’s First Emergency Response (FER) and the Multi-Year Resilience Programme (MYRP) windows (Mokoro, 2020a and OPM, 2021b respectively) and support the OrgEval’s overall assessment of ECW performance. The evaluation assessed the AF’s achievements and lessons learned so far and provides recommendations on how ECW can further strengthen the AF’s systems and strategy to contribute best to addressing the education in emergencies and protracted crises (EiEPC) challenges that lie ahead.

2. The Acceleration Facility was presented as part of ECW’s operating model from the outset, but its role and objectives were fully set out in the ECW Acceleration Facility Strategy 2019–2021 (ECW, 2019d).

Approach

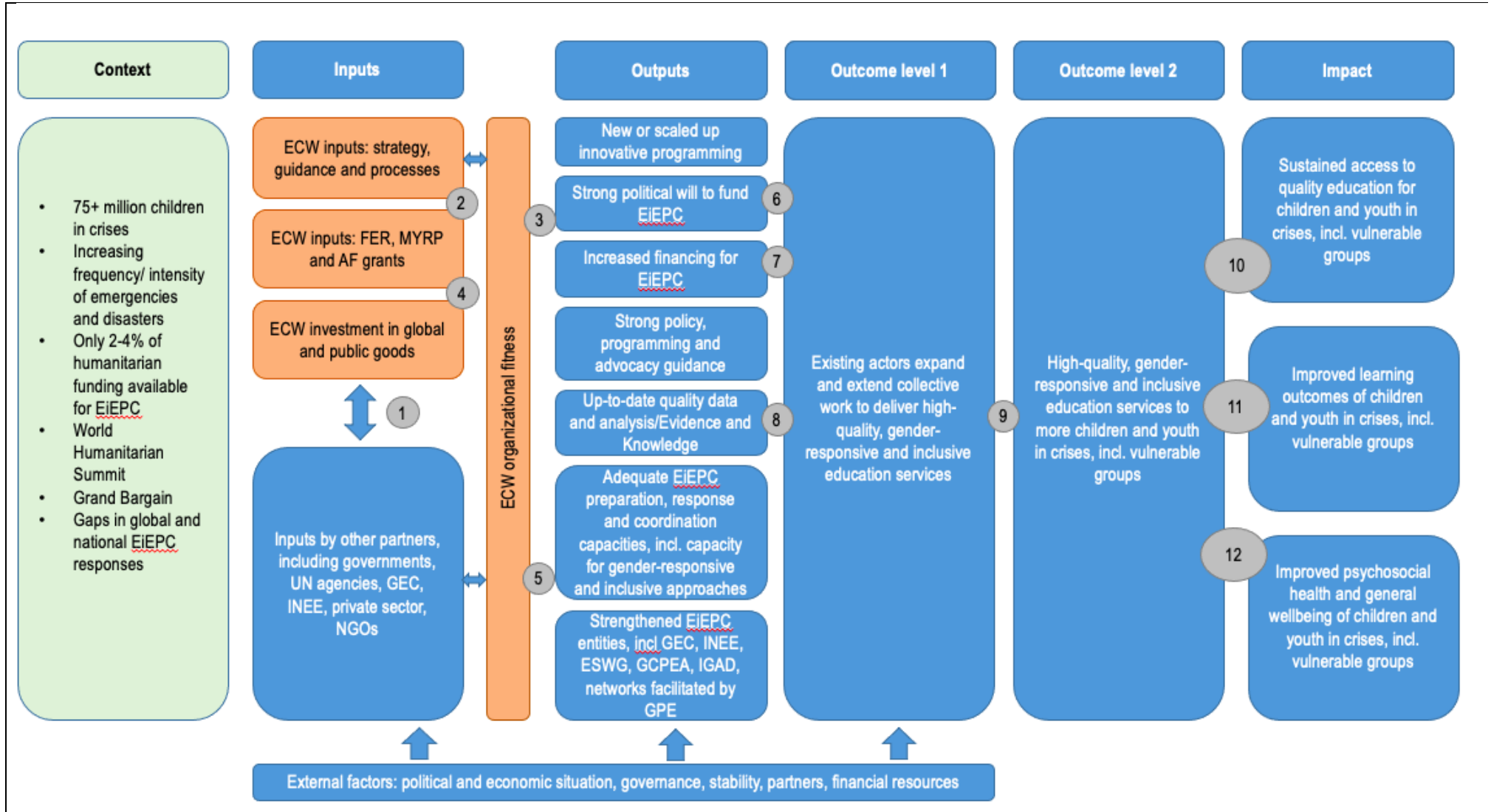
3. The methodology used in this evaluation was fully set out in Annex K of the OrgEval Inception Report (Mokoro, 2022a). It is a theory-based approach. While the AF Theory of Change (ToC, see Figure 64 below) illustrates the progression from objectives to impact, it does not include assumptions that underlie the ToC, nor other stakeholders involved in collaborating on this work. Therefore, the evaluation used an inferred version of the Theory of Change (see Figure 1 below) to understand how AF results have been achieved (or why they have not) and ultimately to assess the functionality of the AF modality as well as the Theory of Change itself.

Figure 64 AF Theory of Change



Source: AF Strategy ECW, 2019d

Figure 65 Inferred Theory of Change for the Acceleration Facility



4. Table 35 below is the key to the assumptions highlighted on the inferred ToC diagram. Note that these assumptions are not all exogenous to ECW; many are at least partly open to influence by ECW; these assumptions could equally be thought of as success factors for the ToC to operate well.

Table 35 AF inferred theory of change assumptions

Input to output assumptions	
1.	Existing network of EiEPC is functional and ECW collaborates closely and in a transparent manner with partners/EiEPC actors. AND/OR ECW's AF modality is a recognized and respected way of adding to global goods in the EiE ecosystem.
2.	ECW Secretariat has the capacity to identify relevant promising innovative ideas and capacity needs/gaps based on its strategic planning process and regular engagement with partners.
3.	The selection of AF grantees/projects is done strategically in line with ECW's overall strategy and in line with gaps identified by the wider EiEPC ecosystem.
4.	ECW has the financial and human resources to fund and manage AF grants, as well as FER and MYRP grants.
Output to outcomes assumptions	
5.	ECW and EiEPC partners strengthen capacity at individual, organisational and systemic levels to improve coordination, knowledge and information management, data gathering and analysis, and advocacy.
6.	ECW and EiEPC partners are able to advocate at high level with governments and development/humanitarian/private partners.
7.	ECW AF funding is adequate and sufficiently long-term to achieve the expected results.
8.	ECW and EiEPC partners are able to show evidence of results and use this to improve programme design and implementation, and to mobilise additional funding.
9.	In the timeframe of AF grants, it will be possible to develop actionable knowledge and apply this to improve FERs and MYRPs. ECW captures and shares actionable knowledge and learning systematically and in a transparent manner across the EiEPC community.
Outcomes to impact assumptions	
10.	EiEPC actors provide sustained access to high-quality, gender-responsive and inclusive education services through well coordinated approaches.
11.	Funding raised through ECW AF is additional funding to EiEPC funding.
12.	EiEPC actors' efforts are part of a wider effort to strengthen learning outcomes, psychosocial health and overall wellbeing of children and youth in crisis, including vulnerable groups.

5. The evaluation utilised the standard evaluation criteria: relevance/appropriateness, coherence, efficiency, effectiveness and sustainability. This annex is structured by the Key Questions and Evaluation Questions that guided the evaluation (see Table 36 below).

Table 36 AF evaluation questions and evaluation criteria⁶⁹

Questions /subquestions	relevant OECD DAC / ALNAP criteria
Key Question 1: How appropriate is ECW's Acceleration Facility strategy and how relevant is the design of the Acceleration Facility modality?	
EQ1.1 Is the AF strategy, including its theory of change, clear and consistent with ECW's overall strategy?	Relevance of design
EQ1.2 At global level, how well does the AF complement other initiatives involved in the creation of global goods within the EiEPC field?	External coherence
EQ1.3 At country level, how well does the AF complement the FER and MYRP modalities and other country-level initiatives?	Internal and external coherence
EQ1.4 At global and country levels, how appropriate is the AF in the promotion of the cross-cutting issues of protection, gender and inclusion?	Relevance of design

⁶⁹ These questions feature in a full AF evaluation matrix that was included in the Inception Report Annex K.

Questions / subquestions	relevant OECD DAC / ALNAP criteria
Key Question 2: How strong is ECW's Acceleration Facility portfolio? Is it delivering the expected results?	
EQ2.1 Has the allocation of AF grants matched the intentions of the AF strategy?	Coherence
EQ2.2 How well has the AF supported innovation (AF Strategic Objective A)?	Relevance, effectiveness, sustainability / connectedness
EQ2.3 How well has the AF supported capacity strengthening (AF Strategic Objective B)?	Relevance, effectiveness, sustainability / connectedness
EQ2.4 How well has the AF addressed cross-cutting issues including protection, gender and inclusion?	Relevance, effectiveness (including equity dimensions)
EQ2.5 How efficient has AF management been, in terms of: <ul style="list-style-type: none"> timely and transparent processes? proportionate and economical use of ECW and grant recipient resources (human and financial)? 	Efficiency
EQ2.6 Is monitoring, reporting and learning from the AF appropriate and effective?	Effectiveness, efficiency, sustainability
EQ2.7 Are there any unexpected effects (positive or negative) or significant omissions?	Effectiveness, relevance, coherence, connectedness
Key Question 3: Based on experience so far, how could the Acceleration Facility strategy and portfolio be strengthened in the next ECW strategy period?	
EQ3.1 What should be the scale and focus of the AF in future?	Internal and external coherence, efficiency
EQ3.2 How could allocation and management of AF grants be strengthened so as to maximise their contribution to ECW's overall strategy?	Efficiency, coherence, connectedness
EQ3.3 How might the performance of various categories of AF grant be strengthened?	Effectiveness, sustainability, connectedness, coherence
EQ3.4 How could learning from the Acceleration Facility be strengthened?	Effectiveness, efficiency, sustainability

6. The evaluation covered the AF's 26 contracted grants between 2017-2021, seven of which had been completed and 19 of which were ongoing in their implementation. To the extent feasible, the evaluation also considered the 2021 AF grants that were under development (six), or had not yet started (eight) at the end of 2021, in order to better understand the evolution of the AF. Data was collected and analysed against the evaluation framework through five research processes:

- **Analysis of strategic documents and templates:** The evaluation team reviewed strategic documents and templates to analyse the appropriateness of the AF strategy as well as the chronological evolution of the AF and changes in approach over time. This included the AF Strategic Plan, the ECW Strategic Plan, the synthesis of FER and MYRP evaluation findings, the Capacity Building Findings Report and Framework, and data from the current ECW Strategic Planning process, as well as the AF application and reporting templates, ECW's M&E framework, among others.
- **Analysis of the AF portfolio:** The evaluation assessed the AF portfolio of grants, including outputs and their contribution to the AF expected outcomes as well as financial flows. This included extracting data from the larger ECW Organizational Evaluation portfolio analysis as well as from ECW's own reporting on the AF against the ECW results framework.
- **In-depth analysis of select grants:** In addition to a review of grants to date across the AF portfolio and of strategic documents and AF templates, the evaluation took a deeper dive into five AF grants to get a more nuanced understanding of what has worked or is working well and why (or why not) across the grant lifecycle, in order to draw lessons to strengthen the AF strategy and portfolio. These grants represent a mix of AF grants in terms of the thematic areas of the two AF Objectives, size of grants and type of grantee (UN, NGO, academic/consulting):
 - Humanitarian Education Accelerator Project (UNHCR, 2019)

- Enhancing EiE Coordination through Core Cluster Support (IASC Education Cluster/ UNICEF, 2018, 2019, 2020)
- Strengthening systems and approaches to measuring holistic learning outcomes in crisis settings (NYU-Ties, Cambridge Education, 2020, 2021)
- Enhancement of the Better Learning Programme: Strengthening & scaling up a comprehensive, evidence-based school-based Mental Health and Psychosocial Support Best Practice Program (NRC, 2021)
- GenKit (UNGEI, 2021).
- **Key Informant Interviews:** The evaluation team interviewed 51 key informants drawn from the ECW Secretariat and those involved in ECW's governance (donors, INGOs and networks, EiEPC entities) as well as comparator funds and initiatives, such as GPE's Knowledge and Information Exchange (KIX) and the Evidence for Education in Emergencies (E-Cubed) Research Envelope, and AF grantees, particularly those involved in the select grants highlighted above.
- **Survey of grantees:** Given the limited timeframe of this evaluation, the evaluation team engaged all grantees between 2017-2021 in an e-survey. The survey fed into a range of evaluation questions and judgement criteria, including but not limited to those on the appropriateness of design and effectiveness of the AF in terms of supporting innovation, capacity building, and the AF cross-cutting issues of gender, inclusion and protection; the efficiency of AF processes and procedures; and the effectiveness, efficiency and sustainability of monitoring, reporting and learning systems, including in terms of how innovations, good practices and lessons learned have benefited FERs, MYRPs and/or the wider EiEPC field. The e-survey responses were used to test and triangulate hypotheses that emerged from the portfolio analysis and interviews.

7. The evaluation team used mixed methods of data analysis, mining both qualitative and quantitative data to the extent available. Through the evaluation methodology and research processes highlighted above, the evaluation team also analysed the extent to which the AF cross-cutting issues of protection, gender and inclusion have been mainstreamed across the AF portfolio. While the evaluation examined specific AF grants, it is important to note that this evaluation did not evaluate individual AF projects, but rather the AF modality itself. Different data and analysis sources from the five research process streams highlighted above were analysed through an exploratory analysis process against the evaluation framework. The team undertook a contribution analysis approach in assessing what the AF has achieved, and triangulated findings in order to draw conclusions and recommendations. The resulting evaluation findings, conclusions and recommendations have been integrated into the Organizational Evaluation.

FINDINGS ON RELEVANCE/APPROPRIATENESS

Key Question 1: How appropriate is ECW's Acceleration Facility strategy and how relevant is the design of the Acceleration Facility modality?

8. In this section we first summarise the rationale and strategy for the Acceleration Facility, and then consider each of the sub-questions on relevance/appropriateness.

Rationale and strategy for the Acceleration Facility

9. The Acceleration Facility has a place in the overall ECW Strategy and Theory of Change, with the rationale that it would contribute to the broader ECW strategy of addressing key systemic barriers to the delivery of high-quality education services in crises, and complement the objectives of the other two funding windows (FER / MYRP). The ECW Strategic Plan 2018-21 (ECW, 2018a) and Operational Manual (ECW, 2020a) indicate that the AF would increase the efficiency, effectiveness and impact of FER and MYRP funded interventions.

10. This was set out in more detail in the AF Strategy 2019-21 (ECW, 2019d). The AF would help address the following barriers: insufficient funding to cover education needs; inadequate capacity to lead, coordinate and deliver effective, innovative, gender responsive and inclusive EiEPC response

and recovery efforts; lack of up-to-date data and analysis; and weak political will, policies and programmatic guidance. In this way the AF aligns with and supports ECW's five strategic objectives.

11. The AF Strategy sets out two Strategic Objectives under which targeted actions would be grouped:

- Identify, foster and scale up innovations in programming and financing.
- Strengthen systemic capacity at national, regional and global levels to prepare for and respond to sudden onset and protracted crises.

12. The AF strategy highlights the priority given to financing initiatives that improve and support its work under FER / MYRP windows, but also notes that the AF can contribute to the wider EiEPC ecosystem. It states that evidence and knowledge accumulated as a result of AF grants will be translated into tangible policy, programming and advocacy actions for wider use and application in EiEPC contexts, and disseminated and promoted through existing knowledge platforms, networks and regional/sub-regional entities.

13. The AF Strategy lists the expected results as: increased and more effective financing from innovative modalities; the design and implementation of more effective, innovative, gender-responsive and inclusive programming approaches; better quality and more up-to-date data and analysis; and strengthened EiEPC response and coordination capacities.

14. The Strategy provides a high-level theory of change (Figure 64 above), by which achieving these strategic objectives will contribute to addressing systemic barriers, to ensure investments from ECW and other actors will ensure more girls and boys and youth in crisis contexts are reached more quickly with quality, inclusive and gender-responsive education. This will in turn contribute to improved learning, psychosocial health and general well-being. The AF theory of change does not include any underlying assumptions or detail on how different stakeholders will contribute.

15. The most recent ECW theory of change envisages the AF contribution coming through global and regional work, increasing grantee capacity, availability of public goods and strengthened global/regional entities. In the 2018-21 Strategic Plan it was envisaged the AF contribution would come through "advancing best practice, improving field driven research, promoting innovation in education and financing, supporting specific gender targeted interventions, commissioning separate research, forging stronger strategic partnerships, and providing funding to existing partners".

Findings on EQ1.1: Is the AF strategy, including its theory of change, clear and consistent with ECW's overall strategy?

16. The AF strategy aligns with the broader ECW strategy, and is appropriately aimed at addressing systemic barriers. The evaluation has confirmed the relevance of the AF to complement the FER and MYRP modalities, and it is recognized that the AF can play an important role in supporting EiEPC networks and evidence-based products as global public goods. In terms of AF design, some stakeholders highlight the benefit of its flexibility to invest in a range of areas and respond to emerging issues.

17. However, the AF strategy, and in particular the two strategic objectives, are framed too broadly to enable a strategic focus and prioritization. Furthermore, the appropriateness of the AF is limited by the fact that some key concepts, terminology and expected results are not clearly defined, not communicated to or well understood by stakeholders, and not systematically monitored (see Box 14 below). It is not clear what is being accelerated, and innovation lacks a definition or a process to determine what should be taken to scale. In the original design and background work for the AF, the focus of innovation was particularly on innovative financing, but this was broadened out in the AF Strategy to include innovative programming. Moreover, the inclusion of EiEPC entities, in addition to EiEPC products, within concept of Global Public Goods (GPG) is not well understood by EiEPC stakeholders.

Box 14 Terminology to be more clearly defined

- Appropriateness limited by the fact that key concepts, terminology and expected results are not clearly defined and communicated widely, nor systematically monitored:
- Acceleration Facility: what is the AF accelerating?
 - Innovation: lacks a definition or process to determine what is innovative, worth scaling.
 - Capacity strengthening: many different interpretations of capacity strengthening within ECW.
 - Global Public Goods (GPG): Some misunderstanding of and questioning of GPG as entities as opposed to products.
 - Specific indicators related to the AF strategic objectives need to be developed and monitored.

18. Most importantly, capacity strengthening is an area where the AF should make a key contribution but needs a clearer definition to be operational. The new Capacity Development Framework (ECW, 2021c) provides a good basis for this, but it wasn't finalised until early 2022. According to the ECW Capacity Development Framework, the MYRPs' multi-year time frame and goal of bridging the nexus "offers a unique opportunity to invest in expertise and systems building in crisis contexts, activities which are typically outside the remit of humanitarian funding". Investment in capacity development is necessary to ensure capacity is available for immediate response as well as building expertise, institutions, and systems to respond in the long term. AF grants should explicitly seek to strengthen the capacity of local civil society and local authorities within the EiEPC ecosystem, as a clear contribution to the humanitarian-development-peace nexus. However, an explicit focus on working with and through local organizations and building their capacity is a critical gap in the AF Strategy. There are some trade-offs identified in AF grants in this respect, where links to (and capacity strengthening for) grantees (mainly international organisations / UN agencies etc.) are needed to ensure a strong contribution to MYRPs.

Findings on EQ1.2: At global level, how well does the AF complement other initiatives involved in the creation of global goods within the EiEPC field?

19. In the absence of a comprehensive mapping of the AF vis-à-vis the work of other funds and initiatives, it is difficult to assess complementarity. This may have taken place for specific grants (e.g. for measuring holistic learning outcomes in crisis settings (MHLO), where ECW has identified a clear gap within EiEPC versus work by GPE and others in a broader range of contexts). However, a broader mapping against AF/ECW strategic objectives has not been undertaken. In this respect, ECW is not yet making systematic linkages with other global evidence initiatives, such as the E-Cubed Research Envelope; Building Evidence in Education; the GPE Knowledge and Innovation Exchange; the Education in Crisis and Conflict Network; the INEE Evidence Platform; and the Journal on Education in Emergencies (see Box 15 below).

20. One distinct area of AF grant-making that many stakeholders noted as a value-add for the AF is funding the GPG networks that make up the EiE architecture. GPG networks, such as INEE, GCPEA, and the CP Alliance, often spend a large amount of time fundraising and rarely receive predictable, multi-year funding, especially for core support (as opposed to specific project costs). Such financing can reduce competition for funds and incentivize the collaboration needed to strengthen the broader EiEPC ecosystem/architecture.

Box 15 Global Evidence Initiatives

There are several international initiatives which at least partly focus on evidence linked to EiEPC. Thus:

- The Evidence for Education in Emergencies (E-Cubed) Research Envelope aims to strengthen the evidence base in EiE, by supporting contextually relevant and usable research, and disseminating global public goods. INEE manages this research envelope for Dubai Cares.
- Building Evidence in Education (BE2) is a donor working group with over 30 multilateral and bilateral donors and independent foundations. The objectives of BE2 are to strengthen donor research collaboration and coordination and promote the availability and access to rigorous evidence. There is an EiE Interest Group and a Knowledge System Strengthening Interest Group, which includes member research mapping and knowledge sharing to facilitate coordination and collaboration. BE2 is supported by a BE2 Secretariat.
- The GPE Knowledge and Innovation Exchange (KIX) is a fund solely dedicated to meet global public

good gaps in education. Through the sharing and funding of proven solutions and innovations, KIX ensures that evidence-based solutions get in the hands of national policy makers and directly feed policy dialogue and planning processes; and capacity is built to produce, integrate and scale knowledge and innovation in partner countries. The International Development Research Centre (IDRC) is the grant agent for KIX.

- The Education in Crisis and Conflict Network is a global learning network comprised of USAID staff and implementing partners all working together to develop and disseminate knowledge, information, tools and resources. ECCN is managed by the Education Development Center and sits under the USAID Leading Through Learning Global Platform.
- The INEE Learning Agenda & Evidence Platform aims to strengthen the EiE evidence base by mapping research projects and partnerships and reducing duplication to ensure that funds are maximized and producing an inventory of existing research to serve as a key resource for the EiE sector.
- The Journal on Education in Emergencies (JeIE) is a scholarly, double-anonymous, peer-reviewed journal that aims to fill gaps in education in emergencies (EiE) research and policy by publishing rigorous scholarly and applied research. JeIE is published by INEE.

Findings on EQ1.3: At country level, how well does the AF complement the FER and MYRP modalities and other country-level initiatives?

21. Based on interviews with key stakeholders, there is broad agreement that a key added value and priority for the AF is in its potential to complement FER and MYRP modalities. This evaluation has seen some promising practice emerging, for example several AF grants have had operational complementarity with MYRPs, including the grants focused on EMIS (UNESCO), measuring holistic learning outcomes (Cambridge Education), enhancing coordination (GEC), and localization (Street Child). AF grantees surveyed have high hopes that lessons learned and tools developed from AF grants will be used to complement the MYRP and FERs and improve both design and implementation processes, but the majority have not had direct outputs fed back into the other modalities.

22. Overall, there has not been a consistent or systematic approach to ensuring this country level complementarity. The FER evaluation found a limited connection between the AF and the FERs. For instance, the evaluation did not find evidence that guidance or applied research on providing safe spaces when schools are under attack or how to mitigate conflict tensions is enabled directly for the FERs through the AF. While the MYRP evaluation found a conceptual connection between AF and MYRP investments in that the work funded by the AF is aligned with the challenges that many MYRP countries face, it also found a limited understanding among country-level stakeholders about the AF in general. The MYRP evaluation also found that both country and global stakeholders had limited understanding about the connectedness between the AF and the MYRP, including ways in which learning from the AF is complementing MYRP design and implementation. Key reasons for this include the lack of explicit links in grant application and reporting templates, the lack of monitoring of AF outputs and the use of this to feed into MYRPs/FERs, and the limited human resources to manage AF work. As such, it is appropriate for the AF Strategy to highlight this contribution as the focus of the AF, but this needs to be operationalized in the design and management of the modality. The ECW Secretariat is now developing a MYRP manual with more alignment, including in the application and reporting templates.

23. If key areas of weakness in MYRPs were more systematically identified, then the AF could be used to provide systemic solutions, tools and capacity development in these areas across different country contexts, and this could drive the selection of priority grants for the AF. There are good examples of practice on which ECW can build in future. The MHLO grant, for example, is designed around engagement with five MYRPs and collaboration with grantees and the GEC grant has strengthened country capacity for coordination, needs analysis and data.

24. The AF Strategy was appropriate to highlight the link to FER and MYRP modalities, but the broad nature of the strategy did not give sufficient focus to ensure such links were made and operationalized more consistently. A more focused AF Strategy and objectives could enable this to happen, alongside a more effective and complementary contribution to GPGs.

Findings on EQ1.4: At global and country levels, how appropriate is the AF in the promotion of the cross-cutting issues of protection, gender and inclusion?

25. The AF Strategy includes an appropriate, though broad, focus on gender and inclusion, strengthening gender-responsive EiEPC and a specific focus on gender mainstreaming for AF grants in design, monitoring and reporting. The Strategy identifies specific actions, including to “develop a mechanism for identifying and mobilizing gender expertise to support countries implementing Multi-Year Resilience Programmes”. Moreover, the design of the AF application and reporting template has a specific section on cross-cutting themes, which requires grantees to design and report on the grant with a focus on the integration of cross-cutting issues into the project. The effectiveness of this in practice is examined in the following section.

FINDINGS ON PERFORMANCE

Key Question 2: How strong is ECW’s Acceleration Facility portfolio? Is it delivering the expected results?

26. We begin this section with an overview of the AF portfolio as it has developed, and a summary of the expected results specified in the AF strategy. We then address each of the subquestions on performance.

The AF portfolio

Scale and composition of the AF portfolio

27. The AF strategy notes that the AF budget can be up to five percent of ECW’s overall investments. For the 2019-2021 period, the indicative budget is estimated at a total of approximately USD 23.4 million (2019: USD 5.7 million; 2020: USD 7.7 million; 2021: USD 10 million) divided roughly equally across the two AF objectives. These figures are linked to ECW’s ability to reach its resource mobilisation targets.

28. The AF strategy envisaged that grants would address four systemic obstacles though actions grouped under two strategic objectives, as shown in Box 16 below.

Box 16 AF Strategic Objectives and the Systemic Obstacles to be addressed

Given the capacity of the ECW Secretariat, the likely budget envelope and to ensure meaningful impact, the Acceleration Facility will focus its efforts on the systemic issues which have the greatest linkages with ECW’s other investment windows.

Four key priority systemic issues will thus be addressed over the period 2019-21. These are:

1. Insufficient funding to cover all education needs across all crises
2. Inadequate capacity to lead, coordinate and deliver effective, innovative, gender responsive and inclusive EiEPC response and recovery efforts, both nationally and internationally
3. Lack of up-to-date quality data and analysis to inform decisions on education response
4. Weak political will, policies and programmatic guidance to ensure the delivery of high-quality, inclusive EiEPC services.

These four systemic obstacles will be addressed through targeted actions grouped together under two strategic objectives as follows:

- Identify, foster and scale-up innovations in both programming and financing (targeting systemic obstacles 1 and 2)
- Strengthen systemic capacity at national, regional and global levels to prepare for, and respond to, sudden onset and protracted crises (targeting systemic obstacles 2, 3 and 4).

Out of the four systemic obstacles outlined above, investments to address the second one on inadequate capacity to lead, coordinate and deliver EiEPC response and recovery efforts (which will span both strategic objectives) will be prioritised and thus it is anticipated that a larger proportion of funding will be allocated to these initiatives.

In common with the rest of ECW’s programming, issues relating to gender, protection, inclusion and equity will cut across these strategic objectives

Source: Acceleration Facility Strategy.

29. The AF began by with a focus on particular types /objectives of grant but has gradually diversified to cover more of the range of grants envisaged by the strategy. The evolution has seen grants funded that focus on strengthening institutional capacity and supporting global public goods (see Box 17 below). There has been flexibility and a pragmatic approach which has meant some important and useful initiatives have been funded. Most AF grants have been awarded based on a targeted approach rather than a competitive process.

Box 17 Evolution of the AF portfolio

Between 2017 and 2019, all but one of the AF grants awarded were focused on core support to global partners for building capacity to strengthen the EiEPC architecture, including to the GEC, INEE, the Global Coalition to Protect Education from Attack, the Alliance for Child Protection, the MHPSS Collaborative, and the United Nations Girls' Education Initiative (UNGEI).

In 2020, AF grants expanded to focus on projects that fill gaps in thematic knowledge and implementation tools, for instance by strengthening or developing global tools on MHPSS, early childhood education, and teacher well-being, thus implicitly aligning with the MYRP modality in terms of its vision of comprehensive responses. Based on lessons learned from MYRP annual reviews, the ECW Secretariat identified better data and the assessment of learning as priorities and has directed AF funding to focus on these issues. As such, sizeable AF grants were awarded in 2020 to assess learning outcomes and continued work to strengthen capacity for EMIS and data, both of which were identified in the MYRP evaluation as a particular challenge to quality education across the nexus.

There was a sizeable jump in the number of AF grants that were awarded in 2021, from nine (in 2020) to 16 (in 2021). In addition to continued large investments in data, measuring holistic learning outcomes, and strengthening the capacity of the Global Education Cluster, these new AF grants represent a ramping up of ECW's investment in concrete tools for the implementation of thematic areas linked to global humanitarian-development frameworks, such as disability and inclusive education, localization and learning outcomes. In addition, there was increased investment in 2021 to build country-specific capacity and ownership for advocacy on EiE in order to increase political commitment.

30. In analysing the AF strategy, the strategic objectives of strengthening capacity and fostering and scaling-up innovation have proven not to be easily divisible, as capacity strengthening is often integral to the way innovations are scaled up. For instance, the Humanitarian Education Accelerator Project is characterized as an AF grant supporting innovation, but it also provides capacity strengthening 'bootcamps' to local organisations. As a result, the categorisation of a grant into one category rather than the other can be somewhat arbitrary and not particularly helpful.

Expected results

31. The AF strategy sets out that by 2021, grants will result in strengthened EiEPC response and coordination capacities; better quality and more up-to-date data and analysis; the design and implementation of more effective, innovative, gender-responsive and inclusive programming approaches; and increased and more effective financing (see Box 16 above). The AF Strategy also sets forth Outcome and Systemic Indicators against which the AF strategy would be monitored (Table 37 below). Almost 90 percent of these indicators are from ECW's Corporate Results Framework.

Table 37 Indicators proposed in the AF Strategy

Proposed Indicator
<p>Outcome indicators</p> <p>All Acceleration Facility investments should contribute to the following longer-term beneficiary outcome indicators:</p>
1. Percentage of ECW-supported programs with increased access to education for crisis affected children and youth (once two data points become available).
2. Gender parity index for primary/lower secondary completion rates in countries in protracted crises targeted by ECW.
3. Percentage of ECW-supported programs with increasing survival, transition or completion of crisis-affected children and youth (once two data points become available).
4. Percentage of ECW-supported programs with increasing learning/skills outcomes for crisis-affected children and youth (once two data points become available).
5. Share of ECW-supported schools and learning environments meeting safe learning standards (once a standard indicator is approved).
<p>Systemic Indicators</p> <p>At the intermediate level, AF investments should contribute to the following systemic outcomes and indicators:</p>
<p><i>Outcome 1: Have we raised more funds through innovative financing?</i></p> <p>Indicator 1.1: Proportion of funding raised and leveraged as a result of: i) innovative financing and ii) non-traditional and private sources.</p>
<p><i>Outcome 2: Have we identified, assessed and scaled up innovations in crises contexts and has this made a difference to children's learning?</i></p> <p>Indicator 2.1: Percentage/number of innovations supported by ECW satisfying quality standards in terms of evidence, strategy and scalability (rubric indicator).</p> <p>Indicator 2.2: Number of children reached through ECW-supported innovations.</p>
<p><i>Outcome 3: Have we increased capacity to lead, coordinate and deliver in crises?</i></p> <p>Indicator 3.1: Proportion of ECW multi-year proposals developed through relevant humanitarian and development mechanisms and/or evidence of collaboration between humanitarian and development agencies.</p> <p>Indicator 3.2: Percentage of cluster countries where cluster lead agencies have full time dedicated cluster staff (Coordinator and Information Manager).</p> <p>Indicator 3.3: Percentage of ECW-supported countries with well-functioning learning assessment system (rubric indicator).</p> <p>Indicator 3.4: Percentage of ECW-supported countries with quality standards defined and implemented consistent with the INEE minimum standards (rubric indicator).</p> <p>Indicator 3.5: Percentage of ECW funding allocated to local and national responders as directly as possible to improve outcomes for affected people and reduce transactional costs, in accordance with the Grand Bargain commitment</p> <p>Indicator 3.6 Percentage of ECW supported multi-year programmes based on a quality needs assessment and risk analysis.</p>
<p><i>Outcome 4: Have we contributed to ensuring that more timely, reliable and quality data in crises is available and being used to develop better programmes?</i></p> <p>Indicator 4.1: Percentage of ECW-supported programs planning to measure/measuring affected communities' access to education.</p> <p>Indicator 4.2: Percentage of ECW-supported programs planning to measure/measuring survival, transition or completion for crisis-affected children and youth.</p> <p>Indicator 4.3: Percentage of ECW-supported multi-year programs planning to measure/measuring learning/skills outcomes of crisis-affected children and youth.</p> <p>Indicator 4.4: Share of ECW-supported programs intending to measure/measuring protection outcomes.</p> <p>Indicator 4.5: Percentage of ECW-supported multi-year programmes that monitor at least two collective education outcomes.</p>

Proposed Indicator

Indicator 4.6: Percentage of countries in protracted crises targeted by ECW with EMIS providing disaggregated data (rubric indicator).

Outcome 5: Have we increased political will and commitment and contributed to progressive policy developments?

Indicator 5.1: Percentage of countries in protracted crises targeted by ECW with gender responsive education systems.

Indicator 5.2: Percentage of countries in protracted crises targeted by ECW with inclusive education for children and youth with disabilities.

Indicator 5.3: Percentage of countries in protracted crises targeted by ECW with policies regarding inclusion of refugees and internally displaced persons.

Indicator 5.4: Proportion of humanitarian appeals that include an education component.

32. In order to ensure coherence in measurement, ECW chose as many of the same indicators of the ECW Corporate Results Framework as possible for the AF. These indicators, however, were developed to measure FER and MYRP programme reach on the ground; as such, they present a challenge to assessing the AF's expected results because the majority do not apply to AF grants and their objectives. Given the diversity of AF projects and in the absence of knowledge-creation and system-strengthening global indicators or indicators that measure coherence and connections between ECW's three modalities, it is hard to establish and monitor standardized contributions through the AF. Moreover, although the indicators are meant to measure the intended contribution of AF activities, there is no way to establish the AF activity's contribution to the outcome. Thus, as a modality, the AF lacks a specific monitoring, evaluation, and learning (MEL) framework, including performance measurements, to measure, aggregate and communicate AF-specific results.

33. The monitoring system used in practice for the AF is more contextual and uses case study-based reporting. Rather than reporting on the proposed indicators within the AF strategy, the majority of AF proposals and grant reports use project-specific indicators within their report narrative. ECW's M&E team then systematically reads AF reports each year and incorporates relevant information and data from reports into the Annual Report and Corporate Results Framework reporting. For instance, the M&E team have incorporated AF data from reporting into ECW indicators for Systemic Outcome 4 ("*Have we contributed to ensuring that more timely, reliable and quality data in crises is available and being used to develop better programs?*"), and indicators on innovations (AF Systemic Indicators 2.1, 2.2), cluster coordinators (Systemic Indicator 3.2) and local partners (Systemic Indicator 3.5).

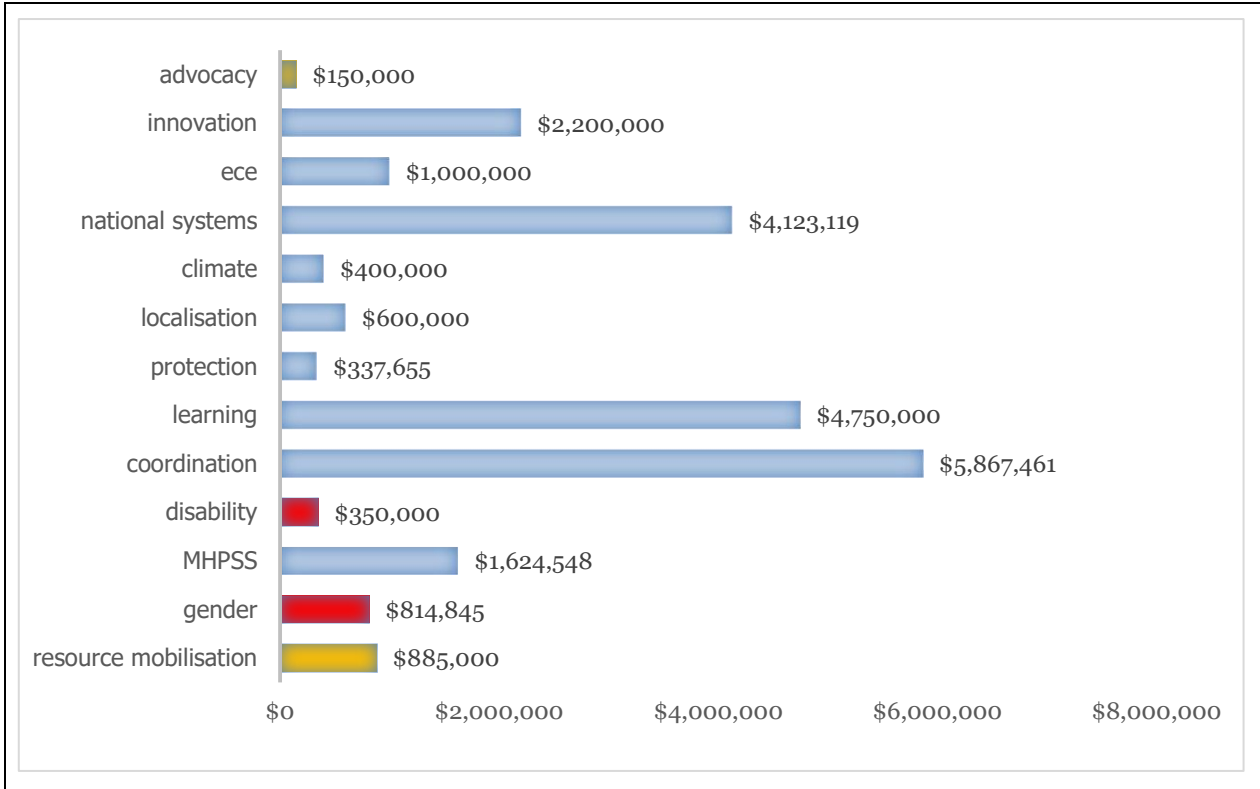
34. Another reason that assessing AF results is challenging is because only seven AF grants have been completed, and thus the vast majority have not submitted results-level data. Nevertheless, the triangulation of qualitative and quantitative data from the portfolio review, in-depth analysis of select grants, key informant interviews and the survey of grantees have provided the basis for the findings on performance that follow.

Findings on EQ2.1: Has the allocation of AF grants matched the intentions of the AF strategy?

35. Our analysis finds that the AF portfolio of grants is diverse and reflects the broad nature of the strategy. Grants fall within the two objectives of the AF Strategy, largely because the strategy is so broad. While the AF Strategy notes that the scale of AF expenditure is five percent of ECW's overall investments, in practice it has been closer to three percent. While spending has been distributed across the objectives and activities envisaged by the strategy, it has been distributed unevenly. As anticipated by the AF strategy, investments to strengthen capacity to lead, coordinate and deliver EiEPC response and recovery efforts has prioritised and thus it is anticipated that a larger proportion of funding will be allocated to these initiatives (see Box 8 and Figure 59). For AF grants 'thematic' expenditure in 2018-2021 has been mapped to identify gaps and priorities for future investments. Figure 66 below, provided by ECW staff, shows under-investment in funding of

innovation, advocacy, resource mobilisation and localisation and in ECW’s thematic areas of disability, gender, and protection. MPHSS has seen more substantial investment than the other thematic areas.

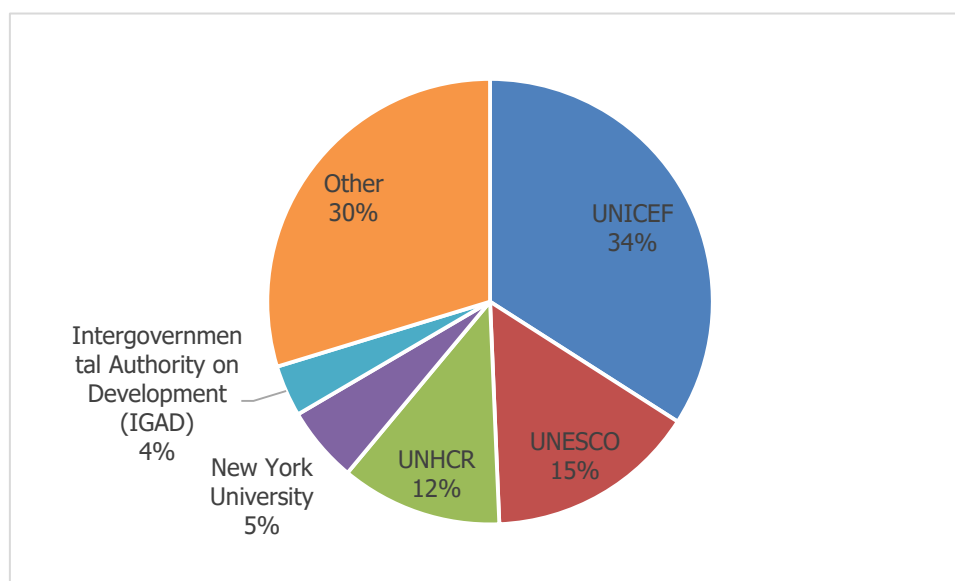
Figure 66 AF thematic expenditure 2018-2021



Source: Acceleration Facility – Proposed 2022 Approach (PPT)

36. The identification of the AF portfolio has been driven by a pragmatic targeted approach rather than intentional, strategic design and competitive processes, reflecting the lack of dedicated capacity within the ECW Secretariat. There had been only one competitive process out of 32 contracted grants and/or grants under development by the end of 2021. Targeting of grantees is generally done by Secretariat members, through their contacts, networks and participation on working groups; however, this approach to targeting risks AF funds being available to a limited circle of grantees. Figure 67 below shows that AF funds are being disproportionately allocated to UN agencies, making the fund more exclusive than inclusive. Based on the portfolio review, key informant interviews and the findings that informed the development of the ECW Capacity Building Framework, the rationale and criteria for prioritization and selection of some grantees and/or thematic areas over others is not documented or transparent. There is also a lack of documented rationale and exit strategy for recurrent grants. This has impacted the perceived transparency, equity and inclusion of the AF.

37. Moreover, grant application, design and quality assurance processes have not sufficiently focused on evidence and analysis of systemic capacity gaps or intended impact on global/local systemic capacity. Two of the grants examined in depth did indicate promising practice on which to build on this front. While not based on an RFP, the identification of the MHPSS grant was based on consultation with field experts and other stakeholders. Even more promising, the MHLO grant was based on a competitive process and illustrates the benefits of open competition in increasing visibility and transparency of the modality and reaching partners other than those already connected to ECW, who bring a high quality of technical expertise to the field; they also can potentially heighten performance, innovation and overall value. This grant also shows good practice in terms of analysis of capacity gaps, as noted under Key Question 1 above.

Figure 67 AF top 5 grantees 2016-2021

Source: ECW 'Financial DB Master', 7 December 2021

Findings on EQ2.3: How well has the AF supported capacity strengthening (AF Strategic Objective B)?

38. As anticipated by the AF strategy, there is evidence of strengthened EiEPC response and coordination capacity, particularly on the part of established EiEPC actors, as a result of the AF. The majority of AF grants can be said to focus on capacity development; between 2017 and 2020, all but one AF grant focused on the objective of strengthening capacity. However, without a common framework and clear objectives against which performance towards capacity development can be assessed, it is hard to judge their efficacy.⁷⁰ Nevertheless, the portfolio review shows that ECW has been actively investing in strengthening capacity across a range of thematically diverse capacity development initiatives linked to ECW priorities at global and country levels. Moreover, many AF grants are perceived both by stakeholders and grantees to be strengthening capacity within the EiEPC system globally and at country level, and there are both promising practices and positive results in terms of strengthened EiEPC response and coordination capacities.

39. Based on the evidence from the multi-year grants to the Global Education Cluster for enhancing EiE coordination through core cluster support (2018, 2019, 2020) and to Cambridge Education for strengthening systems and approaches to measuring holistic learning outcomes in crisis settings (2020, 2021), there is an indication that the AF grants that best demonstrate, or have the potential to demonstrate, a catalytic effect are those that have provided longer-term, sequenced and iterative support for strengthening capacity in specific technical and/or policy areas, with a focus on improving specific MYRPs. For instance:

- Enhancing EiE coordination through core cluster support: the analysis of the multi-year AF grant to the GEC yielded evidence that the funding to support the strengthening of GEC and Education Cluster coordination functions has improved operational capacity at global and country levels, the impact of which can be seen in the recent rapid response to the Ukraine crisis (see Box 18 below). For instance, the AF grant enabled the GEC to develop guidance and SOPs for global and country clusters as well as a structured support cycle with all Education Clusters, which has improved the consistency and quality of planning to meet

⁷⁰ ECW made a commitment in 2018 to develop a capacity development framework, but it wasn't until 2020 that a consultant developed a Capacity Building Framework in 2020. The Capacity Development Framework was approved by the Director in early 2022 and there is now an Action Plan in place to implement the framework.

needs more proactively. The AF support has also built country-level capacity through tailored training for MYRP country stakeholders, including on Joint Education Needs Assessments (JENA) and the Education People in Need (PiN) calculation, which have improved quality on the ground and the reach of Education Clusters in terms of both depth and breadth.⁷¹

- Strengthening systems and approaches to measuring holistic learning outcomes in crisis settings: the evaluation found positive approaches to capacity development after the first year of implementation of this multi-year AF grant to Cambridge Education. The initiative has evolved to focus on building capacity of EiEPC actors to manage learning assessment. The initiative has conducted an analysis in five MYRP countries on which to base the technical work and build capacity and tools relevant to each context.

Box 18 Strengthened systemic capacity supports rapid response to Ukraine crisis

Core support from the AF to the GEC to strengthen the architecture was cited by several key informants as enabling a stronger and faster response to the Ukraine crisis. Using the strengthened capacity of the GEC Rapid Response Team, which had been built through AF grants, GEC was able to rapidly mobilize and deploy an experienced and reliable Cluster Coordinator and IM specialist, in the midst of very difficult logistics, to activate a cluster in 12 hours. The speed and coordination capacity of that team, including collaboratively working with UNHCR, provided ECW an immediate entry point to develop a FER within 10 days.

40. Key informants noted that the scaffolding provided by networks funded by the AF as GPGs may facilitate innovation and broader capacity development efforts. Furthermore, some stakeholders perceive the AF to be contributing to strengthened coherence across the EiEPC system through core support to the Global Education Cluster (GEC), strengthening its coordination functions. However, others do not view this as an AF value-add and contend that AF should not fund UN or other entities that have access to funding elsewhere. It can be appropriate for the AF to support / invest in GPG entities where they have a clear mandate and/or capacity to contribute to AF (and ECW) strategic priorities and where such investments can catalyse or “accelerate” change and strengthen systemic capacity. However, ECW should be identifying its specific objectives and appraising the best investments to achieve them.

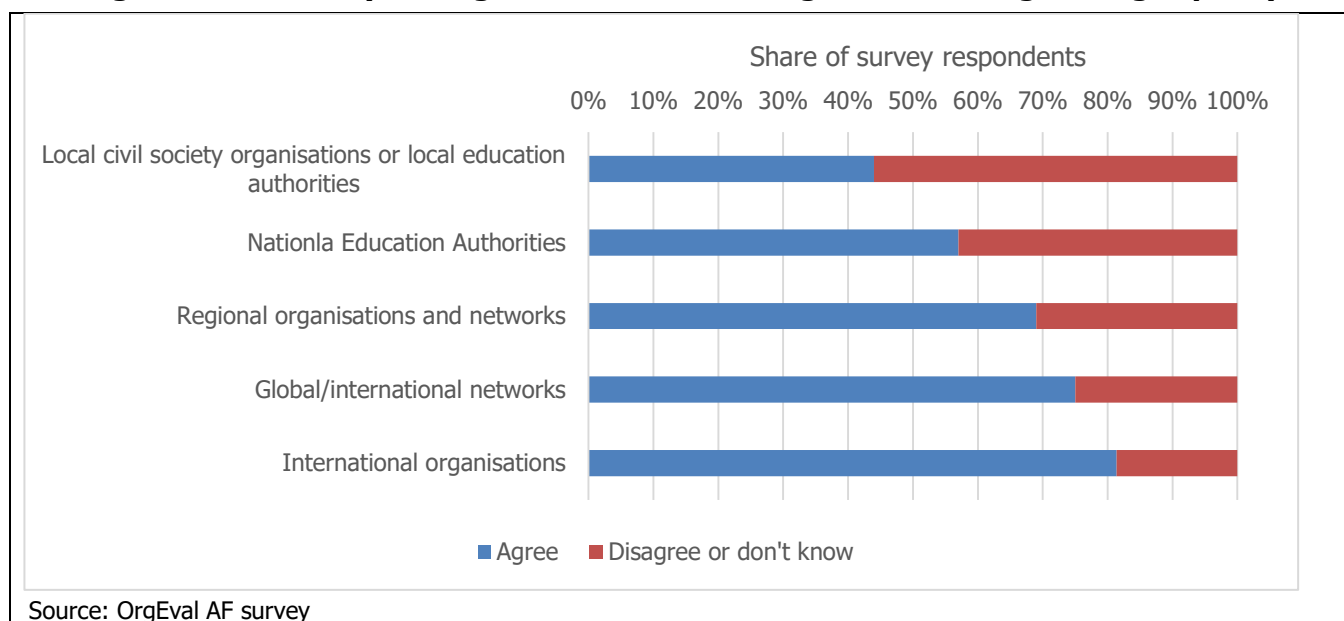
41. Lessons are emerging from the experience of grant design and implementation, for instance from the grant to Cambridge Education to strengthen systems and approaches to measuring holistic learning outcomes in crisis settings (MHLO), which can provide a basis for a more strategic and focused approach to capacity development from the AF. In this case, the grant has sought to analyse each country context carefully, including the capacity of EiEPC actors. The grant overall started with a very ambitious approach to building assessment systems, adapting to being more targeted on capacity of EiEPC actors in their contexts, which may be in parallel to or interacting with government systems more generally. This is a complex technical area for which many actors lack the required capacity, but which can play a crucial role in the success of ECW and other EiEPC interventions.

42. The majority of AF grants have sought to strengthen the capacity of established EiEPC actors. In some contexts, strengthening capacity in this way is justified; for example, in learning assessment, overall capacity within EiEPC is weak, and AF grants need to ensure key actors in the ecosystem can take this work forward. Nevertheless, there has been a far greater focus on strengthening capacity of international stakeholders, which are important, but there has been a limited focus on strengthening

⁷¹ A joint education needs assessment (JENA) is an inter-agency assessment focusing on the education sector; it is done jointly with multiple organizations and is typically led by the Education Cluster Team and, where appropriate, the Ministry of Education (MoE). JENAs allow stakeholders to generate reliable, comprehensive and timely information to guide effective inter-agency EiE response. Calculating the Education PiN provides the overall scale of the needs, which will help know the size of the affected groups for planning and costing purposes. For the Humanitarian Needs Overview, which is produced to support a Humanitarian Country Team in developing a shared understanding of the impact and evolution of a crisis and to inform response planning, an Education PiN calculation takes multiple factors into account: 1) Geographical area, 2) The different affected groups (IDPs, residents, returnees, refugees, etc.), 3) The severity of conditions in the education sector, 4) Sex. Country clusters will also have to decide if they provide a PIN breakdown by ages, levels of education (ECE, primary, secondary, tertiary) and specific vulnerable groups such as children with disabilities.

the capacity of national authorities, and even less on local authorities and civil society. For instance, while 81.4 percent of grantee respondents said that their AF grant strengthened the capacity of international organisations and 75 percent said the same for global/international networks, less than 44 percent of AF grantee respondents said their AF grant strengthened the capacity of local civil society organisations or local education authorities, while 57 percent reported their grant strengthened the capacity of national education authorities (see Figure 68 below). The lack of focus on local capacity limits the likely effectiveness and impact of AF grants, especially in terms of sustainability and working across the nexus. Promising practices are, however, noted with the 2021 AF grant to Street Child on localization and EiE GenKit capacity building for wide range of local actors.

Figure 68 Survey findings: contribution of AF grants to strengthening capacity



43. Deficiencies in data and analysis were seen as one of the systemic obstacles to be addressed through the AF's capacity strengthening objective (see Box 16 above). The AF has funded promising work with some early positive progress against the expected result of ensuring better quality and more up-to-date data and analysis. In particular, the AF has evolved to have a strong focus on and investment in EiE data with its grants to UNESCO for strengthening (2019) and adapting (2020) EMIS and data for increased resilience to crises as well as grants for strengthening systems and approaches to measuring holistic learning outcomes in crisis settings (2020, 2021). These respond to key data gaps in the EiEPC field, identified both at global and local levels. The AF multi-year grants to the GEC are also contributing to better quality and more up-to-date data and analysis through the focus on building capacity around JENA and PiN calculations. Moreover, each of these three large grants has a clear pathway for strengthening MYRPs.

Findings on EQ2.2: How well has the AF supported the identification, fostering and scale-up of innovations in both programming and financing (AF Strategic Objective A)?

44. The lack of a clear definition or specific objectives for an innovation was described for EQ1.1. Moreover, targeted approaches to grant allocation have not been conducive to promoting innovation. Only one AF grant between 2017 and 2020 focused on innovative programming, the Humanitarian Education Accelerator (HEA), and it is still ongoing. The HEA grant indicates some promising and innovative practice in the use of technology for delivery of teaching and learning in EiEPC. Through it, numerous innovative projects receive support, including the Can't Wait to Learn programme, which seeks to improve reading and numeracy competencies by providing teaching and learning to refugee students and teachers through tablet- and curriculum-based educational games.

45. While articulated in the strategy as one of the systemic barriers, innovative financing has not really been a focus for the AF and would require a specific approach, effort and level of expertise. However, in 2021, ECW began funding a diverse set of grants in donor markets where EiE is not yet

prioritized to build capacity for advocacy to increase awareness and inspire engagement in and political commitment to EiE, which ECW and partners hope will lead to greater resource mobilisation for EiEPC.

46. Performance measurements for increased and more effective financing have not been tracked for AF grants, nor were there consistent accounts of this from grantees; consequently, progress is not evident against this expected result (see Table 37 above). There has been increased investment through the AF in 2021 to strengthen country-specific capacity and ownership for advocacy on EiE in order to increase political commitment, and ultimately increase financing. However, the majority of these grants have not yet reported outcomes. Moreover, when they do report, the grants are generally reporting on inputs and outputs such as translations, media, events, rather than outcomes, coming back to the challenge of insufficient performance measurement and monitoring related to expected AF results. In addition, a point made by both grantees and key stakeholders is that ECW needs to make a clearer and stronger connection between the operational research outcomes and evidence-based products developed out of AF grants and the operational, country level MYRP and FER investments, as per AF strategy, in order to have an effect on more effective financing, including to accelerate and leverage money in MYRPs.

Findings on EQ2.4: How well has the AF addressed cross-cutting issues including protection, gender and inclusion?

47. There is mixed evidence as to whether the AF has realized the expected result of the design and implementation of more effective, innovative, gender-responsive and inclusive programming approaches (the cross-cutting objectives highlighted in Box 16 above). While the AF strategy has an appropriate focus on effective, innovative, gender-responsive and inclusive programming approaches, as highlighted under Key Question 1, the application of a gender and inclusion focus in practice has room for improvement. This indicates implementation challenges, as elaborated below, but also equally that the strategy and design of the AF needs clearer and more specific objectives to ensure gender and inclusion are consistently mainstreamed in the design, implementation, management and monitoring of AF grants.

48. Across the board, there has been a stronger focus on the design of more effective, innovative, gender-responsive approaches than on their implementation. Good practice products have been produced, such as the EiE GenKit, which provides practical tools, including checklists and assessment templates, to support practitioners to ensure that each phase of an EiE intervention is gender-responsive. However, the AF needs a more systematic focus on implementation and institutionalization of these products through sustained capacity building and applied learning and use in the field, including within MYRPs and FERs, as relevant. For instance, the GenKit was piloted in Uganda and South Sudan, helpfully providing a training for stakeholders working on the MYRPs in those countries. Unfortunately the exercise was constrained and shortened by Covid restrictions, and stakeholders involved reported needing more time, guidance and different types of capacity building, including mentoring and coaching, to effectively utilize the tool across the programme cycle.

49. A promising development in ECW's efforts to strengthen gender capacity in implementation is the new AF grant with the Global Education Cluster (2022-2023). A full-time gender/GBV expert is being deployed through this grant to support GEC and country clusters to strengthen their work on gender in EiEPC.

50. There has been under-investment in grants that specifically focus and accelerate change on inclusive programming with regard to disability.

Findings on EQ2.5: How efficient has AF management been, in terms of: timely and transparent processes? proportionate and economical use of ECW and grant recipient resources (human and financial)?

51. The AF has experienced a number of internal and external management, governance and accountability challenges from 2017-2020, in particular with regard to limited transparency and competitive processes. This is largely due to insufficient dedicated staffing to manage the fund and a lack of transparent Standard Operating Procedures (SOPs) that govern AF processes and operations,

but also due to challenges to managing competitive processes (see Box 19 below). The result has been a highly targeted, supply-driven approach to the vast majority of AF grants, which presents a risk to the AF and ECW, both in terms of reputation and effectiveness.

Box 19 ECW Challenges to Managing Competitive AF Processes

The only competitive call for proposals between 2018-2021, which was won by Cambridge Education, was carried out with support from UNICEF Supply Division. Although the intention was to issue an AF grant, that contract was in the end issued as a service contract (although ECW classifies this as an AF grant). This experience showed that competitive selection with AF grants on technical areas at global level is challenging. The AF solution would have been to give a grant to a UN agency or CSO which then hires with a service contract a global expert provider on the topic. This approach may have saved ECW the work of managing the service contract, but it also means higher costs to do the work as the funds go through several layers.

52. AF grantees noted that the Secretariat has been flexible in allowing context-specific adaptations to AF grants during implementation and no-cost extensions, specifically in response to the Covid-19 pandemic. For instance, the Humanitarian Education Accelerator project was adapted to the changing context, without altering the broad objectives, including by supporting innovation teams through a Covid Amplify Challenge in addition to the new cohort of innovations under the original AF grant. Thus, the pivot in response to challenges presented by the pandemic effectively led to a scale-up of the HEA itself, supporting more educational innovations and real-time learning in a rapidly changing, unprecedented context. UNHCR, the grant manager, also received approval for a no-cost extension to enable the AF grant to run until December 2022.

53. Inefficiencies were noted by some AF grantees, for example in terms of lack of consistent coordination between ECW Secretariat staff in their communication with grantees, and missed opportunities to connect different grantees in order to leverage knowledge and share learning. For instance, several grantees and ECW Secretariat staff noted that grantees have at times had to respond to the same feedback multiple times because responses were not shared internally within the ECW Secretariat. This in turn led to delays in the approval process; as a result, some grantees reported mixed experience on the timeliness of grant processes.

54. The inefficiencies are compounded by having many smaller grants while also having limited Secretariat capacity to manage the grants, including to ensure results are documented and learning disseminated and used. For instance, the AF has given only seven grants between 2016-2021 that are over USD 500,000; 26 grants have been USD 500,000 or less; and 12 grants have been USD 200,000 or less. Secretariat staff note that the transaction costs are high from managing so many small grants, and that AF grant management takes up a larger proportion of their time than the ECW funds allotted to the AF warrant.

55. There are interesting examples of grants that have been designed to support the management of other grants without requiring additional ECW Secretariat capacity. For instance, the grantee for the Humanitarian Education Accelerator (HEA) grant, UNHCR, manages and supports multiple smaller innovative projects at no capacity cost to ECW. Likewise, the Global Partner for the MHLO grant, Cambridge Education, oversees country-based work with MYRP grantees. By delegating management to the grantee, these grants have multiplied their reach without requiring additional Secretariat capacity.

56. For the AF to be more than just a “fund” and operate as a “facility” that accelerates progress on MYRPs and FERs, implies a more strategic and managed approach, which also implies dedicated management. The MHLO grant indicates potential good practice on this front and illustrates the need for and level of engagement from dedicated ECW staff to ensure a link to MYRPs/FERs and broader global networks (see Box 20 below). This is highlighted in the Strategic Plan but the processes for an integrated, strategic and managed approach across the modality have not yet been sufficiently developed or institutionalized internally.

Box 20 An integrated, strategic and managed approach – the MHLO grant

A promising practice in efficient management is illustrated by the integrated, strategic and managed approach used by the ECW Secretariat with the grant on strengthening systems and approaches to measuring holistic learning outcomes in crisis settings. The grant was awarded to Cambridge Education on the basis of a competitive process. The M&E team within the ECW Secretariat manages this grant directly; it has regular and clear communication with the grantee and a positive, constructive and flexible working relationship. The grant has illustrated that ECW can contribute specific technical work through AF grants but it needs engagement and leverage in regional and/or global networks, and the technical work needs to be part of MYRPs rather than a parallel or separate track. The MHLO grant shows that the ambition of the AF strategy – to strengthen MYRPs and contribute to global goods / the broader ecosystem – is possible.

Findings on EQ2.6: Is monitoring, reporting and learning from the AF appropriate and effective?

57. ECW is not consistently monitoring outputs during implementation or following up on AF grants; this varies by type of grant, organization and ECW focal point. There has been a mixed level of engagement from the ECW Secretariat in ensuring complementarity with FERs and MYRPs. This is largely due to there being no dedicated AF staffing. The challenges with the use of performance measurements, given the diversity of AF projects, were noted above. There is a need for stronger and more consistent reporting against progress/outputs and higher-level results and capturing lessons that can be drawn and applied more broadly. In addition, grantees note that the results framework should be made a part of the AF design and application process, not just part of the reporting process, so grantees know what they are signing up for. Furthermore, AF grantees indicate that there are problems with ECW's new online reporting platform; it is not fit for AF purpose, as it is tailored to FERs and MYRPs and there is little guidance on how to translate AF reports into this platform. The result is that that EiEPC stakeholders, including many ExCom members and donors, do not have an understanding on the results of AF investments, and how those are being integrated in ECW operations.

58. The management system for the AF has not been designed to use MEL and knowledge management to capture, communicate and apply lessons and evidence effectively. For instance, the promotion of and uptake and use of evidence and learning are not addressed in AF application and reporting templates. As a result, sharing of lessons and evidence is not systematically happening; it depends on the grant and the level of ECW staff engagement on the management side. Some grantees noted that even where they make an effort to capture lessons, the Secretariat has neither widely shared them, missing an opportunity to amplify evidence and learning, nor applied the learning systematically to improve FERs/MYRPs. Moreover, within the Secretariat, there is not consensus on what role the AF should have in supporting operational research to generate, share and apply evidence in order to improve EiEPC interventions, and thus the modality has not been consistently promoted in these terms.

59. Responding to these challenges, which were also highlighted within the Capacity Building Findings Report (Gomez, 2021) and the MYRP evaluation (OPM, 2021b), the ECW Secretariat has set out a plan to course correct in 2022, with an evolution towards more accountable management and governance. This includes a more thematically based prioritisation process, prioritizing underfunded thematic priorities (gender and disability, resource mobilisation, advocacy, learning outcome measurement, MHPSS), within the lens of the capacity development framework. In addition, the AF in 2022 will make more use of requests for proposals, with some in-built flexibility for funding emerging priority projects.

Findings on EQ2.7: Are there any unexpected effects (positive or negative) or significant omissions?

60. While not articulated as an expected result through the indicators proposed within the AF strategy, several stakeholders reported that funding for global public good entities through grants to EiE networks, such as INEE, GCPEA and the Child Protection Area of Responsibility, have positively built the level of trust and understanding of complementarity between them. This is also true for

UNHCR, the Global Education Cluster and INEE, whose understanding of each other’s mandates, tools and procedures has been strengthened through an AF grant for research on coordinated education response and planning, which in turn has been reported to improve coordination at both global and country levels.

FINDINGS AND CONCLUSIONS ON STRENGTHENING THE ACCELERATION FACILITY

Key Question 3: Based on experience so far, how could the Acceleration Facility strategy and portfolio be strengthened in the next ECW strategy period?

Conclusions on AF strengths and weaknesses

61. This evaluation indicates that there is broad consensus on the need for and potential added value from a facility of this kind in the EiEPC field, and that with the ECW reach – through its FERs and MYRPs and country-level as well as global engagement – the AF is well placed. While the findings of the evaluation, noted above, indicate some weaknesses, there is recognition that the flexibility of the AF and its ability to respond to emerging needs has been a strength. It is also clear that while the broad nature of the AF strategy has led to a lack of focus, there have been a number of well thought through grants, focusing on areas where the AF is able to add value, particularly as a complement to the MYRP and FER windows, and on what could be core business for the ECW; for example, on coordination among EiEPC partners, and on specific technical/policy areas for which there are gaps that are barriers to quality MYRP implementation, such as reliable data across the nexus and measuring holistic learning outcomes.

62. The broad and all-inclusive AF Strategy developed at an early point in the evolution of the Facility and its place in the ECW, now needs to be revisited. For this evaluation, we set out an inferred theory of change, with a number of assumptions. Our conclusion is that most of the key assumptions are not met, for example the role of the AF is not well understood or recognized in the wider EiEPC community, the ECW lacks appropriate levels of staffing to identify needs and to deliver on its strategy/objectives, there has been limited compilation, sharing and use of actionable knowledge to improve FERs and MYRPs.

Table 38 Validity of AF inferred theory of change assumptions

Input to output assumptions	Assessment of validity
1. Existing network of EiEPC is functional and ECW collaborates closely and in a transparent manner with partners/EiEPC actors. And/or ECW’s AF modality is a recognized and respected way of adding to global goods in the EiE ecosystem.	<p>EiEPC network is fairly broad and complex; a number of existing networks/groups in place that lead on different issues. ECW collaborates closely in an ad hoc manner with a select group of partners on a select group of thematic issues (linked to specific grants), but it does not collaborate closely or transparently with a broad group of EiEPC actors. The AF is neither well-known nor well-respected in the field, although appreciated by grantees.</p> <p>The AF grants which provide core funding to some of the established EiEPC actors (e.g. for GEC, INEE) could be more strategically set up as partnership and contribution. But overall this would require ECW staff with dedicated time to give to this work.</p>
2. ECW Secretariat has the capacity to identify relevant promising innovative ideas and capacity needs/gaps based on its strategic planning process and regular engagement with partners.	<p>The process for identification of needs/gaps which AF will address is ad hoc, and takes place in consultation with a select number of the same partners. It is largely driven top down by ECW Secretariat staff, and not through a more strategic planning process or broad and deep engagement with partners. More space for bottom-up, demand-driven planning needed.</p> <p>The ECW Secretariat lacks dedicated AF capacity and the AF strategy lacks clarity about “innovation” and capacity (a capacity building framework bringing a common approach to ECW was only approved in 2022).</p>

<p>3. The selection of AF grantees/projects is done strategically in line with ECW's overall strategy and in line with gaps identified by the wider EiEPC ecosystem.</p>	<p>The selection of grantees/projects has been done, to some extent, in line with ECW's strategy (focus on SOs, which are based on gaps identified in the wider EiEPC ecosystem at the founding of ECW) but it has been pragmatic rather than strategic (targeting grantees/projects and then identifying how it links with strategy rather than the other way around). Given that the AF strategy is so broad, AF grant selection is not well prioritised and so not in effect strategically focused on outcomes against which it can make a positive impact.</p>
<p>4. ECW has the financial and human resources to fund and manage AF grants, as well as FER and MYRP grants.</p>	<p>ECW has had financial resources to fund the AF grants, but it has not had dedicated human resources to manage AF grants. It has had human and financial resources to fund and manage FER and MYRP grants, although not dedicated human resources to manage coherence between the three modalities.</p> <p>This is one of the critical challenges facing the effectiveness of the AF. Without dedicated staff to manage the AF, current staff are not able to provide more consistent and effective contribution on the AF.</p>
<p>Output to outcomes assumptions</p>	<p>Assessment of validity</p>
<p>5. ECW and EiEPC partners strengthen capacity at individual, organisational and systemic levels to improve coordination, knowledge and information management, data gathering and analysis, and advocacy.</p>	<p>ECW Capacity Development study identified a limited/ inconsistent understanding of capacity development, and this was the basis for development of a CD Framework. Particularly CD often seen as technical/individual, but more focus needed on organisational and system level, particularly to address nexus issues in EiEPC. Systemic issues may refer to EiEPC system in particular, and often with reference to the work of established EiEPC actors (i.e. UN/INGOs). Limited effectiveness in focusing on local capacity, more demand driven approach needed.</p> <p>MYRPs themselves could be more systematically used to build local capacity, and AF could play a potentially catalytic role in ensuring this takes place. However, at present the approach to this is ad hoc, some AF grants perhaps do this, but on the whole the link is limited.</p> <p>There are specific AF grants which contribute to capacity for coordination, knowledge sharing, etc.</p>
<p>6. ECW and EiEPC partners are able to advocate at high level with governments and development/ humanitarian/private partners.</p>	<p>This assumption has not been tested directly through our research on the AF. The AF itself can be used more effectively for advocacy, for example through the use of evidence / impact from ECW grants.</p>
<p>7. ECW AF funding is adequate and sufficiently long-term to achieve the expected results.</p>	<p>AF has sufficient funding to undertake potentially catalytic work. However, there has not been a focus on using AF grants to catalyse broader increases to the financing of EiEPC.</p>
<p>8. ECW and EiEPC partners are able to show evidence of results and use this to improve programme design and implementation, and to mobilise additional funding.</p>	<p>Results for the majority of AF grants are still forthcoming; one series of AF grants to GEC for strengthening systemic capacity have shown evidence of results that are being used to improve design and implementation and mobilise additional funding. Other examples are not known. However, across the portfolio, there is not a coherent system in place for monitoring results, sharing and applying evidence and learning to improve programme design and implementation.</p>
<p>9. In the timeframe of AF grants, it will be possible to develop actionable knowledge and apply this to improve FERs and MYRPs. ECW captures and shares actionable knowledge and learning systematically and in a transparent manner across the EiEPC community.</p>	<p>Learning component of MEL within AF grants is lacking, as are SOPs for applying evidence and learning to improve FERs and MYRPs. ECW has not yet captured and shared actionable knowledge and learning systematically and transparently across the EiEPC community.</p>

Outcomes to impact assumptions	Assessment of validity
10. EiEPC actors provide sustained access to high-quality, gender-responsive and inclusive education services through well-coordinated approaches.	We have not directly tested assumptions at this level.
11. Funding raised through ECW AF is additional funding to EiEPC funding.	We have not directly tested assumptions at this level.
12. EiEPC actors' efforts are part of a wider effort to strengthen learning outcomes, psychosocial health and overall wellbeing of children and youth in crisis, including vulnerable groups.	This is a valid assumption.

63. The AF has evolved in a slightly ad hoc fashion, with understandably more focus from the ECW Secretariat and governance bodies on the FER and MYRP windows. Without dedicated staff for the AF, it appears to have taken up more ECW Secretariat staff time than anticipated, and not proportional to the (up to) 5 percent of funding. Much of this evolution is reasonable and understandable, but this is an important moment to reset and give the AF a clearer purpose and objectives. It is also clear that the human resource constraint is a key challenge for the AF; decisions on whether the AF will be given dedicated staff (at strategic and operational levels) will determine whether it can deliver more effectively and operate at a meaningful scale. To operate as a “facility” implies a stronger/more consistent technical engagement than is currently possible, and would need staff to manage processes, drive implementation and monitor grants and the broader dissemination and use of outputs and outcomes.

Response to EQ3.1: What should be the scale and focus of the AF in future?

64. This evaluation concludes that the AF Strategy should be revised as part of the broader ECW Strategic Planning process, with new and more focused objectives, identifying specific areas where ECW can add value through strengthening FER and MYRP programmes and complementing the broader EiEPC ecosystem. This will ensure strengthened and consolidated articulation of the AF with the broader ECW strategy and programming.

65. To make an effective contribution to EiEPC programming and results, the AF needs a strategy that focuses on a set of clear, and specific strategic priority programmatic and policy areas in which ECW can add value, with a strong focus on the nexus and localisation. Based on this evaluation, such areas include improving teaching and learning/assessment and EiEPC data systems, and strengthening coordinated planning and response. It also includes investments in the global public entities that contribute to shared objectives and knowledge management for the field and provide a neutral space for collaboration and coordination. This would represent a reset for the AF, with a greater focus on depth versus breadth.

66. ECW should work strategically with partners from other funds / initiatives to map priorities and comparative advantage. This can be done at a high level to determine the overall priorities for the AF, but also for specific technical areas, for example in the way the holistic learning outcomes measurement grant has identified complementarity between ECW / AF work in EiEPC settings while GPE and others develop approaches in a broader range of contexts. A lack of this kind of mapping thus far has made it hard to judge the complementarity of the AF at global level against the work of other funds and initiatives.

67. On this basis, a new AF strategy should articulate and justify a clear rationale for funding to global public goods, with an emphasis on the key role and complementarity of existing global entities / networks for EiEPC that contribute to shared objectives and knowledge management for the field and provide a neutral space for collaboration and coordination.

68. The AF theory of change should be revised as part of the ECW strategic plan and well founded with identification of assumptions and measures to ensure they can be met. The revised strategy and theory of change should be integrated into the new ECW Strategic Plan, rather than a stand-alone document.

69. In terms of scale, there is a case for the AF to focus on a smaller number of larger (over USD 500,000) grants that are predictable over a multi-year period and which explicitly complement FER/MYRP programmes. However, the scale and ambition also relates to the resourcing of the AF management; smaller grants could be used strategically to test and innovate in selected priority areas. To have a meaningful impact, the AF should not be under-financed; however, this evaluation does not indicate that there is a need for a specific allocation of 5 percent, in particular if the overall ECW budget was to grow significantly. The focus should rather be on ensuring an effective strategy and a catalytic approach to using the AF. Where approaches indicate potential for scale, ECW could consider allocating more funds from within relevant MYRP grants.

Response to EQ3.2: How could allocation and management of AF grants be strengthened so as to maximise their contribution to ECW's overall strategy?

70. The ECW Secretariat should appoint dedicated AF management to work in an integrated way within the ECW Secretariat.

71. The AF requires dedicated management. At a minimum, a full-time dedicated manager is needed to drive the AF and manage RFPs as a default application process, supporting internal and external processes and coherence, as well as M&E support. The AF may be best served by two posts; a position to manage RFPs and the portfolio, and a more senior level position taking a strategic lead on and having an overview of the portfolio, improving accountability and knowledge management, and ensuring coherence and engagement with other funds, inter-agency initiatives and working groups. Dedicated AF staffing would also facilitate a more systematic approach to monitoring, evaluation and applied learning from the AF and complementarity with FERs /MYRPs. While ECW technical programme staff need to continue to play a key role, dedicated AF management could ensure coherence and drive this work internally.

72. An alternative/complementary possibility for ECW to consider is outsourcing a portion of the management of the AF to address efficiency, transparency and equity issues, while ensuring that ECW engages at a strategic level in terms of funding decisions and making sure there is internal and external coherence across modalities. An example that ECW could consider is the arrangement that Dubai Cares has with INEE for the Evidence for Education in Emergencies (E-Cubed) Research Envelope. INEE coordinates the proposal submission and review processes, while Dubai Cares makes final funding decisions. In addition, INEE openly communicates the evidence and results of the research via the INEE listserv and other channels, as the network is the knowledge management hub for the field of EiE. Likewise, both the GPE Knowledge and Innovation Exchange and the USAID Education in Crisis and Conflict Network are managed externally, by the International Development Research Centre and the Education Development Center, respectively, and could provide further lessons for outsourcing some elements of the management of the AF.

73. The over-reliance on targeted grants means that ECW is missing the opportunity of funding stakeholders and initiatives that push ECW beyond business as usual and use AF in a more strategic way. There has been an evolution in this approach, with a new plan set out to correct these problems in 2022, with a stronger focus on key themes, linked to the new Capacity Development Framework, and more use of RFPs with some in-built flexibility for funding emerging priority projects. These are sensible plans and could go some way to address the weaknesses identified in this evaluation.

74. The ECW Secretariat should review and revise AF processes for grant application and selection, design, management, and monitoring, with the aim to ensure that the AF is used more strategically, transparently and equitably to address systemic gaps, and strengthen MYRP/FER programming. A priority will be to use more open, competitive calls for applications to improve transparency, credibility of the facility, and reach a more diverse range of implementing partners. This can be balanced with a smaller percentage of targeted proposals (say 20-30 percent maximum), used at the discretion of the ECW Secretariat and giving flexibility and scope to address specific priorities and immediate needs. Standard Operating Procedures should be shared openly, including for the identification of gaps and selection of AF priorities, with clear guidance for applications and how they will be assessed by ECW.

75. Communication with grantees should be clear and consistent. Ensuring grantees receive feedback on reporting would allow them to make any adjustments in line with the AF's aspirations, helping keep the grant in line with ECW's objectives and enabling grantees can plan more effectively. Improved communications about the AF may also ensure a greater diversity of actors apply for grants. As part of this work, key weaknesses within MYRPs could be more systematically mapped and the AF could then be used to provide systemic solutions, tools and capacity development in these priority areas across different country contexts, and this could drive the selection of priority grants for the AF.

Response to EQ3.3: How might the performance of various categories of AF grant be strengthened?

76. In the context of this revised strategy, the current focus on Innovation and Capacity Strengthening as AF objectives and categories of grants should be replaced. However, these remain useful and important areas for the AF to maintain a focus on; the recent Capacity Development Framework should be put into practice in designing grants and more focus should be given to strengthening the capacity of local civil society and local authorities. Innovation should be clearly defined and further consideration given to how AF grants can foster innovative approaches.

77. Performance management of grants would be greatly improved through the strengthening of monitoring, evaluation and learning (see response to EQ3.4 below).

Response to EQ3.4: How could learning from the Acceleration Facility be strengthened?

78. ECW should develop a Monitoring, Evaluation and Learning (MEL) framework for the AF, to better track performance, disseminate and promote uptake and use of AF evidence and products in MYRP and FER proposal design and share strategically with the wider EiEPC field through existing networks and collaborative donor initiatives for mutual learning. This is needed in order to learn from interventions, and to share and scale these more broadly across MYRPs/FERs and the broader EiEPC ecosystem. The MEL framework should be integral to ECW's overall results framework.

79. This would involve practical, operational research as part of AF grants, with a focus on capturing and measuring learning on what works and good practice in different contexts. The AF needs specific indicators by which grantees and the Secretariat can measure progress / performance and contribute to an aggregate impact (i.e. on take-up of evidence, strengthened local capacity, etc.). This can be focused specifically on reframed AF objectives and theory of change and integrated into the ECW strategy. In addition, as recommended by the ECW Capacity Building Framework, ECW should measure a change in capacity to respond at a structural rather than the individual level. The reason for this is that measurement of capacity strengthening at the individual level can be resource intensive and often inconclusive; however changes at systems level over a three-year grant period may be easier to identify and signal sustainable change. For example, rather than measuring change in number of cluster coordinators, ECW could consider measuring whether or not local capacity to lead the education cluster is in place at the end of a MYRP program cycle.

80. ECW could use this to strengthen its focus on applied learning and knowledge sharing and collaboration between grantees, including AF work on global and regional issues, and ensuring alignment with and operationalisation through MYRPs and FERs. A MEL framework could also better enable the ECW Secretariat to play a facilitative role in this.

81. ECW should strengthen collection and dissemination of evidence, learning and results, complementing grantees' own communication strategies. This could also address the current lack of visibility and need for more open reporting on the results of AF grants. ECW should plan for more systematic use of strategic partnerships and engagement with existing knowledge and evidence networks, such as INEE and Building Evidence in Education (BE2). As noted in EQ3.1, this could include mapping of comparator funds and initiatives to assist in identifying AF added value and areas of complementarity.

Annex M Gender and Equity Assessment

INTRODUCTION

1. This Annex provides a self-contained gender/equity assessment to complement the mainstreaming of gender/equity in the main evaluation question findings. Following additional details on the approach followed to explore gender within ECW, the Annex presents findings at strategic, organisational and operational levels, as laid out in the Inception Report. In particular it provides more insights at operational level, drawing on an in-depth review of two MYRP proposals.

ORGEVAL APPROACH TO GENDER AND EQUITY

2. There has not been a separate evaluation of ECW's approach to gender and equity, and the OrgEval Terms of Reference accordingly required a special emphasis on this dimension. The proposed methodology was set out in Section 3.3 of the Inception Report; it envisaged assessment at strategic, organisational and operational levels using analytical instruments drawn from UNCT SWAP and IASC gender guidance (UNSDG, 2018a and IASC, 2018a).

3. Following the review of MYRP and FER evaluations during inception (see Inception Report Annex J), a more in-depth desk review of the ECW gender corpus (strategy, policy and gender accountability framework and associated guidance tools) was undertaken, followed by an assessment of the Gender Equality Policy and Accountability framework in relation to the Inter-Agency Standing Committee (IASC) Accountability Framework. The framework was employed as a means to measure the gender scope within ECW by positing IASC self-assessment questions against ECW's Framework.

4. The evaluation team also desk-reviewed one innovation funded through the Acceleration Facility modality, the EIE-GenKit, a tool created by UNGEI, INEE and ECW. Three in-depth interviews were conducted with members of the Gender Reference Group (GRG) who are also stakeholders in the design and/or piloting of the GenKit.

5. To complement a desk review of two recent Multi-Year Resilience Programme (MYRP) proposals, four further in-depth semi-structured interviews were conducted with MYRP grantees in Pakistan and Lebanon. This was to understand the process for applying for MYRP funding and the gender component of this type of programme. The interviews also provided an opportunity to investigate the new role of gender lead organisations (GLOs) in their coordination of gender-related activities on the ground and their relationship with ECW.

6. Five gender-focused interviews were conducted with members of the ECW Secretariat and nine members of the GRG. The interviews conducted as part of the additional gender analysis component of the organisational evaluation were refined to fully capture gender and inclusiveness dimensions. The evaluation team also reviewed interviews undertaken as part of the main Organisational Evaluation to harvest information relating to the gender and inclusivity evaluation questions.

7. In total, 21 individuals participated in interviews that focused on ECW's gender/equity dimensions; of these 17 were female and four were male. The participants represented a number of different donors, NGOs and UN agencies (for details see Annex C).

GENDER AND EQUITY OBJECTIVES AND STRATEGIES OF ECW

8. As background to the gender assessment, this section summarises ECW's gender and equity objectives and strategies, and the way gender and inclusiveness responsibilities have been allocated within ECW.

Gender and equity objectives and strategies

9. ECW prioritizes both gender equality and inclusive education. As per the operational manual, inclusive education targets 'children and youth from ethnic and religious minorities, internally displaced persons and refugees, and those with special needs' (ECW, 2020a). "ECW puts gender-equality at the forefront of ECW's financing in emergencies and protracted crisis" (ECW, 2018b p1).

10. ECW has published a "Call to action to *Empower Her*", titled 'If not now, when?' (ECW, 2022b) which showcases major educational gains in EiEPC and makes a strong case for the need to recognise and continue to address the specific needs of girls, including girls with disabilities. In particular it highlights how girls are more at risk of violence and dropping out of education during a crisis, have been more affected by Covid-19 and are less likely to be enrolled in school during displacement.

11. The Gender Strategy Document 2018-2021 (ECW, 2018b) lays out the gender objectives of ECW towards the achievement of gender equality in its interventions. ECW's investments aim to help tackle the impact inequalities have on girls', boys' and adolescents' equal access to education, as well as seeking to address the root causes of gender-based discrimination in emergencies.

12. ECW has also developed a Gender Policy and Accountability framework (ECW, 2020b) to ensure alignment with ECW's operations and management practices, and compliance of ECW activities and decisions with the Gender Policy and Strategy. This policy and accountability framework lists specific strategies and indicators for the FER, MYRP and AF modalities to ensure appropriate operationalisation of the Gender Strategy.

13. ECW is committed to building resilience and strengthening a gender-responsive humanitarian-development-peace nexus through each of its investments, and, through its MYRPs in particular, to address structural barriers and gender norms that prevent girls from accessing and completing their education. To ensure that gender analysis and equality become central to each of ECW's core functions, the strategy relies on ECW and its grantees having sufficient gender capacity for assessment, planning, and proposal development processes. This translates concretely into a number of conditions for proposals which must meet "minimum standard regarding sex and age disaggregated data, the gender and age marker, a gender architecture capacity assessment, and commitment to 'do no harm'" (ECW, 2018b). All country-based investments must include a 'core package' of interventions that advance gender equality in and through education and besides being gender responsive must also be transformative. Gender equality indicators are also expected to be mainstreamed in the monitoring system but currently none of the gender indicators in the indicator library are mandatory. There is only a requirement that there is at least one gender output indicator, which is not sufficient to ensure an adequate measure of gender outcomes, especially as sex-disaggregated data, although useful and necessary, does not provide sufficiently nuanced information on change in social norms for example.

14. ECW's investments aim to contribute to tackle the impact inequalities have on girls', boys' and youths' equal access to education, as well as seek to address the root causes of gender-based discrimination in emergencies (see ECW, 2018b).

Gender responsibilities within ECW

Secretariat responsibilities and staffing

15. The Gender and Accountability Framework identifies that gender-related responsibilities are shared between the senior management team (SMT), M&E staff within the Secretariat, and a Gender and Development Manager with more specific responsibilities. The Gender Manager is based in Geneva, within the education team. The current manager, the second in the post, joined in early 2021.

16. There has been progressively greater attention paid to reach out to children with disabilities. Children with disabilities are mentioned in passing twice in the Gender Strategy document, but there are no mentions in the Operational Manual or the Gender and Accountability Framework. The Operational Manual provides a list of categories of children targeted as part of ECW's inclusive education aims, and this includes children with special needs which could imply children with disabilities. However, concerns around children with disabilities have progressed from occasional mention in ExCom minutes until 2020 when data show an increased reach of children with disabilities and when issues around children with disabilities were more extensively discussed (see the ExCom of June 2020 for example). A dedicated specialist consultant was recruited in November 2020 to work on disability. The team understand that there is a draft policy and accountability framework on disability in preparation.

Gender Reference Group

17. The strategy includes a Gender Reference Group (see Box 21 below) which gathers representatives of bilateral and multilateral organisations as well as INGOs and provides guidance to the implementation of the gender strategy.

Box 21 The Gender Reference Group

The Gender Reference Group was formed in 2018, initially for four years but extended to five, with express purpose *"to promote and provide overall guidance on mainstreaming gender equality considerations in all aspects of ECW work"* (ECW Gender TOR - ECW, 2020h).

There are three main pillars to their responsibilities:

- Implementation of Gender Strategy and Development of Gender Policy
- Gender Capacity Building and Strengthening
- Advocacy

GRG membership is open to any ExCom members or EiEPC organisations with relevant expertise and comprises up to 10 people. The co-chair is to be rotated periodically; it is currently held by Plan International and UNGEI. The current GRG members represent donors, UN organisations, ECW and one NGO, Plan International.

The Gender Reference Group advises the ECW Director through the ECW Gender Manager. Any such advice is reviewed and cleared by the ECW Director before updates are provided to ExCom on a monthly basis.

ORGEVAL FINDINGS AT STRATEGIC LEVEL

Quality of the gender corpus

Components of the gender corpus

18. ECW has developed a comprehensive gender corpus which includes a gender strategy (ECW, 2018b) and a gender policy and accountability framework (ECW, 2020b). These key documents are supported by an annual gender implementation plan and a monthly gender update on the gender policy implementation plan & accountability framework, in order to ensure implementation and follow-up on gender-related commitments. This section notes interviewees' opinions as well as the evaluation team's own assessment of the strengths and weaknesses of the gender corpus.

19. Whilst the gender strategy document (ECW, 2018b) lays out the gender objectives of ECW towards the achievement of gender equality in its interventions, the gender policy and accountability framework ensures alignment with ECW's operations and management practices and compliance of ECW activities and decisions with the gender policy and strategy. This framework together with the gender strategy lists specific strategies and indicators for the FER, MYRP and AF modalities to ensure appropriate operationalisation of the gender strategy. The gender policy and

accountability framework consolidates the gender strategy and is further operationalised through guidance notes as well as the gender annual plan; these clarify ECW objectives and how to reach them.

Concepts and terminology

20. Though the gender corpus is substantial and evolving, one key gap remains around the clarity of definitions. The gender strategy (ECW, 2018b) includes a glossary which outlines ECW's conceptual boundaries in terms of its gender approach. Gender is defined as "the social attributes and opportunities associated with being male and female, and the associated relationships between women, men, girls and boys". Though this definition acknowledges the relational dimension of gender it omits to talk about the power dimensions in that relationship.

21. The gender policy and accountability framework includes a more detailed glossary which includes additional entries such as roles and stereotypes, gender-based discrimination, intersectionality, school-based gender-based violence (GBV), and gender-responsive. Whilst the definition of gender-responsive recognises the need to focus on "structural causes, as well as the symptoms of gender inequality, leading to lasting changes in the power and choices women (and men) have over their own lives" (p32), the definition falls short of focussing on the power relationships *between* men and women. More problematically, however, the definition also concludes by saying that the gender-responsive approach is also a gender-transformative approach, which is debatable (see operational level findings ¶150 onwards).

22. Another important missing entry in the glossary is that of inclusive education. It seems from interviews that inclusion has focussed on getting girls into the classroom, with an increasing concern and effort towards including children with disabilities. There is an entry on intersectionality but there is no evidence that inclusion is used to refer to different types of children with different learning needs, though there is increased attention to mental and emotional well-being. Inclusive education is mentioned in the operational manual (ECW, 2020a, p7), but it would be useful to give it a more prominent place in the gender corpus.

23. This lack of clarity is not simply a gap in semantics; it influences the operationalisation of the policy. For example, the policy (ECW, 2020b p17-18) suggests some gender-responsive strategies to the grantees for both FERs and MYRPs; whilst these are relevant, the focus remains on quantifying the number of initiatives rather than assessing their effectiveness or measuring change (i.e. transformation). To measure whether transformation is achieved, different indicators will be needed to those measuring gender responsiveness. Amalgamating the two terms and using them interchangeably creates confusion and makes it less likely for transformation to be achieved.

Interviewee perceptions

24. Overall, the Gender Corpus was considered positively during interviews (see Box 22 below). However, whilst it is seen as a very effective tool box to screen out gender-blind⁷² partners, it does not necessarily help to translate policy into gender-responsive programming on the ground (MN79, MN555, MN883). Grantees use guidance documents to guide the design of FERs and MYRPs and as such have to comply with gender requirements. A number of respondents (GRG and staff) have expressed doubt as to how well grantees (especially sub-grantees) really understand the challenges posed by gender-related concepts. This doubt could be emphasised by the lack of information around gendered outcomes (see operational level findings, from ¶149 below).

⁷² Gender blindness describes the practice of ignoring differences between genders, including historical differences in the treatment of various genders.

Box 22 Feedback on the Gender Corpus

Gender Strategy (2018):

- Operational document with a natural link to the Policy
- Outspoken on the importance of gender.

Gender Accountability Framework (2019):

- Gives solid basis to measure results
- Only as effective as reporting mechanisms allow
- Considered too complex by some to use.

Gender Policy (&Accountability Framework 2020):

- Corporate document to ensure everyone takes ownership of the gender concept
- Outspoken about the importance of gender transformation.

Source: Interviews with GRG members and Secretariat staff.

Utilisation of the gender corpus

25. In 2022 a stock-taking exercise using the gender equality capacity assessment questionnaire for all ECW secretariat staff (including interns) was carried out by the Gender Manager. In total, 33 respondents provided answers. Only 27 percent of respondents considered themselves to be very familiar with the gender corpus, whilst 48 percent declared being quite familiar. Training needs on the gender corpus came in fourth position of the areas of training needs in the questionnaire, but this could have been influenced by the 27 percent of staff who have not had any gender training in the last two years, most of them recruited within that timeframe.

26. Unfortunately, the questionnaire results do not show how often staff refer, if at all, to the gender corpus whilst taking decisions to achieve their duties; the only option in the questionnaire was 'I use it every day' with an expected low 3 percent result. This does not mean that the rest of the respondents never use it but that the data do not give us an idea of how useful it is to ECW staff.

Assessment of Gender and Accountability Framework using IASC Criteria

27. The Accountability Framework (IASC, 2018a), endorsed by the Inter-Agency Standing Committee (IASC) Working Group, accompanies the IASC Policy on Gender Equality and the Empowerment of Women and Girls (GEEWG) in Humanitarian Action (IASC, 2017). It is designed to assist the IASC to hold itself accountable for its implementation. In the context of the OrgEval, the gender team used the IASC accountability framework to assess the level of compliance of ECW's gender corpus to the IASC standards. Table 39 below reflects the results of two exercises conducted by the evaluation team. It lays out elements of the gender corpus which match/comply with the IASC accountability framework. It also indicates specific tasks/actions included in the 2022 gender action annual plan developed by the Gender Manager to support the monitoring of compliance. Whilst we are not assessing what was achieved by the ECW Secretariat over the past year (as envisaged by the IASC framework), this exercise allows us to benchmark the gender corpus against an internationally recognised standard in the humanitarian domain.⁷³ This is a broad-brush assessment and is not intended to be exhaustive.

28. Our review shows that ECW's gender accountability framework covers the requirements. In several cases ECW's framework goes beyond the IASC requirements, particularly with regard to strengthening partnerships.

⁷³ For ease of reading, we have also adjusted terminology: 'IASC principals' was replaced by ECW ExCom, 'WG' by GRG, 'bodies and member agencies' by stakeholders, 'Emergency director's group' by Senior Management Team (SMT), 'Other subsidiary bodies' as implementing partners, 'HC' also SMT.

Table 39 Assessment of ECW Gender Accountability Framework against the IASC Framework

Body	IASC Self-Assessment Questions	ECW Gender and Accountability Framework <i>Examples of planned activities for 2022</i>
(ExCom)	Did all relevant strategies signed off by ECW ExCom in the past year reflect the standards and commitments stated in the IASC Gender Equality and the Empowerment of Women and Girls in Humanitarian Action Policy (the Gender Policy)?	Regularly monitors the degree to which ECW's investments are advancing the international norms and standards supporting the advancement of GEEWG.
	Did all relevant policies signed off in the past year by ECW ExCom reflect the standards and commitments stated in the Gender Policy?	No additional gender-relevant policies were introduced recently.
	Does the endorsed work programme of the ECW ExCom reflect the standards, commitments and roles and responsibilities as per the Gender Policy?	ECW's Gender Strategy and the Gender Policy and Accountability Framework specifically highlight ECW's commitment to investing in gender mainstreaming capacity via the investment windows, and as a key aspect of compliance in both grant-making and in organisational culture and practice. <i>All annual work plans to incorporate the needs and requirements outlined in the Policy and Accountability Framework.</i>
(GRG and Gender Manager)	Do all relevant ECW strategies and policies signed off by the GRG in the past year reflect the standards and commitments of the Gender Policy?	Monitors the overall implementation of the Policy, accompanying Accountability Framework, as well as advises the ECW Leadership Team therein (challenges, successes, and learnings). <i>Monthly update on the progress of the implementation plan and Gender and Accountability Framework key indicators presented at the ECW Secretariat SMT.</i> <i>ECW's organizational review includes the gender review of ECW's organizational culture.</i>
	Do all relevant ECW directives, operational guidance and other products signed off by the GRG in the past year reflect the standards and commitments of the Gender Policy?	Supports revisions of ECW systems, manuals and templates to ensure the principles and requirements under the Policy are upheld. <i>ECW gender corpus is revised based on evidence generated in available evaluations and consultations with relevant actors.</i>
	Have gender concerns been integrated into the strategic priorities of the GRG's current work plan?	Reviews all proposals to ensure application of ECW's Policy and Accountability Framework, including the Minimum Gender Mainstreaming Criteria and support the M&E of all grants from a gender equality perspective. <i>All annual work plans to incorporate the needs and requirements outlined in the Policy and Accountability Framework.</i>
	Has the GRG advocated for adequate levels of humanitarian financing to fully resource GEEWG programming?	Provides strategic advice and technical support on Gender Equality and the Policy implementation within the education programmes and policy work of ECW, including how to make proposals more gender-responsive and how to enhance monitoring in this regard under the grants.
	Has the GRG advocated for financial support to women's rights organizations in the past year?	Identify and leverage strong gender partnerships in country to advance and ensure gender-responsive programming.
	Did the GRG have the status and clear tasks assigned to it over in the past year to be an effective technical resource for GEEWG within ECW and to coordinate the Gender Policy?	Consolidates evidence of impact of the Policy, including the impact of ECW investments on GEEWG in emergencies. Facilitates, where possible, grantees' access to international, regional and national partners to

Body	IASC Self-Assessment Questions	ECW Gender and Accountability Framework <i>Examples of planned activities for 2022</i>
		support increasing gender expertise under the grant and contributes to gender capacity building/strengthening of programme design/implementation teams at country level. <i>Scale-up the piloting of the Gender Lead Organization function during the design, grantee selection process, and implementation phase of MYRPs initiated in 2022.</i> <i>Documentation of the piloting of the Gender Lead Organization approach and ECW commitments to GBV Call to Action.</i>
(All Senior Managers P5 and Above)	Has the SMT made efforts in the past year to communicate the Gender Policy to all ECW stakeholders?	Publication of the gender call to action “If not now when?” aimed at advocating for the continued support to GEEWG in education in emergencies. <i>Establish strategic partnerships for gender capacity strengthening of EIE actors at global and field level through an RFP for new Acceleration Facility projects.</i> <i>ECW is engaged in key global inter-agency mechanisms on GEEWG which would strengthen the Secretariat’s access to needed gender expertise and partnerships in support of grantees.</i>
	Has all relevant ECW operational guidance over the past year reflected the standards and commitments of the Gender Policy?	Oversee implementation of the Policy and Accountability Framework requirements throughout all business processes; revisions to operations; grant proposal endorsement, and throughout the grant cycle. <i>Develop a guidance/checklist on GEEWG integration in ECW investments specifically for penholders supporting the development of MYRPs.</i>
	Have GEEWG commitments been fully reflected in the TOR/job descriptions of all senior staff?	Promote the vision of achieving parity between women and men staff ratios at all levels of the organization. <i>All ECW personnel annual performance assessments to be updated to reflect individual roles and responsibilities within the Policy and Accountability Framework.</i> <i>All ECW Personnel must complete the following online trainings:</i> <ul style="list-style-type: none"> - IASC’s Gender Equality in Humanitarian Action training (IASC) - Sexual Harassment and Abuse of Power (UNICEF course); - PSEA <i>Two other trainings are strongly recommended:</i> <ul style="list-style-type: none"> - “I Know Gender” (UN Women course) - Gender-responsive M&E (UNICEF course)
	Have GEEWG commitments and the policy prescribed roles and responsibilities been reflected in the performance reviews of SMT staff?	Promote and monitor to ensure non-discriminatory, empowering, inclusive and safe work environment for all, which actively prevents, addresses and prosecutes any practices in the workplace which may counter this culture, in accordance with the UNICEF rules and regulations. <i>Quarterly tracking of the Gender Accountability Framework key indicators.</i>

Body	IASC Self-Assessment Questions	ECW Gender and Accountability Framework <i>Examples of planned activities for 2022</i>
	Has the SMT advocated – in the past year – for adequate levels of humanitarian financing to fully resource GEEWG programming, including support to women’s rights organisations?	Information not available. <i>Jointly advocate with key stakeholders for the increased prioritization of gender-responsive and inclusive education in emergencies and protracted crisis within global policy.</i>
Gender reference group	Did the GRG support all stakeholders on GEEWG programming over the past year?	Provides advice to the ECW Secretariat on the overall implementation of the obligations taken under the Policy and accompanying Accountability Framework; equality expertise and networking.
	Did the GRG host side-events at global humanitarian themed events, in which the GRG facilitated dialogue between humanitarian actors and women’s and youth organizations?	Advises on partnerships which may support grantees’ access to necessary gender skills. <i>Provide technical support to the gender component of the new AF with the Global Education Cluster to strengthen gender capacity within cluster country teams and at global level and disseminate good practices.</i>
	Did the GRG lead on the systematic dissemination of the ECW Gender Policy throughout ECW and champion its adoption on an on-going basis?	Advises ECW Secretariat on emerging tools and best practices in the area of Gender Equality in education in emergencies which can help inform future policies, priorities and strategies of ECW.
(Implementing Partners)	Did the implementing partners integrate gender concerns into the design and implementation of ECW investments?	Ensure operation manuals/templates provided to grantees and potential grantees are updated to reflect the Policy and accompanying Accountability Framework, in coordination with the Gender and Development Manager. <i>Integrate a gender repository of gender-specific guidance in the new MYRP manual to be developed by ECW for grantees and country teams.</i>
	Did the implementation partners reflect the standards and commitments of the Gender Policy in operational guidance developed over the past year?	Enforce non-discriminatory representation and hiring practices, working towards the goal of gender parity within its bodies/associated bodies, and within the Secretariat at all levels.
	Do the implementation partners have a nominated gender specialist or a senior gender Focal Point to support the integration of GEEWG in its work?	As and when the ECW Secretariat’s Financial Monitoring system evolves, work with the Gender and Development Manager to identify how to enhance monitoring of ECW investments from a gender perspective under the IASC GAM (Gender with Age Marker) application. <i>ECW Secretariat develops a system to track gender expenditures in its investments.</i>
	Has the subsidiary body coordinated its work with the IASC Gender Reference Group?	Not relevant.
Monitoring and evaluation (M&E)	Did the SMT ensure that the most recent Humanitarian Needs Overview (or its equivalent) included a gender analysis and the use of sex and age disaggregated data so that it highlighted the specific and differing impact of the ongoing crisis on the affected women, men, girls and boys?	In consultation with the ECW Senior Management Team and working with the Gender and Development Manager, will ensure M&E requirements under the Policy and Accountability Framework are integrated into grantee guidelines, including the application and use of the IASC GAM.
	Did the SMT comprehensively reflect the crisis impact on women and girls in the most recently finalized response plan and funding requests?	In consultation with the ECW SMT and working with the Gender and Development Manager, will ensure evaluation guidelines for grantees incorporate gender-responsive evaluation requirements, possibly drawing from the standing recommendations of the UNSDG Evaluation Group.
	Did the SMT engage over the last year with local women’s organisations for better coordination, mutual learning, and enhance integration of GEEWG into the country specific humanitarian response?	No evidence found.

Body	IASC Self-Assessment Questions	ECW Gender and Accountability Framework <i>Examples of planned activities for 2022</i>
Inter-Cluster Coordination Groups Gender Lead Organisation	Has the gender-coordination group commissioned and coordinated joint participatory gender analysis over the previous year?	No evidence found.
	Has the gender-coordination group undertaken a study on the capacity of women and girls to prevent and respond to crises, to counteract the frequent exclusive focus on their vulnerabilities?	No evidence found.

29. The areas not covered by the ECW gender accountability framework include:
- Checking that gender is addressed in all operational missions/products. This is done by the Gender Manager rather than by the senior management team.
 - Ensuring GEEWG commitments are addressed in all ToR and job descriptions.
 - The GRG to host events. This is not within the scope of the GRG ToR and would fall under the responsibility of the Gender Manager.
 - The IASC requirement for the grantees and sub-grantees to have gender focal points is covered by the GLO requirements of MYRPs. There is no current requirement for the FER or AF modalities.
30. The table shows that planned activities cover all major areas of the IASC framework; whilst no specific activities are planned under the M&E area, we understand from interview data that discussions have been ongoing to address gaps in the collection of data in order to improve the capacity for learning and measuring gender outcomes.
31. Although the team did not specifically check how many of these commitments outlined in the gender corpus were implemented in previous years, it became clear from interviews, especially with GRG members, that the Gender Manager, supported by the GRG, has been very active in areas specifically under her responsibility.

ORGEVAL FINDINGS AT ORGANISATIONAL LEVEL

Approach

32. At organisational level, the evaluation sought to assess the effectiveness and efficiency of ECW’s staffing and systems as they relate to gender and diversity, and also to assess whether ECW’s organisational culture reflects its gender and diversity principles and objectives.
33. To assess the level of gender mainstreaming at organisation level, the team adapted a number of UN SWAP 2.2 gender score card indicators to support this assessment – see Box 23 below.

Box 23 Relevant UN SWAP 2.2 Gender score card indicators

INDICATOR 7 | LEADERSHIP

INDICATOR 10 | FINANCIAL RESOURCE TRACKING

INDICATOR 12 | GENDER PARITY

INDICATOR 13 | ORGANIZATIONAL CULTURE

Source: UN-SWAP 2.0, 2021

34. Whilst organisations do not necessarily fit on definitive points on a scale, the indicators still provide sufficiently adaptable benchmarks to give an idea of whether an organisation fits along a spectrum. In what follows we reproduce and discuss the assessment criteria for each indicator.

Leadership Commitment

INDICATOR 7 ECW LEADERSHIP		
Approaches Requirements	Meets Requirements	Exceeds Requirements
7.a. Senior managers internally champion gender equality and the empowerment of women	7bi. Senior managers internally and publicly champion gender equality and the empowerment of women	7c i. Senior managers internally and publicly champion gender equality and the empowerment of women. and 7c ii. Senior managers pro-actively promote improvements in UN-SWAP performance indicators where requirements are not met/exceeded

35. The review of available data leads the evaluation team to conclude the following on each of the points:

- Gender equality is one of the measurable key performance indicators of the accountability framework and is discussed monthly at the SMT meeting as part of gender updates.
- The ECW director took part in a number of events in 2022 such as: *Bringing together the Circles (May 2022)*:⁷⁴ A discussion between feminist adolescent leaders and INGOs on taking gender-equitable EiE ideas to actions with feminist local organizations, and UNGEI, *Roundtable for the 66th Commission on the Status of Women*⁷⁵ with Helen Grant and the Youth 4 EiE group (March 2022) or The Global Campaign for Education-US (GCE-US) Coalition Meeting which took place during the Global Action Week for Education (GAWE) in April 2022.⁷⁶
- The general feeling amongst staff is that whilst there is a commitment to gender equality (with a strong focus on girls) translated into programmatic targets, there is less attention to organizational gender equality within the ECW secretariat as an organisation. This is not to say that the leadership lacks commitment but that the declared commitment does not always translate into actions.⁷⁷
- The evaluation team is not aware that gender-related work is included as a key performance indicator for annual reviews, but gender deliverables are now required to be included in personal performance plans.

36. *ECW leadership commitment to gender equality*: based on our assessment of the four points above, ECW leadership's level of commitment meets the requirements for showing leadership commitment to championing gender equality.

⁷⁴ <https://www.ungei.org/event/bringing-together-circles>

⁷⁵ <https://www.unwomen.org/en/csw/csw66-2022/official-meetings>

⁷⁶ <https://www.gce-us.org/>

⁷⁷ In fact, staff have pointed more towards a feeling of inequality of treatment between individuals rather than between male and female staff. This, staff also reflected, is possibly due to an absence of clear managerial procedures, leaving each manager to manage their own team, leading to disparities between staff. See the discussion of organisational culture in Section 6.4 of the main report.

Resource Allocation

Gender resource allocation and tracking INDICATOR 9 FINANCIAL RESOURCE TRACKING		
Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
9a. Working towards a financial resource tracking mechanism to quantify disbursement of funds that promote gender equality and women's empowerment	9b. Financial resource tracking mechanism in use to quantify disbursement of funds that promote gender equality and women's empowerment	9a. Financial resource tracking mechanism in use to quantify disbursement of funds that promote gender equality and women's empowerment. and 9c ii. Results of financial resource tracking influences central strategic planning concerning budget allocation.

37. There has so far not been any tracking of how funds are used specifically to promote gender equality. However, this gap is already being addressed as part of the new data management system. Additionally, the target to reach 60 percent of girls, introduced for MYRPs in 2019, demonstrates a clear commitment of resources; as of 2022 15 percent of the AF budget has been ring-fenced for gender-related innovations.

38. ECW has organised regular training cycles on gender-related issues, though less so in the last two years mostly due to Covid. There has also been a staff survey assessing levels of knowledge and understanding as well as of training needs in 2022. The results of the survey were shared internally and included a detailed costed action plan to address gaps in knowledge and skills. The OrgEval team is not aware whether that action plan has been adopted and funded.

39. Overall, in terms of resource allocation, ECW meets minimum requirements.

Gender Parity

INDICATOR 12 GENDER PARITY		
Approaches Requirements	Meets Requirements	Exceeds Requirements
12a. Plan in place to achieve the equal representation of women for General Service Staff and all professional levels in the next five years.	12b. The entity has reached the equal representation of women for General Service Staff and all professional levels.	12c. The entity has reached the equal representation of women for General Service Staff and all professional levels including the senior most level of representation in field offices.

40. ECW does not yet have to our knowledge a gender parity plan in place.

41. When the ECW Secretariat started, in 2016, it consisted of four female staff. Over time as the number of staff has increased, and gender parity has been more or less achieved with some years slightly more women than men and others slightly more men than women. At the time of the evaluation there were exactly 13 women and 13 men on the staff. However, parity in numbers is not a trend that is replicated at each staffing grade. In 2021, female staff accounted for four out of five positions at administrative level (G7, G6 and G5) and all administrative positions in each of the previous five years were filled by female staff. At the other end of the spectrum currently there are six men and two women (one seconded) at P5 level, the deputy director position (currently on standby) was previously occupied by a man for a year. Overall, the ECW secretariat demonstrates positive trends towards achieving parity commitments.

42. Gender equality is covered in different sections of the Operational Manual (ECW, 2020a): it is one of the ECW declared principles; there should be gender balance at the HLSG (p7) and at ExCom (p12); ExCom is mandated to build capacity in order to contribute to gender equality and inclusion (p13); whilst making decisions on funding ExCom should ensure alignment to the gender strategy and policy (p14). The director and secretariat should 'advance gender equality' (p17). The Manual also provides details of gender expectations in the FER and MYRPs proposals: all MYRP, FER and AF grantees are required to conduct a gender analysis during the programme lifetime and

provide sex-disaggregated data (p39). FER proposals should be aligned to the gender strategy and policy and demonstrate attention to gender equality. MYRP proposals must promote gender-sensitive programming, and AF proposals should contribute to advancing good practice in gender-responsive education.

43. **Gender resource allocation and Gender parity:** Strictly speaking, in the absence of a gender parity plan ECW does not approach the requirement.

Organisational Culture

44. Expectations concerning organisational culture are set out in ECW’s gender policy and accountability framework (ECW, 2020b) as follows:

A positive and supporting organizational culture for all staff has been repeatedly identified as a key enabler in the promotion of GEEWG. The available literature considers “organizational culture” as a set of deeply rooted beliefs, values and norms (including traditions, structure of authority and routines) in force within the institution; and a pattern of shared basic assumptions internalized by the institution.

For the Policy to be upheld, a gender-responsive Organizational Culture and Practice is therefore crucial and is materialized through (a) the ways in which ECW conducts its business, treats its employees and partners; (b) the extent to which decision-making involves staff (irrespective of rank, grade or opinion) and power and information flows (formal and mostly informal); and (c) the degree of commitment of staff towards collective implementation of the Policy.

INDICATOR 13 Organisational Culture		
Approaches Requirements	Meets Requirements	Exceeds Requirements
13 a. Organisational culture partly supports promotion of gender equality and the empowerment of women.	13 b. Organisational culture fully supports promotion of gender equality and the empowerment of women.	13 b. Organisational culture fully supports promotion of gender equality and the empowerment of women. and 13cii. ILO Participatory Gender Audit or equivalent carried out at least every five years.

45. In 2022 a stock-taking exercise on the gender equality and capacity for ECW secretariat staff was carried out. 85 percent of respondents declared that gender concerns were extremely relevant to ECW’s mandate and 67 percent consider that gender influences their everyday work. This would suggest a sound level of awareness and commitment to gender issues amongst the staff, even more so as 74 percent of respondents were of the professional (P) level, thus playing a technical role within ECW.

46. However, when asked about how much in practice gender equality and women’s empowerment is pursued in the organisation secretariat staff answers were non-committal.

47. During the OrgEval the Mokoro team interviewed staff on areas related to work-life balance and gender equality at the secretariat. Though ECW follows the UNICEF guidance regarding working conditions, a number of secretariat staff have shared that they are struggling to find a sound work-life balance. Everyone is very busy, and younger parents, men and women, find it additionally challenging to juggle work and parental responsibilities. One issue mentioned by men and women respondents has been the feeling that some individual line managers may be more or less amenable to individual staff circumstances than others, with the result that not all staff feel treated equally. Some staff have reported feeling very supported by their managers whilst others have felt a lack of empathy from their manager, perhaps more due to a lack of awareness than a lack of willingness. Remote working, which proved to be a workable modality during the Covid-19

pandemic, was cited as an issue not covered by clear internal policies, resulting in some staff able to continue working remotely whilst others do not have the option.

48. *Organizational culture:* The team concludes that ECW's organisational culture approaches requirement in relation to gender.

ORGEVAL FINDINGS AT OPERATIONAL LEVEL

Approach

49. The assessment at operational level is based on data collected through different sources: interviews with ECW staff as well as ECW partners such as GRG members, a review of application templates for FER, MYRPs and AF proposals in relation to expectations laid out in the gender and accountability framework, a review of two third-generation MYRP proposals (Lebanon and Pakistan) from a gender lens, complemented by interviews of MYRP grantees as well as AF grantees (for the GenKit). The objective of this exercise was to explore in more depth the gap identified during the FER and MYRP evaluations between theory and practice (see Mokoro, 2022a, Annex J, ¶86-94), and possibly measure progress since these evaluations on gender mainstreaming but also around the inclusion of children with disabilities.

ECW's evolving approach

50. Respondents have pointed out the evolution of ECW's approach from being gender-sensitive, focussing more on securing girls' equal access to and retention in education, towards a gender-responsive approach where other issues such as GBV at school, increasing interaction with the curriculum, considering teacher training and talking about gender norms (MN62, MN79, MN244, MN07) are taken into account.

51. Overall, there remain some questions around the transformative nature of ECW's interventions. Whilst the glossary considers 'gender-responsive' and 'gender-transformative' to be the same, some respondents pointed out that until and unless ECW investments also tackle the root causes of inequity and inequality, interventions cannot be transformative. Whilst some respondents question how realistic this would be within a three-year period, others thought that a crisis situation sometimes offers opportunities for change. Given the lack of monitoring data on quality indicators, it is not possible to assess this. These discussions clearly depend on different standpoints and highlight the need to utilise concepts carefully. The evaluation team is not advocating for one view or another but for the need to be clear: even though ECW has defined "responsive" and "transformative" as similar concepts, there is a bulk of literature which shows that these terms are not the same and by equating the two ECW may hinder potential deeper change by not being sufficiently critical when looking at its impact on cultural norms. The GenKit now includes clear definitions of both, which should help grantees.

52. The gender and equity inclusion objectives outlined at the strategic level translate into detailed sets of expectations in FER and MYRP applications. For example, FER applicants must *"conduct a gender analysis and identify the differentiated needs of girls, boys, women, and men, and identify the gender-specific barriers and bottlenecks"* and MYRP proposals *"must include a gender analysis"*. These must be followed up by the need to *"highlight the immediate needs of all girls, boys and adolescents, in all relevant diversity (age group, gender, disabilities, geography, ethnicity, faith, sexual orientation, displacement and statelessness status)"* for FERs, and *"formulate and describe the strategic approach to achieving each outcome. Elaborate on how each outcome will contribute to the holistic education programme design and implementation"* for MYRPs.

53. To ensure that gender analysis and equality become central to the third generation of MYRPs, the concept of Gender Lead Organisation (GLO) has been added. The GLO's purpose is to ensure gender objectives mentioned in the MYRP proposal are mainstreamed and implemented, as

well as to provide gender related technical support to subgrantees in the field. This should strengthen the gender and inclusion dimensions of the investments. A more detailed gender analysis is now also required at the beginning of the implementation, and grantees the evaluation team interviewed are recruiting gender expertise. All country-based investments must include a 'core package' of interventions that advance gender equality in and through education.

OrgEval findings

54. The gap between theory and practice flagged during the FER and MYRP evaluations continues to be a concern to respondents, though additional guidance has been provided. One potentially ground-changing tool is the EIE-GenKit (UNGEI, ECW, & INEE, 2021). The need for this additional tool was identified by UNGEI during consultations with EIE respondents. The GenKit was then developed in partnership with INEE and ECW through the Acceleration Facility and published in 2021. From its inception it was recognised that for the GenKit to be effective and impactful, it would need to go beyond being a stand-alone manual and be supported by thorough capacity building for implementing partners. Plan International were selected to lead the pilot phase which was delayed due to the pandemic. The pilot phase was then reduced from six months to two and in only two countries (South Sudan and Uganda) partly due to Covid restriction and limited funding. Box 24 below highlights the challenges and opportunities as identified through interviews.

Box 24 Challenges and opportunities of the GenKit

Opportunities

- In Uganda, the GenKit's adoption has led to immediate changes such as in identifying the needs of young breastfeeding mothers at school and reshaping interventions accordingly.
- When accompanied by adequate capacity, the toolkit is accessible to all stakeholders, not only gender experts.
- It is a practical tool that helps identify modifications that should be considered in a project. Mapping checklists were specifically commended.
- It promotes the integration of sex-disaggregated data.
- The GenKit is well regarded.

Challenges

- Two-day trainings on the GenKit did not provide in-country teams with enough support to feel equipped to explore the full potential of the resource.
- Some participants indicated that the tool was too long and heavy to be practical.
- Teams in Uganda and South Sudan indicated that the pilot needed to last at least three months, ideally six, to adequately adopt new approaches.

55. The FER and MYRP evaluations reported a positive evolution over time of improving guidelines for proposals (see summary in Mokoro, 2022a, Annex J), and the reviews of **the Pakistan and Lebanon MYRP proposals** confirm that the grantees are paying attention to a wider set of issues beyond girls' access to schooling. Both proposals are built on a basic analysis of the differentiated gender needs (basic in the sense that whilst these point out the differences of circumstances between boys and girls, there are no details on which specific structural constraints girls (or boys) may face). Save the Children conducted a gender analysis in 2020 in Lebanon and though the proposal does not express how specifically it built on this, the analysis seems to be more refined than the one in the Pakistan proposal. This could be because it is based on the previous gender analysis or because the relative equality between boys and girls attending school necessitated a more refined analysis: once the hurdle of getting parity in schools is achieved, interventions could focus more on structural issues?

56. In **Pakistan** some outcomes are focussed on teacher training, especially on MHPSS. There is, however, no specific attention given to the sex of teachers and how this may affect children, nor

any detail about how boys and girls may have different needs, and may respond differently to male or female teachers.

57. Outcome 4 focuses on capacity development and again 'teachers' are presented as a homogeneous group: there is only one sentence about female teachers and the need to provide separate/additional/specific support; there is also reference to discrimination faced by non-Shia Muslim teachers.

58. Though the proposal does allude to specific constraints faced by children with disabilities and the difficulties to localise and reach out to this group of children, no specific indications are included in the proposal as to what actions (besides retrofitting access facilities and a target of 12 percent) may be taken to address their needs. Focussing on access infrastructure also prioritises physical disability.

59. The **Lebanon** proposal is focussed on delivering inclusive and gender-responsive education. Children with disabilities are specifically mentioned across the four outcomes. In Lebanon, as explained in the proposal, there are fewer inequalities between boys and girls accessing education and this could explain why in this context more attention is given to other issues such as disabilities and MHPSS (specifically discussed in the proposal). One striking aspect in the Lebanon proposal is that the distinction between boys and girls is made under the specifically labelled 'gender' section but this distinction disappears when talking about MHPSS or disability and only 'children' are mentioned. This may be considered a minor detail, but it could also show that the gender dimension is not yet fully mainstreamed across all issues.

60. Ultimately a lot rests on the quality of the partners in the countries, and there has been a question about ECW's accountability. ECW is a fund: it puts in place all the guidance, the tools and the framework to select partners but it cannot intervene at the implementation level. Given the gender credibility of UNICEF, Save the Children and PLAN, who are the main grantees so far, one could expect greater gender capacity at the field level which seems to be missing according to respondents. UNICEF, for example, has a strong gender policy and set of tools, but it is a very decentralised organisation and there are differences of capacity between UNICEF country offices, which means that the gender credentials of grantees should not be taken for granted. This is why the GLO function has been introduced so as to not rely on grantees' own gender capacity by funding full time dedicated gender support to the MYRP. Only time will tell how effective this innovation will be.

61. **The results framework and learning:** Whilst ECW's results framework includes gender-related indicators, the main concern expressed during interviews was that the data is not very helpful to learn and reflect (see Box 25 below). The GRG members especially feel that they do not have a view on quality outcomes, especially when it comes to changes in social norms.

62. These concerns highlight a need to strengthen this area of work; this is particularly important in light of ECW's aspiration to deliver inclusive and responsive/transformational education. Without outcome level data, and without evidence of which approaches may be effective in different contexts, it will be difficult for ECW to generate evidence for advocacy and/or improve its effectiveness.

Box 25 Issues highlighted by GRG and ECW respondents around data and learning

"To be able to reflect on the effectiveness of the gender corpus we need to have the evidence from different countries – this would allow us to understand which parts are working and which aren't in the gender corpus."

- Good quality, useful data is limited. In the last three years there has been a *'tidal wave of gender tools and resources and the market has been saturated'* – there is so little data on who is using these tools and what results they have produced (MN7, MN414, MN555).
- Gender indicators are not consistent throughout the various funding windows, nor across countries within MYRP programmes. There is a need to establish key gender indicators that every grantee must report on (MN62, MN7).
- Progress on gender transformation needs to be clearer in the results framework (MN79, MN414).
- There is a focus on the presentation of numbers and listing of activities with insufficient analysis into the significance of results; reporting does not say enough about quality or depth or duration of the support (MN79, MN414, MN883, MN7).
- Trends in data should be followed up and discussed at the GRG. As a GRG, "we are not involved in monitoring so we don't know how much our advice is taken up and implemented [...] The right type of data should be the focus for improvement [...] Monitoring needs improving to demonstrate results." (MN62)
- Indicators are needed to record the quality of teacher training, and retention of these teachers; it must go beyond counting the number of female teachers recruited (MN79, MN636, MN244, MN572, MN416, MN555).

Source: ECW staff and partner interviews.

MAIN CONCLUSIONS ON GENDER AND EQUITY

63. ECW shows a strong commitment to gender equality at the **strategic level**. The comprehensive gender corpus is well regarded by respondents and the constant evolution and improving of tools and guidance show a willingness to adapt and respond to emerging challenges. A number of recent innovations (such as the GenKit or the introduction of the GLO) will show results in a few years, so it is not possible to comment on potential effects at this point in time.

64. At **organisational level**, there is a declared commitment as expressed in the operational manual and the Gender and Accountability Framework. ECW strives for gender parity. However, secretariat staff responses show gaps in the translation in practice of gender aspirations: there is inequality between men and women in terms of level of recruitment, and staff report ad hoc management practices to the detriment of staff equality, though these do not seem to be based specifically on gender.

65. At **operational level** there has also been a strong commitment to address the educational needs of girls and a move from a gender-sensitive to a gender-responsive approach. This is evidenced by continual development over time of the gender corpus, increased expectations in MYRP proposals to demonstrate gender focus, skills, and the introduction of the GLO.

66. There remain, however, issues around the lack of evidence around the quality of inclusion (who is left behind?) and outcomes (how much are gender norms evolving? How systemic are educational changes?).

Annex N Risk Management by ECW

Evolution of the Risk Management approach

1. In 2017 ECW established a Risk Task Team comprising experts from the Norway, UK, USAID, OCHA, GPE, UNICEF and CARE to support the Secretariat develop risk management frameworks and tools for the long-term functioning of ECW.
2. The frameworks and tools to be developed were to include:
 - a. A risk management framework (to help ECW identify, escalate, mitigate, and manage various risk types) – at corporate level and at operational/country level;
 - b. A risk measurement tool (to allow ECW to compare risk profiles across grants, aggregate results across the portfolio, and inform changes);
 - c. A due diligence policy (for Acceleration Facility and Multi-Year Window grantees and non-traditional contributors); and
 - d. A code of conduct policy, inclusive of a conflict-of-interest policy
3. An initial corporate Risk Framework was developed by the Secretariat, with guidance from the Task Team, and presented to the ExCom in January 2018. This framework covers all aspects of ECW's core functions and is intended to align with the ECW Strategy. Recognising the evolving nature of the young fund, it was seen to be a living document.
4. The framework addressed five risk domains: strategic support and partnership; programme delivery; secretariat and governance; fiduciary; and safeguarding/do no harm. The Framework also addressed risk severity and inherent and residual risks. While individual identified risks and mitigation actions have evolved over time, the five broad domains of risk have been maintained through subsequent iterations of the framework made available to the evaluation team covering January 2018 through to July 2021.
5. A portfolio level framework for risk reporting and management was developed and presented to the ExCom in August 2018. This complements the Corporate Risk Framework previously approved and was developed by the Secretariat in consultation with the Risk Task Team. It includes a tool to identify and compare risks across and within countries where ECW operates. Five levels of risk were to be monitored across countries comprising; Context, Delivery, Safeguarding, Operational and Fiduciary Risk, as used by ECW since its inception, and adapted from (formerly) DFID's approach.
6. The ECW Strategy 2018 – 2021 included a summarised version of the Risk Matrix which is reproduced in Table 40 below.

Table 40 ECW Summarized Corporate Risk Matrix

ECW STRATEGIC PLAN 2018-21 ASSUMPTIONS AND RISKS

	Assumptions/Risks	ECW Response
Financial commitments and resource mobilisation	Assumption: Global financial commitments to ODA/SDGs is at least maintained and donor commitment to financing Education in Emergencies - particularly to ECW - increases and broadens 2018-21, including through innovative financing, new donors, and in-country pooled financing.	ECW governance bodies support advocacy and resource mobilisation at global and country levels. ECW demonstrates ongoing ECW results and added value, and takes proactive approach to resource mobilisation (prioritising staff time; cultivating new partnerships; implementing a resource mobilisation strategy and innovative finance plan).

ECW STRATEGIC PLAN 2018-21 ASSUMPTIONS AND RISKS

	Assumptions/Risks	ECW Response
Political and organisational commitment	Assumption: Political and organisational commitment to Education in Emergencies and WHS outcomes, and to ECW in particular, is maintained and increases 2018-21.	Active engagement of ECW governance body Chairs and members in advocacy. ECW supports effective engagement of governance bodies and high-level champions; pursues a clear communications strategy at global and country levels; and demonstrates ongoing ECW results and added value.
External context in programme countries	Assumption: ECW donors have appetite for operating and staying the course in high-risk environments. Sufficient grantees/ implementing partners at country level able to operate and respond flexibly in high-risk environments.	ECW develops context-sensitive programmes which have the buy-in of all key stakeholders, and which are implemented through appropriate, pre-assessed agencies. ECW programmes have strong risk management in place, are closely monitored by the Secretariat, and are able to re-programme where needed to adapt to changing context.
Transformational approach to education in crises	Assumption: ECW partners (donors, government partners, grantees) actively support and implement new ways of working and transformational approaches to education in crises (eg. bridging humanitarian-development divide; improving evidence; ensuring learning outcomes; joint programming)	ECW governance bodies actively support collaboration, new ways of working, and focus on education outcomes. ECW programmes developed through strong communication with all key partners at country level on ECW mandate and results framework. ECW programmes include appropriate, ambitious indicators to support achievement of the results framework, and are monitored closely by Secretariat during implementation. ECW programmes draw on best-practice evidence and learning, and in turn support the development of improved evidence and learning, disseminated within EiE community.
Capacity at country level	Assumption: Sufficient capacity, coordination and programming opportunities at country level to develop, implement and measure progress against large-scale, joint ECW programmes	ECW closely involved in development of programmes, ensuring strong consultation process, buy-in of partners, in-country ownership, and partners' capacity to implement and monitor programmes. Close monitoring of implementation, and support to capacity development, as needed. Development of appropriate governance and funding modalities at country level to enable scale-up of joint programmes.
Governance, Secretariat, and operating model	Assumption: ECW's governance and operating model, and Secretariat capacity, supports delivery of Strategy 2018-21	ECW governance bodies ensure appropriate alignment of governance and operating frameworks and Secretariat capacity to the ECW Strategy.

ECW STRATEGIC PLAN 2018-21 ASSUMPTIONS AND RISKS

	Assumptions/Risks	ECW Response
Fiduciary risk	<p>Assumption: Sufficient partners at country level able to manage funding to required standards, and report instances of mismanagement of funds</p> <p>Risk: Fraud, corruption, or diversion of funds by ECW grantees or third parties (including to listed entities)</p>	<p>ECW grantees must be pre-assessed, and sub-grantees must be cleared by the ECW Fund Support Office. Financial firm appointed to conduct financial monitoring and spot checks of non-UN grantees.</p> <p>Fraud reporting and whistleblowing hotline established and communicated widely at country level. Allegations dealt with promptly, in line with UNICEF procedures.</p>
Do no harm	<p>Assumption: Sufficient partners at country level able to develop and manage risk-sensitive programmes</p>	<p>ECW programmes developed through consultation with wide range of partners, with emphasis on safeguarding, human rights and gender equality. Programmes are context-sensitive and include risk assessments.¹⁹ ECW grantees must be pre-assessed and sub-grantees cleared by the Fund Support Office. Close monitoring of programmes by Secretariat.</p>

7. ECW has taken seriously its obligations related to child safeguarding. It reported to ExCom how it was 'deepening its efforts to raise awareness and prevent child abuse, neglect and exploitation, and it will continue to place emphasis on reporting and responding to child safeguarding incidents'. It was developing a set of minimum standards to ensure a child-safe operational and programmatic approach. As reported to the ExCom, ECW has worked with partners and leveraged existing models in developing its approach to child safeguarding (e.g. Plan International standards and Minimum Standards for Child Protection in Humanitarian Action (CPMS)). Since its report to ExCom, ECW has expanded its safeguarding scope of work to include PSEA and PSEAH as well as child safeguarding, and applies UNICEF's PSEA Assessment Framework to its investments (for non-UN Agency grantees). This will be superseded by the UN Implementing Partner PSEA Capacity Assessment in 2022. ECW has worked collaboratively with UNICEF and other Hosted Funds during the dynamic evolution of the safeguarding regulatory environment within UNICEF and externally, as led by the IASC.

8. ECW reported to ExCom that it would provide full risk reporting by the end of 2020 and bi-annually as of 2021 in line with the risk methodology set-out in ECW's Portfolio-Level Risk Framework. This report was delivered in December 2020 and updated incorporating feedback in February 2021. This report presented a consolidated view across 2019 – 2020 highlighting the most material as well as increasing risks.

9. The 'Risk Report 2019-2020' acknowledged that formal risk reporting to ExCom had not been feasible since January 2019 due to human resource constraints but that risks had been consistently managed by the Director and the Senior Management Team.

10. A P4 Manager, Risk Management and Safeguarding joined the ECW Secretariat in 2020 and has since been leading on the risk management, monitoring and reporting function, as well as performing the oversight functions of the Chief of the Strategic Planning and Accountability team (October 2021 – May 2022) while also being responsible for managing the new Strategic Plan development process and annual work planning. The P4 role has been vacant again since May 2022 and the Chief of Strategic Planning and Accountability role was filled in June 2022.

11. UNICEF is conducting an internal audit of all of its hosted funds. Outputs from this audit were not available for review at the time of this evaluation. The audit will examine policies, whether procedures are being followed, risk management, governance and internal controls, but also risk exposures from the perspective of the host, UNICEF.

Notable takeaways from risk reporting and related evidence

12. The following observations are based primarily on the bi-annual Risk Report 2019-2020, the July 2021 Risk Framework and feedback from stakeholder interviews. The takeaways are presented under each of the five risk domains identified in the Risk Framework. A fuller appreciation of risk is expected from the focused UNICEF internal audit of all hosted funds that is underway.

Risks related to Strategic Support and Partnership

13. Resource Mobilization: The Secretariat reported to ExCom in June 2020 that 'falling short of achieving the 2019-2021 resource mobilisation target is currently the key risk requiring attention under ECW's Corporate Risk Framework, and addressing this issue is a shared responsibility of all HLSG members as risk owners'.

14. Subsequently in November 2020 (and as reported in the bi-annual update for 2019-2020) it was signalled that the residual risk rating for '*ECW falls short of resource mobilisation target*' needed to be escalated from 'medium' to 'high'. The aligned residual risk rating for '*Reduced political and organizational commitment to and confidence in ECW*' was also recommended to be escalated to high. In July 2021, the inherent risks for both were identified as 'very high'. The HLSG is identified as the Risk Owner for both these risks.

15. In the July 2021 update of the Risk Framework there is recognition of this risk noting that: 'Proposed new mitigation measures offer more practical steps to effectively engage HLSG principals. ECW continues to pioneer new themes and priorities happening globally. Doing this and communicating it well with the outside world is the best mitigation strategy to prevent partners and supporters from losing interest in the ECW mandate and priorities'.

16. Evidence from the evaluation team's findings on resource mobilisation (see EQ 2.2 and EQ 3.5) processes for the forthcoming Strategic Plan highlight some donor concerns related to level of preparedness for the planned replenishment event. This risk is exacerbated by ECW's lack of experience of similar processes.

17. Attaining targeted resource mobilisation levels has been long recognized as a critical risk. This risk is amplified going forward into the ambitions for resource mobilisation for the 2023-2026 Strategic Plan period.

Risk related to Programme Delivery

18. External context: The risk of "*external context – conflict and/or political disturbance prevents implementation and monitoring of ECW programmes*" remains a 'high' risk and is consistent with the mission of ECW given the contexts in which it operates. The bi-annual risk report 2019-2020 notes that this risk is closely monitored by the Secretariat, engaging with grantees and other stakeholders to stay abreast of evolving developments.

19. As addressed in the Portfolio Risk analysis, grantees are required to identify risks and propose mitigation measures.

20. Scaling up: The risk of being "*unable to scale up multi-year programmes with the speed and depth envisaged*" was escalated to a 'high' rating in the bi-annual review at the end of 2020 and in the July 2021 Risk framework sits at 'very high'. This recognizes the increased resource constraints and competing humanitarian and development funding priorities due to the Covid-19 pandemic.

21. Given that ECW resources (MYRP) are seen as seed funding, the onus is placed on partners to meet financial gaps corresponding to the needs of a given context. The extent to which these gaps remain unfunded will undermine the impact of what a MYRP can deliver.

22. Localisation: Localisation is a key commitment under the Grand Bargain and one to which ECW subscribes. There is also increased momentum around the localisation agenda, including from donors. ECW recognizes that localisation needs to be reflected in the next strategic plan, and to this end the ExCom will be presented a paper on the subject for its deliberations at its meeting in June 2022. Amongst other things, the Secretariat paper recognizes that education is local, sustainability requires local capacity, and that localisation is important for long term cost effectiveness. Several initiatives, including Street Child, have promoted localisation. However, feedback from stakeholders suggests that, under the current requirements of UNICEF's FSO, direct funding for local NGOs cannot be easily achieved and multi-year funding for local NGOs as sub-grantees is also often impractical.

23. This is therefore a risk to successful programme delivery through localisation, in achieving the ambitions of the Grand Bargain and in realising the ambitions now contemplated for the next strategic plan.

24. Perceptions of conflicts of interest: The Risk Framework explicitly recognizes the 'Perception of Conflict of Interest with UNICEF as ECW host, particularly in terms of UNICEF receiving ECW grants/transparency of grant recipients and UNICEF's coordination role at country level, including through the Education Cluster' as a risk with 'high' rating. Pursuant to mitigation measures the residual risk is seen as 'medium'.

25. The biannual risk report 2019-2020 cites mitigation measures as follows: 'Strict firewalls have been established and recommendations of the hosting review were addressed and are adhered to by the Secretariat and UNICEF. These are also in line with the Operational Manual and ensured through ExCom oversight. Any grant to UNICEF of ECW funds must be approved by ExCom. Other than the Secretariat being physically hosted at UNICEF Headquarters in New York, ECW operations are not run from UNICEF Country or Regional Offices. ECW Secretariat members are also hosted by other partners in Geneva, Amman and Copenhagen'.

26. UNICEF, however, continues to be a significant recipient of grants notwithstanding efforts to encourage diversification of the grantee base. This stems to some extent from the prominent role it plays in the EiE space. The bi-annual Risk Report further notes that the 'grantee selection process is independently managed and does not involve the ECW Secretariat, in the interests of mitigating any risk of perceived conflict of interests'. In its July 2021 Risk Framework, ECW reports that the risk mitigation measures which have been applied have been effective in reducing this perception of conflict of interest.

27. Stakeholder feedback, however, shows that perceptions of conflict of interest continue, and this can have a damaging impact on ECW's reputation and credibility, a risk that it must therefore manage.

28. Risk related to hosting arrangements: Matters relating to ECW's hosting arrangement are addressed in section 6.10 above. It is nevertheless relevant to note as part of Risk Assessment that stakeholders perceive certain risks related to how the hosting relationship has developed and in how it operates.

29. The conflict of interest and localisation aspects were addressed above. In addition, the evaluation team has been alerted to challenges in making multi-year commitments to grantees, thereby hindering much needed predictability of funding for programmes.

Risk related to Secretariat and Governance

30. Capacity constraints within Secretariat: The risk that the ECW Secretariat will have insufficient capacity "to deliver Strategy, to manage programmes, and to ensure robust oversight of delivery and risk management" remains a 'medium' risk. The Secretariat reports that it is now operating at near full capacity and following a 2019 restructure has clearly defined reporting lines, with oversight provided by the Director and the Senior Management Team.

31. Further the Risk Report 2019-2020 notes that key appointments have been made to the Secretariat during 2019-2020 in the areas of Advocacy and Communications, Monitoring and Evaluation, Financial and Fiduciary Management, Grants Management, Risk and Child Safeguarding Management, Humanitarian Response, Humanitarian Liaison and External Relations, Resource Mobilisation, MHPSS and Inclusion, as well as provide executive support to the Director.

32. Nevertheless, as addressed in section 6.3 above, there is a strong sense that secretariat staff are stretched and that critical areas remain understaffed posing a risk to the institution. Section 6.3 above also provides the OrgEval assessment of the Secretariat's current structure and reporting lines.

Risk related to Fiduciary matters

33. The Risk Framework recognizes the risks posed by, and consequently monitors, 'fraud, corruption or diversion by ECW grantees or third parties' and the risk that 'ECW funds end up in hands of listed person or entity'.

34. The Secretariat reports that fiduciary and risk management oversight has been strengthened under the 2020 organisational structure changes, including the establishment of the Finance and Operations Unit (led by the Chief of Finance and Operations, appointed in 2020) and the Strategic Planning and Accountability Unit (led by the Chief of Strategic Planning and Coordination) of which the Grants Manager⁷⁸ and Risk and Safeguarding Manager are part.

Risk related to safeguarding/do no harm

35. This domain addresses the risk that 'ECW inadvertently funds contentious education materials' and 'ECW funds inadvertently cause harm to children, including through violations of child protection and participation rights, harm to adults and negative impacts to the environment'.

36. In relation to contentious material, ECW in its July 2021 Risk Framework draws attention to the evolution of ECW's risk management system, including discussion with ExCom on framing 'contentious' education materials.

37. The risk description related to inadvertent harm to children has been reframed to focus on child protection and participation rights in order to ensure clarity and enable risk tracking. Risk mitigation measures reflect the safeguarding work programme that is under way. Gender equality continues to be addressed and is included under the programme-related risk.

⁷⁸ As noted in Section 246 of the main report, the grants manager now reports to the Chief of Finance and Operations.

Annex O Validity of Theory of Change Assumptions

1. Figure 69 below reproduces the analytical theory of change prepared for this evaluation. Table 41 below explains the assumptions (see numbered bubbles on the chart) and gives a brief assessment of the validity of each assumption in the light of the evaluation’s findings.

Figure 69 Organisational Evaluation Theory of Change

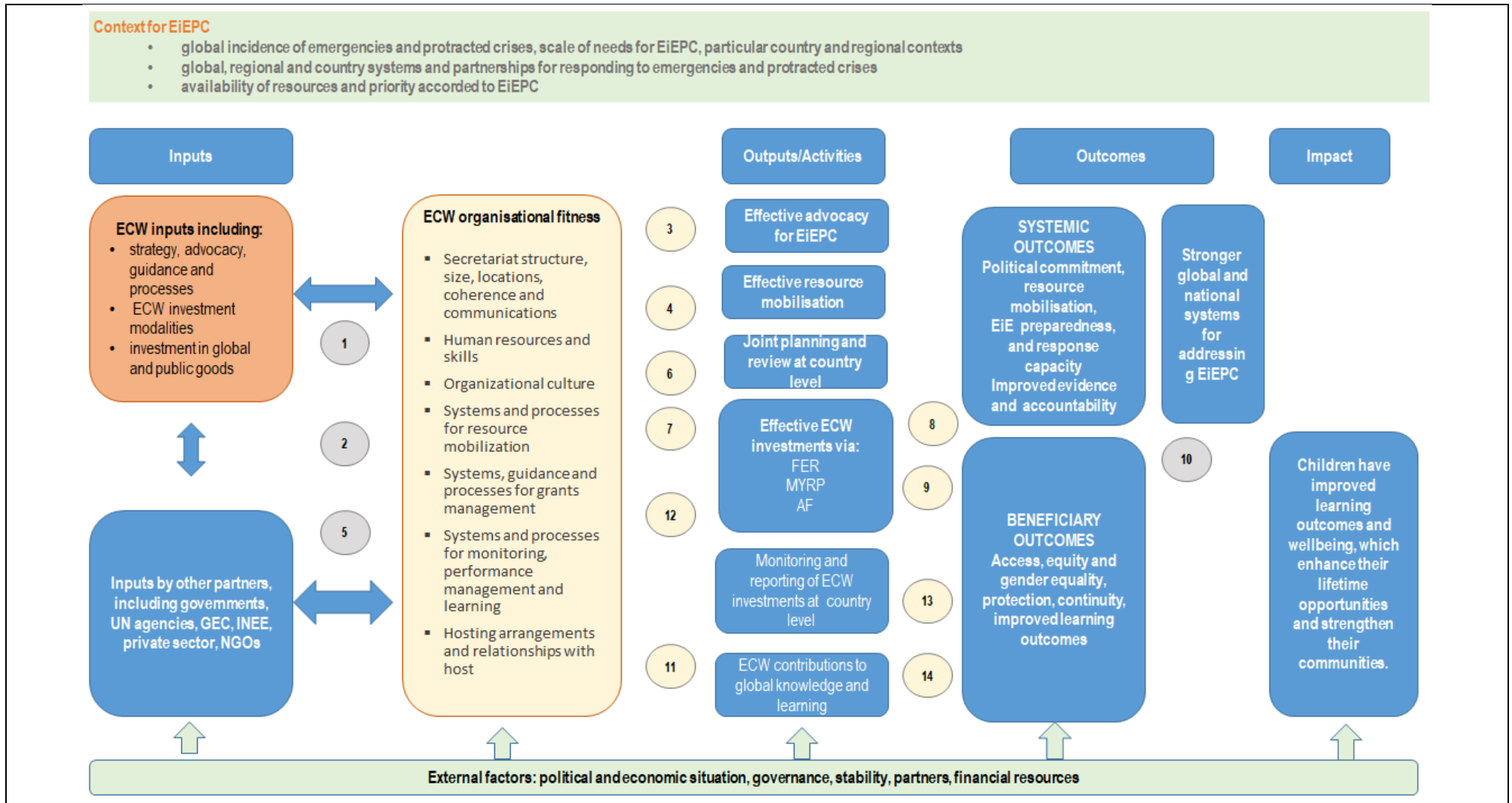


Table 41 Theory of Change Assumptions

Postulated assumption	EQs	ECW assessment of validity
1. ECW partnership is well articulated within the wider humanitarian and development framework.	1.1, 1.2, 2.1, 3.2, 3.7, 3.8	This is a valid assumption to a certain degree, however, persistent issues include: <ul style="list-style-type: none"> limited articulations with LEGs a lack of clarity about ECW – GPE complementarity in practice
2. ECW positioning is appropriate, and ECW has systems for monitoring and feedback that allow adjustments to ensure continuing relevance and coherence.	1.3	ECW's positioning is appropriate. It has put in place monitoring, performance management and learning systems and processes, but their potential is not yet fully utilised. It needs to ensure there are additional staff resources to use these effectively.
3. ECW is well organised and has the capacity to support effective advocacy at global and country levels.	2.1,2.2, 3.2, 3.5, 3.6	As ECW's portfolio and budget have grown substantially ECW has taken steps toward improving its organisational systems. ECW has supported effective advocacy for EiE funding within its resource mobilisation targets. Given its new strategic plan and new targets it now needs to go a step further.
4. ECW is able to monitor its direct and indirect contributions to resource mobilisation.	2.2, 3.5	This assumption is valid for direct contributions, however, as recognised by ECW itself, the measurement of indirect contributions is problematic.
5. Existing systems for coordinating humanitarian and development support to education are conducive to joint planning and monitoring.	2.3	This assumption is valid in particular for FERs, but challenges persist with MYRPs and working across the nexus, and establishing the link to development coordination mechanisms. ECW is working to implement relevant recommendations from the MYRP evaluation.
6. ECW is well organised and has the capacity to support joint planning and review processes at country level.	2.3, 3.5, 3.6	ECW Secretariat resources are stretched and has limited capacity to support joint planning and review processes.
7. ECW is well organised and has the capacity to select, approve and follow through appropriate investments.	3.1, 3.3, 3.5, 3.6	While the technical capacity is there, there are capacity challenges in terms of volume and time, both for the Secretariat and the ETRG when it comes to reviews.
8. ECW processes are able to support systemic strengthening at country level.	2.4	This assumption is true, though it has taken time to elaborate the concepts and approaches.
9. ECW policies, procedures and organisational culture ensure proper focus on gender, diversity and accountability.	3.3, 3.5	This is partially true. There is a robust gender corpus in place and an organisational commitment to ensure a proper focus on gender, less so on diversity though progress is being made. ECW's organisational culture has suffered from its Secretariat being overstretched and therefore also a lack of space to reflect, take stock, learn lessons and dialogue.
10. There are clear and appropriate lines of accountability for the planning and delivery of ECW.	2.5	This is partially true. With the considerable growth in ECW's portfolio, which was not matched by a growth in the Secretariat staff, there is a need to re-visit the structure of the Secretariat and clarify lines of accountability.

Postulated assumption	EQs	ECW assessment of validity
11. ECW is well organised and has the capacity to monitor the use and effectiveness of its direct inputs, and contribute to wider monitoring, evaluation and learning at country and global levels	2.5, 3.5, 3.6	This has improved considerably over the evaluation period. The limited Secretariat staff capacity is a limiting factor.
12. ECW is well organised and has the capacity to monitor and assess its allocation and use of resources.	3.4, 3.5, 3.6	This has improved considerably over the evaluation period. The limited Secretariat staff capacity is a limiting factor.
13. ECW is able to collaborate with other partners in monitoring and measuring (collective) beneficiary outcomes	2.6, 3.5	It is difficult to assess this, as there is a limited number of collective targets and a lack of information. ECW reports are not presented in a way that facilitates assessment of the data for accountability purposes.
14. ECW is able to monitor the beneficiary incidence of its programmes and promotes collective attention to gender and social inclusion dimensions.	2.6	ECW has put the relevant systems and guidance in place and is in principle able to do so, though limited by human resource constraints.

Annex P Mapping of Findings, Conclusions and Recommendations

2. Table 42 below lists the recommendations and maps them against findings and conclusions (with live references to the main text).

Table 42 Mapping of Findings, Conclusions and Recommendations

Recommendation	Related Conclusions	Related Findings
Recommendation 1 Strengthening the global framework for EiEPC	Conclusion 1	Finding 2, Finding 3, Finding 6, Finding 7, Finding 8
	Conclusion 2	Finding 1, Finding 10, Finding 11, Finding 3, Finding 6, Finding 7, Finding 8
	Conclusion 3	Finding 8, Finding 4, Finding 5, Finding 7
	Conclusion 15	Finding 34
	Conclusion 26	Finding 54
Recommendation 2 ECW's level of ambition	Conclusion 4	Finding 12, Finding 14
	Conclusion 12	Finding 32
	Conclusion 13	Finding 31
Recommendation 3 Strategic priorities	Conclusion 8	Finding 25, Finding 26
	Conclusion 21	Finding 46, Finding 47
	Conclusion 23	Finding 49
	Conclusion 26	Finding 54
	Conclusion 27	Finding 55, Finding 56
	Conclusion 28	Finding 58
	Conclusion 29	Finding 59
Recommendation 4 Refining ECW's operating model	Conclusion 5	Finding 15, Finding 16
	Conclusion 6	Finding 17, Finding 18, Finding 19, Finding 20
	Conclusion 10	Finding 29, Finding 28
	Conclusion 11	Finding 30, Finding 35
	Conclusion 14	Finding 33
	Conclusion 15	Finding 34
	Conclusion 26	Finding 54
	Conclusion 27	Finding 55, Finding 56
Recommendation 5 The Acceleration Facility	Conclusion 15	Finding 34
	Conclusion 18	Finding 41
	Conclusion 21	Finding 46, Finding 47

Recommendation	Related Conclusions	Related Findings
	Conclusion 24	Finding 50, Finding 52, Finding 51
	Conclusion 25	Finding 53
	Conclusion 27	Finding 55, Finding 56
Recommendation 6 Resource mobilisation	Conclusion 13	Finding 31
	Conclusion 16	Finding 36, Finding 37
	Conclusion 17	Finding 40
	Conclusion 18	Finding 41
Recommendation 7 Organisational fitness	Conclusion 23	Finding 49
	Conclusion 13	Finding 31
	Conclusion 16	Finding 36, Finding 37
	Conclusion 17	Finding 40
	Conclusion 18	Finding 41
	Conclusion 19	Finding 42, Finding 43, Finding 57, Finding 53, Finding 49
	Conclusion 20	Finding 44, Finding 45
	Conclusion 21	Finding 46, Finding 47
	Conclusion 22	Finding 48, Finding 41
	Conclusion 23	Finding 49
	Conclusion 24	Finding 50, Finding 52, Finding 51
	Conclusion 25	Finding 53
	Conclusion 27	Finding 55, Finding 56
Recommendation 8 Monitoring, evaluation and learning	Conclusion 28	Finding 58
	Conclusion 29	Finding 59
	Conclusion 30	Finding 60, Finding 61, Finding 62
	Conclusion 7	Finding 21, Finding 22, Finding 23, Finding 24
	Conclusion 8	Finding 25, Finding 26
	Conclusion 9	Finding 27
	Conclusion 11	Finding 30, Finding 35
Conclusion 16	Finding 36, Finding 37	
Conclusion 18	Finding 41	
Conclusion 25	Finding 53	

Annex Q Bibliography

1. In this Annex we provide bibliographical references for documents cited in the Evaluation Report, plus entries for other key documents from the evaluation team’s electronic library.
2. “Location” in the listing below refers to folder and document numbers in the evaluation team’s electronic library of documents.

Short ref	Full ref	Location
Agenda for Humanity, 2016a	<i>Grand Bargain</i> . Agenda for Humanity, 2016. https://www.agendaforhumanity.org/initiatives/3861	n/a
Agenda for Humanity, 2016b	<i>New Way of Working</i> . Agenda for Humanity, 2016. https://www.agendaforhumanity.org/	n/a
Agenda for Humanity, 2020	<i>Pillar 3, Leave No One Behind</i> . Agenda for Humanity, 2020. https://www.agendaforhumanity.org/cr/3 , accessed 14 May 2020.	n/a
ALNAP, 2016	<i>Evaluation of Humanitarian Action Guide</i> . Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP), 2016. Available from: https://www.alnap.org/system/files/content/resource/files/main/alnap-evaluation-humanitarian-action-2016.pdf	2.6-6
Aslam & Rawal, 2021	<i>Formative Evaluation of GPE’s Support for Response to the COVID-19 Crisis</i> . Aslam, M; Rawal, S, November 2021.	5.4-19
Barbelet, 2019	<i>Rethinking capacity and complementarity for a more local humanitarian action</i> . Veronique Barbelet, Humanitarian Policy Group: London, October 2019.	6.3-9
BCG, 2017a	<i>Education Cannot Wait Operational Model & Results Framework. Operating Model Design Annex A</i> . Boston Consulting Group (BCG), 2017.	1.2a.1.2.1-2
BCG, 2017b	<i>ECW Operational Model & Results Framework – Implementation plan</i> . Boston Consulting Group, 2017.	1.2a.3.2-1
Cambridge Education, Mokoro, OPM, 2010	<i>Mid-Term Evaluation of the EFA Fast Track Initiative, Final Synthesis Report, Volume 2, Annex H – The FTI and Fragile States</i> . Cambridge Education, Mokoro Limited and Oxford Policy Management, February 2010.	5.4-17
Channel Research, 2011	<i>5-Year Evaluation of the Central Emergency Response Fund (CERF). Synthesis Report: Final Draft</i> . An independent evaluation commissioned by OCHA. Channel Research, 2011.	n/a
Chen, 2019	<i>MHPSS in ECW: Rapid Assessment of the Current Status</i> . Alexandra Chen. HEART, 2019.	n/a
Donor Tracker Insights, 2020	<i>Decades of neglect: Donor financing for education in emergencies</i> . Donor Tracker Insights, 9 November 2020. https://donortracker.org/insights/decades-neglect-donor-financing-education-emergencies	n/a
EC, 2018	<i>Communication from the Commission to the European Parliament and the Council on Education in Emergencies and Protracted Crises</i> . . European Commission (EC): Brussels, 18 May 2018.	5.1.1-1
ECCN, 2022	<i>Member Consultations on the Education Cannot Wait Fund. Findings Report</i> . USAID Education in Crisis and Conflict Network, 2022.	
ECW CSOs, 2019	<i>Review of the ECW Operational Manual (version: 20.8 B)</i> . CSO Implementing Partners Group and CSO Reps on the Education Technical Task Team, submitted to Cambridge Education and ECW 20 September 2019.	1.3.5-3

Short ref	Full ref	Location
ECW, 2016-2017	<i>Education Cannot Wait. Governance Overview 2016-2017.</i> ECW: NY, 2016 (though document not dated).	1.3.1-2
ECW, 2017a	<i>Grantee Operating Manual.</i> ECW, 10 February 2017.	3.1.2-5
ECW, 2017b	<i>Roadmap 2017-18.</i> ECW, 2017.	
ECW, 2017c	<i>Operational Model and Results Framework, Annex B.</i> ECW, undated (2017).	1.4-1
ECW, 2018a	<i>ECW Strategic Plan 2018–2021.</i> ECW, 2018.	2.1-4
ECW, 2018b	<i>ECW Gender Strategy 2018–2021. Advancing gender equality in education in emergencies.</i> ECW: NY, 2018.	2.4-2
ECW, 2018c	<i>ECW Resource Mobilization Strategy 2018–2021.</i> ECW, September 2018.	2.2-1
ECW, 2018d	<i>Education Cannot Wait. Results Report. April 2017 – March 2018.</i> ECW, 2018.	4.1-1
ECW, 2018e	<i>ECW Corporate Risk Framework.</i> ECW, updated December 2018.	2.8-1
ECW, 2018f	<i>Investing in Humanity: Understanding the Fund's Added Value.</i> ECW, January 2018.	1.2a-7
ECW, 2018g	<i>ECW Results Report April 2017 – March 2018.</i> ECW, 2018.	4.1-1
ECW, 2018h	<i>ECW Resource Mobilization Targets 2018 to 2021, as of August 31, 2018, Comprehensive Version for ExCom.</i> ECW, 2018.	2.2-3a
ECW, 2018i	<i>Education Cannot Wait's (ECW's) Approach to Innovative Financing,</i> ECW, September 2018.	2.2-1b
ECW, 2019a	<i>Education Cannot Wait Evaluation Policy.</i> ECW, 20 November 2019.	2.3-1
ECW, 2019b	<i>ECW Evaluation Plan 2018–2021.</i> ECW, 2019.	2.3-2
ECW, 2019c	<i>Implementation Plan for rolling out Education Cannot Wait's First Gender Equality Policy and its First Gender Equality Strategy.</i> ECW, 2019.	2.4-3a
ECW, 2019d	<i>Acceleration Facility Strategy 2019–2021.</i> ECW, 2019.	3.3-1
ECW, 2019e	<i>Education Cannot Wait. Advocacy and Communication Strategy 2019-2021. Restoring hope and learning opportunities for children left furthest behind in crises.</i> ECW: NY, 2019.	2.7-1
ECW, 2019f	<i>Methodology for MYRP Country Prioritisation.</i> ECW, November 2019.	3.2.1-1
ECW, 2019g	<i>Guidance for grantees on country level MYRP evaluations.</i> ECW, November 2019.	3.2-4
ECW, 2019h	<i>Accountability Framework for ECW's Gender Equality Policy 2019 - 2021.</i> ECW, November 2019.	2.4-4
ECW, 2019i	<i>Annual Report 2018.</i> ECW, 2019.	4.1-2
ECW, 2019j	<i>A Call for Action: A Case for Investment in Quality Education in Crisis.</i> ECW, April 2019.	2.2-4
ECW, 2020a	<i>Education Cannot Wait (ECW) Operational Manual (Draft).</i> Cambridge Education for ECW, April 2020.	1.3.5-2
ECW, 2020b	<i>ECW Gender Equality 2019-2020 Policy and Accountability Framework.</i> ECW, 2020.	2.4-4
ECW, 2020c	<i>2019 Annual Results Report: Stronger Together in Crises.</i> ECW, June 2020.	4.1-5
ECW, 2020d	<i>ECW Revised results framework.</i> ECW: June 2020.	1.4-8
ECW, 2020e	<i>Guidance Note On Selection Of Grantees – First Emergency Response (FER).</i> ECW, June 2020.	3.1.2-20

Short ref	Full ref	Location
ECW, 2020f	<i>Education Cannot Wait Executive Committee Terms of Reference.</i> ECW, April 2020.	1.3.2.0-4
ECW, 2020g	<i>COVID Phase I and II amounts.</i> Excel spreadsheet. ECW, 2020.	3.1-1
ECW, 2020h	<i>ECW Gender Reference Group Terms of Reference.</i> ECW, 2020.	2.4-13
ECW, 2020i	<i>Brand Guidelines.</i> ECW, December 2020.	2.7-3
ECW, 2020j	<i>Education Cannot Wait – High Level Steering Group Terms of Reference.</i> ECW, 3 April 2020.	1.3.2.0-1
ECW, 2020k	<i>Education Cannot Wait – Executive Committee Terms of Reference.</i> ECW, 21 April 2020.	n/a
ECW, 2020l	<i>ExCom 2020-03-30 Final Minutes.</i> ECW, 2020.	n/a
ECW, 2020m	<i>ECW Annual Work Plan 2020.</i> ECW, 2020.	
ECW, 2021a	<i>Annual Results Report: Winning the Human Race.</i> ECW, July 2021.	4.1-5
ECW, 2021b	<i>Acceleration Facility – Proposed 2022 Approach (PowerPoint).</i> ECW, 2021.	3.3-4
ECW, 2021c	<i>Delivering Quality Education to Children and Youth Left Furthest Behind in Crises: A Case for Investment.</i> ECW, May 2021.	2.2-5
ECW, 2021e	<i>ECW data on support to local NGOs: 'ECW Absorption Rate',</i> downloaded by evaluation team on 27 January 2022.	n/a
ECW, 2021f	<i>ECW timeliness data: 'Timeliness Analysis Grants Complete'.</i> Provided on 25 January 2022 by ECW Secretariat.	n/a
ECW, 2021g	<i>Terms of Reference: Organizational Evaluation of Education Cannot Wait (ECW).</i> ECW, June 2021.	1.1-4
ECW, 2021h	<i>Annotated ECW Corporate Risk Framework (Updated July 2021).</i> ECW, 2021.	2.8-2
ECW, 2021i	<i>Guidance Note on Selection Of Grantees / Multi-Year Resilience Programme.</i> ECW, 2021.	2.4-11
ECW, 2021j	<i>Guidance Note on the meaningful engagement of local women's and girls' organisations (LWGOs) in ECW-supported investments.</i> ECW, November 2021.	2.4.2-3
ECW, 2021k	<i>Guidance Note on the integration of GBV risk mitigation measures in ECW-supported investments (FERs and MYRPs).</i> ECW, November 2021.	2.4.2-2
ECW, 2021l	<i>Education Cannot Wait: Capacity Development Framework.</i> Sonia Gomez, ECW, October 2021.	1.15-2
ECW, 2021m	<i>Visibility Guidance Note.</i> ECW December 2021.	2.7-2
ECW, 2021n	<i>ECW Technical Guidance Note on MHPSS in EiEPC.</i> ECW, 2021.	n/a
ECW, 2021o	<i>ECW organogram.</i> ECW, November 2021.	n/a
ECW, 2022a	<i>ECW dashboard.</i> Accessed January 2022. https://www.educationcannotwait.org/about-us/	n/a
ECW, 2022b	<i>IF NOT NOW, WHEN? Advancing gender equality and girls' education in emergencies and protracted crises – a call to action to Empower Her.</i> ECW, March 2022.	2.4-20
ECW, 2022c	<i>Reflections and Aspirations Paper – Informing the development of ECW's 2023–2026 Strategic Plan.</i> ECW, May 2022.	2.1.2-3
ECW, 2022d	<i>ECW Strategic Plan Stakeholder Consultation Survey: Summary Report.</i> ECW, May 2022.	2.1.2-4
ECW, 2022e	<i>Note for Education Cannot Wait Strategic Plan 2023-2026: Broad Direction.</i> Paper for HLSG meeting, 21 April 2022.	2.1.1-5

Short ref	Full ref	Location
ECW, 2022f	<i>ExCom Strategic Planning Retreat</i> . PowerPoint Presentation. ECW, May 2022.	n/a
ECW, 2022g	<i>Resource Framework 2023-2026</i> . ECW, 2022.	2.1.1-6
ECW, 2022h	<i>ECW's Capacity Building Framework Action Plan</i> . ECW, 2022.	n/a
ECW, 2022i	<i>Global Estimates: Number of crisis-affected children and adolescents in need of education support</i> . ECW, June 2022.	4-1
ECW, 2022j	<i>Annual Results Report 2021. We have Promises To Keep</i> . ECW, 21 July 2022.	4.1-1
ECW, 2022k	<i>Education Cannot Wait Policy and Accountability Framework on Disability Inclusion. Realising the right to inclusive and equitable quality education of children and adolescents with disabilities in emergencies and protracted crises</i> . ECW, May 2022.	2.4-22
ECW, n.d. (a)	https://www.educationcannotwait.org/about-us/	n/a
ECW, n.d. (b)	<i>Gender Equality Capacity Assessment Questionnaire For ECW Secretariat Staff</i> . ECW, undated [2021].	2.4-8
ECW, n.d.(c)	<i>A Case for Investment</i> . ECW, undated [?2017]	2.2-6
GCF, 2021	<i>Integrated results management framework</i> . Green Climate Fund, 2021. https://www.greenclimate.fund/sites/default/files/document/irmf-policy.pdf	6.11-1
GCPEA, 2017	<i>The Safe Schools Declaration: A Framework For Action</i> . Global Coalition to Protect Childhood from Attack, 2017.	2.6-12
GEC, 2017	<i>Strategic Plan 2017–2019 Revision. August 2017</i> . Global Education Cluster, 2017.	5.2-1
GEC, 2022	<i>Global Education Cluster Strategy 2022-2025. Strengthening collective action for coordinated education in emergencies preparedness and response</i> . GEC, 2022.	5.2-7
Geneva Global EiE Hub, 2022	<i>Education in Emergencies Financing in the Wake of COVID-19: Time to Reinvest to Meet Growing Needs</i> . Geneva Global Hub for Education in Emergencies, 2022.	5.11-2
Global Fund, 2021	<i>Audit of COVID-19 Response Mechanism (C19RM)</i> . The Global Fund Office of Inspector General, Geneva, 30 March 2022.	6.5-3
Gomez, 2021	<i>Education Cannot Wait (2021) Capacity Development Framework: Findings Report</i> . Gomez, S. for ECW, October 2021.	1.15-3
GPE & WB, 2019	<i>Memorandum of Understanding between Global Partnership of Education and International Bank for Reconstruction and Development International Development Association on the Hosting Arrangements for the Global Partnership for Education Secretariat</i> . Dated April 14, 2019. GPE and World Bank, 2019.	5.4-9
GPE 2022a	<i>Operational Framework for Effective Support in Fragile and Conflict-Affected Contexts</i> . Global Partnership for Education, May 2022.	5.4.-13
GPE, 2021a	<i>Global Partnership for Education – 2025 Results Framework</i> . GPE, 2021. https://assets.globalpartnership.org/s3fs-public/document/file/2021-05-GPE-Board-results-framework.pdf?VersionId=xtdXE5szoEGyc7rdeXEx0fei7wdfYN7h	5.4-15
GPE, 2021b	<i>Prioritization of GPE 2021–2025 Funding (BOD/2021/05/ DOC 09)</i> , includes Annex A – Process and Methodology to Indicatively Allocate GPE 2021-2025 Grants. GPE 2021.	5.4-16

Short ref	Full ref	Location
IASC, 2017	<i>Policy: Gender Equality and the Empowerment of Women and Girls in Humanitarian Action</i> . IASC Reference Group on Gender and Humanitarian Action, November 2017.	2.4.0-4
IASC, 2018a	<i>Accountability Framework for the Inter-Agency Standing Committee Policy on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action (2018-2022)</i> . IASC 2018.	2.4.0-1
IASC, 2021	<i>The Grand Bargain 2.0. Endorsed framework and annexes</i> . Inter-Agency Standing Committee, June 2021.	5.13-1
IASC, n.d.	<i>About the Grand Bargain</i> . Inter-Agency Standing Committee, accessed 14 February 2022. https://interagencystandingcommittee.org/about-the-grand-bargain	n/a
INEE, 2010	<i>Minimum Standards for Education: Preparedness, Response, Recovery</i> . International Network for Education in Emergencies (INEE), 2010.	n/a
INEE, 2020a	<i>Education in Emergencies Competency Framework</i> . Inter-Agency Network for Education in Emergencies: New York, 2020.	5.3-4
INEE, 2020b	<i>Education in Emergencies coordination: Harnessing humanitarian and development architecture for Education 2030. A report on the Global Partners Project</i> . INEE, August 2020.	n/a
INEE, 2020c	<i>20 Years of INEE: Achievements and Challenges in Education in Emergencies</i> . INEE, 2020. See also: Global Education Cluster Strategic Plan revision, 2017.	n/a
INEE, 2021	<i>Humanitarian-Development Coherence in Education: Working together in crisis contexts</i> . INEE: New York, 2021. https://inee.org/resources/humanitarian-development-coherence-education-working-together-crisis-contexts	5.3-5
MDF, 2020	<i>Independent Summative Evaluation of the Global Partnership for Education 2020</i> . MDF Training & Consultancy, 2020.	5.4-10
Mendenhall, 2019	<i>UNICEF Think Piece Series: Education in Emergencies</i> . Mary Mendenhall, UNICEF Eastern and Southern Africa Regional Office, Nairobi, 2019.	6.4-2
Mokoro, 2017	<i>Education Cannot Wait Hosting Review. Inception Report – Assessment Design Report</i> . Lister, S; Anderson, A; Fenning, C; Hodgkin, M; Isenman, P; de Mel, R. Mokoro Limited, Oxford, 14 November 2017.	4.5-3
Mokoro, 2018	<i>Education Cannot Wait Hosting Review Report</i> . Lister, S; Anderson, A; Fenning, C; Hodgkin, M; Isenman, P; de Mel, R. Mokoro Limited: Oxford, 20 March 2018.	1.2b.1-2
Mokoro, 2019	<i>Evaluation of the Education Cannot Wait First Emergency Response funding modality, Final Inception Report</i> , Fölscher, A; Anderson, A; Maunder, N; Minford, M; Pereira, J; Brandt, C; Driscoll, Z. Mokoro Limited, 22 May 2019.	4.5.1.1
Mokoro, 2020a	<i>Evaluation of the Education Cannot Wait First Emergency Response funding modality – Final Evaluation Report</i> . Fölscher, A; Anderson, A; Maunder, N; Minford, M; Pereira, J; Brandt, C; Driscoll, Z. Mokoro Limited, 30 November 2020.	4.5-2
Mokoro, 2020b	<i>Informal Note on FER Evaluation Approach and Methodology</i> . Alta Fölscher, Mokoro Limited, 2020.	4.5.1.3
Mokoro, 2022a	<i>Organisational Evaluation of Education Cannot Wait: Inception Report</i> . Lister, S; Anderson, A; Bluer, L; Buchy, M; Fenning, C; de Mel, R; Patch, J; Pereira, J. Mokoro Limited, 7 March 2022 (approved by the ECW Executive Committee on 17 March 2022).	n/a

Short ref	Full ref	Location
Nicolai et al, 2019	<i>Education and humanitarian-development coherence.</i> Nicolai, S, Hodgkin, M, Mowjee, T, Wales, J. [USAID white paper]. USAID, Office of Education, 2019.	n/a
Nicolai et al, 2020	<i>Strengthening coordinated education planning and response in crises: Synthesis report.</i> Nicolai, S, Diwakar, V, Khan, A, Mansour-Ille, D, Anderson, A. Overseas Development Institute, 2020.	n/a
OCHA, 2015	<i>Global Humanitarian Overview 2015.</i> United Nations-Coordinated Support to People Affected by Disaster and Conflict. UN OCHA, 2014.	6.3-1
OCHA, 2016	<i>Global Humanitarian Overview 2016.</i> United Nations-Coordinated Support to People Affected by Disaster and Conflict. UN OCHA, 2015.	6.3-8
OCHA, 2017a	<i>Global Humanitarian Overview 2017.</i> United Nations-Coordinated Support to People Affected by Disaster and Conflict. UN OCHA, 2016.	6.3-2
OCHA, 2017b	<i>New Way of Working.</i> UN OCHA, 2017.	5-1
OCHA, 2018	<i>Global Humanitarian Overview 2018.</i> United Nations-Coordinated Support to People Affected by Disaster and Conflict. UN OCHA, 2017.	6.3-3
OCHA, 2019	<i>Global Humanitarian Overview 2019.</i> United Nations-Coordinated Support to People Affected by Disaster and Conflict. UN OCHA, 2018.	6.3-4
OCHA, 2020	<i>Global Humanitarian Overview 2020.</i> United Nations-Coordinated Support to People Affected by Disaster and Conflict. UN OCHA, 2019.	6.3-5
OCHA, 2021	<i>Global Humanitarian Overview 2021.</i> United Nations-Coordinated Support to People Affected by Disaster and Conflict. UN OCHA, 2020.	6.3-6
OCHA, 2022	<i>Global Humanitarian Overview 2022.</i> United Nations-Coordinated Support to People Affected by Disaster and Conflict. UN OCHA, 2021.	6.3-7
ODI, 2015	<i>Education in Emergencies and Protracted Crises. Toward a strengthened response.</i> Overseas Development Institute (ODI), July 2015.	6.1.1-1
ODI, 2016a	<i>Education Cannot Wait: Proposing a fund for education in emergencies.</i> ODI, May 2016.	1.2a.1.1-1
ODI, 2016b	<i>A common platform for education in emergencies and protracted crises - Evidence paper.</i> ODI, May 2016	1.2a.1.1-2
ODI, 2020a	<i>Strengthening coordinated education planning and response in crises: Synthesis report.</i> Nicolai, S.; Diwakar, V.; Khan, A.; Mansour-Ille, D.; Anderson, A. ODI. (2020).	n/a
ODI, 2020b	<i>Strengthening coordinated education planning and response in crises: global analysis framework.</i> Nicolai, S.; Anderson, A.; Hodgkin, M.; Magee, A.; Khan, A. ODI, 2020.	n/a
OECD DAC, 2002	<i>Glossary of Key Terms in Evaluation and Results Based Management.</i> OECD Development Assistance Committee, 2002.	2.6-7
OECD DAC, 2019	<i>Better criteria for Better Evaluation – Revised Evaluation criteria: Definitions and Principles for Use.</i> OECD Development Assistance Committee (DAC) Network on Development Evaluation (2019). https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm	2.6-5
OPM, 2021a	<i>Evaluation of ECW's Multi-Year Resilience Program - Inception Report.</i> Venäläinen, R; Anderson, A; Elte, G; Hill, P-S; Salem, H. Oxford Policy Management, February 2021.	4.5.2-1
OPM, 2021b	<i>Evaluation of the ECW MYRP Modality – Final Synthesis Report.</i> Venäläinen, R; Anderson, A; Elte, G; Hill, P-S; Salem, H. Oxford Policy Management, December 2021.	4.5.2 -1
Porticus, 2018	<i>EiE Mapping Presentation.</i> Porticus (2018).	

Short ref	Full ref	Location
SCI et al, 2019	<i>Working Together to Close the Education Financing Gap in Refugee Hosting States: A joint pledge.</i> Save the Children, World Bank, GPE and ECW, 2019.	5.4-7
SCI, 2021	<i>Review of Education Cluster Co-Leadership REPORT – DRAFT 2.</i> Save the Children, 2 December 2021. CONFIDENTIAL.	TO 8.3
Stylianides, 2018	<i>The EU's Commitment to Securing Access to Education in Times of Emergencies and Protracted Crises for All Children.</i> Christos Stylianides, Blog, Plan International website, 27 September 2018.	n/a
Thompson et al, 2013	<i>The Global Evaluation of Emergency Response Funds (ERFs). Final Report.</i> Thompson, D. E et al., OCHA, 2013.	n/a
UN, 2016	<i>One Humanity: Shared Responsibility – Report of the Secretary-General for the World Humanitarian Summit (A/70/709).</i> UN, 2016.	5.10-3
UN, 2018	<i>Global Compact on Refugees.</i> United Nations: New York, 2018.	6.4-1
UNEG, 2008a	<i>UNEG Code of Conduct for Evaluation in the UN System.</i> United Nations Evaluation Group, March 2008.	2.6-2
UNEG, 2011	<i>Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance.</i> UNEG Human Rights and Gender Equality Task Force, March 2011.	2.6-9
UNEG, 2014	<i>Integrating Human Rights and Gender Equality in Evaluations.</i> United Nations Evaluation Group, August 2014.	2.6-4
UNEG, 2016	<i>Norms and Standards for Evaluation.</i> United Nations Evaluation Group, June 2016.	2.6-10
UNEG, 2020	<i>Ethical Guidelines for Evaluation.</i> United Nations Evaluation Group, 2020.	2.6-3
UNGA, 2016a	<i>New York Declaration for Refugees and Migrants (A 71/1).</i> General Assembly of the United Nations (UNGA), New York, 2016.	2.6-11
UNGEI, ECW, & INEE, 2021	<i>EiE-GenKit – A core resource package on gender in education in emergencies.</i> UNGEI, ECW, & INEE, 2021.	2.4.2-4
UNHCR, 2019	<i>Refugee Education 2030: A Strategy for Refugee Inclusion – 2019 Edition.</i> UNHCR, September 2019	5.8-1
UNICEF, n.d. (a)	<i>Survey on UNICEF's Role as Cluster (Co-) Lead Agency (CLARE II) & Global Education Cluster (GEC) Co-leadership.</i> Undated. CONFIDENTIAL.	TO 8.1
UNICEF, n.d. (b)	<i>The Humanitarian-Development nexus: a new way of working to deliver long-lasting results for children.</i> UNICEF, undated. https://www.unicef.org/eu/humanitarian-development-nexus	n/a
UNSDG, 2018a	<i>UNCT-SWAP Gender Equality Scorecard – Performance Indicators for Gender Equality and the Empowerment of Women for United Nations Country Teams 2018 Framework & Technical Guidance.</i> United Nations Sustainable Development Group, 2018.	2.4.0-3
UN-SWAP 2.0, 2021	<i>Accountability Framework for Mainstreaming Gender Equality and the Empowerment of Women in United Nations Entities. UN-SWAP 2.0, Framework & Technical Guidance.</i> UN Women. 11 November 2021 https://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability#UN-SWAP-2	2.4-21
Visser et al, 2020	<i>School Feeding Contribution to the Sustainable Development Goals: A Strategic Evaluation, Inception Report.</i> Visser, M; Lister, S; Fenning, C; de Mel, R; Jelensperger, J; Rouleau, E; Bluer, L; Toby, C; Hodson, E. Mokoro Limited, Commissioned by the WFP Office of Evaluation, 27 May 2020.	n/a

Short ref	Full ref	Location
WBG & UNESCO, 2021	<i>Education Finance Watch 2021</i> . World Bank Group & UNESCO Global Education Monitoring (GEM) Report, 2021.	6.1-1
WBG, 2022	<i>Safe & Learning in the Midst of Fragility, Conflict and Violence. A World Bank Group Approach Paper</i> . WBG, 2022.	5.12-1
WEF, 2019	<i>The Global Gender Gap Report 2020</i> . World Economic Forum: Geneva, Switzerland, 2019.	6.2-1
WEF, 2021	<i>Global Gender Gap Report 2021 Insight Report March 2021</i> . World Economic Forum: Cologny/Geneva, Switzerland, 2021.	6.2-2
Zubairi & Rose, 2020	<i>Humanitarian aid funding still failing education</i> . Asma Zubairi & Pauline Rose, blog for GPE. November 2020. https://www.globalpartnership.org/blog/humanitarian-aid-funding-still-failing-education	n/a

ACRONYMS AND ABBREVIATIONS

ABE	Alternative Basic Education
AF	Acceleration Facility
AIDS	Acquired Immune Deficiency Syndrome
ALNAP	Active Learning Network for Accountability and Performance
BCG	Boston Consulting Group
BE2	Building Evidence in Education
BRAC	Bangladesh Rural Advancement Committee
CAR	Central African Republic
CD	Capacity Development
CEO	Chief Executive Officer
CERF	United Nation’s Central Emergency Response Fund
Covid-19	Coronavirus Disease 2019
CPAoR	Child Protection Area of Responsibility
CPHA	Alliance for Child Protection in Humanitarian Action
CRRF	Comprehensive Refugee Response Framework
CRS	OECD Common Reporting Standards
CSO	Civil Society Organisation
CwD	Children with Disabilities
DEVCO	EC Directorate General for International Partnerships (formerly Directorate for Cooperation and Development)
DFID	Department for International Development
DP	Development Partner
DRC	Democratic Republic of Congo
EAG	Evaluation Advisory Group
EC	European Commission
ECCD	Early Childhood Care and Development
ECD	Early Childhood Development
ECE	Early Childhood Education
ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
E-Cubed	Evidence for Education in Emergencies Research Envelope (Dubai Cares-funded and managed by FTI)
ECW	Education Cannot Wait
ECW ExCom	Education Cannot Wait Executive Committee
EFA	Education for All
EGRA	Early Grade Reading Assessment
EIE	Education in Emergencies
EiEPC	Education in Emergencies and Protracted Crises
EM	Evaluation Manager
EMIS	Educational Management Information System
EQ	Evaluation Question
ERF	FTI’s Emergency Response Fund
ERG	Evaluation Reference Group
ERICC	(FTI-funded) Education Research in Conflict and Protracted Crisis
ERP	External Review Panel
ESP	Education Sector Plan
ET	Evaluation Team
ETRG	Education Technical Reference Group

EUR	Euros (currency)
FAO	Food and Agriculture Organization
FCDO	Foreign, Commonwealth, and Development Office
FCV	Fragile, Conflict and Violence
FER	First Emergency Response
FGD	Focus Group Discussion
FGM/C	Female Genital Mutilation/ Cutting
FSO	Funds Support Office
FTI	Fast Track Initiative
FTS	OCHA Financial Tracking System
FY	Financial Year
GAM	Gender with Age Marker
GAVI	Vaccine Alliance
GBV	Gender-Based Violence
GCF	Green Climate Fund
GCPEA	Global Coalition to Protect Education from Attack
GDP	Gross Domestic Product
GEC	Global Education Cluster
GEEW	Gender Equality and Women’s Empowerment
GEEWG	Gender Equality and the Empowerment of Women and Girls
GEF	Global Environment Facility
GenKit	ECW EiE Gender Kit
GER	Gross Enrolment Ratio
GESI	Gender Equality and Social Inclusion
GFATM	Global Fund to fight AIDS, Tuberculosis and Malaria (the Global Fund)
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GLO	Gender Lead Organisation
GM	Grant Management
GPE	Global Partnership for Education
GPG	Global Public Goods
GPI	Gender Parity Index
GRF	Global Refugee Forum
GRG	ECW Gender Reference Group
HACT	Harmonized Approach to Cash Transfers
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HLSG	High-Level Steering Group
HQ	Headquarters
HRP	Humanitarian Response Plan
HTP	Harmful Traditional Practices
IASC	Inter-Agency Standing Committee
IDP	Internally Displaced Person
IFRC	The International Federation of Red Cross and Red Crescent Societies
IGAD	Intergovernmental Authority on Development
IMF	International Monetary Fund
INEE	Inter-Agency Network for Education in Emergencies
INGO	International Non-Governmental Organisation
IOM	International Organization for Migration
IP	Implementation Partner
IPNED	International Parliamentary Network on Education

IR	Inception Report
IRC	International Rescue Committee
ISEEC	Initiative to Strengthen Education in Emergencies Coordination
JENA	Joint Education Needs Assessments
JPO	Junior Professional Officer
KII	Key Informant Interviews
KIX	Knowledge and Innovation Exchange
LEG	Local Education Group
LNGO	Local Non-Governmental Organisation
LTA	Long-Term Agreement
M&E	Monitoring and Evaluation
MHLO	Measuring Holistic Learning Outcomes
MHPSS	Mental Health and Psychosocial Support
MN	Meeting Note
MPTFO	Multi-Partner Trust Fund Office
MSP	Minimum Service Package
MYRP	Multi-Year Resilience Programme
n.d.	No date
NER	Net Enrolment Rate
NGO	Non-Governmental Organisation
NNGO	National Non-Governmental Organisation
NORRAG	Network for International Policies and Cooperation in Education and Training
NRC	Norwegian Refugee Council
NWOW	New Way of Working
NY	New York
NYU-Ties	New York University - Institute of Human Development and Social Change
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODI	Overseas Development Institute
OECD-DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
OF	Organisational Fitness
OPM	Oxford Policy Management
OrgEval	Organisational Evaluation
PIN	People in Need
PSEA	Protection against Sexual Exploitation and Abuse
PSS	Psychosocial Support
QA	Quality Assurance
QS	Quality Support
RCM	Refugee Coordination Model
REWG	Refugee Education Working Group
RF	Results Framework
RFP	Request for Proposals
RM	Resource Mobilisation
SAG	Strategic Advisory Group
SBCC	Social and Behaviour Change Communication
SCF	Save the Children Fund
SDG	Sustainable Development Goal
SEL	Social and Emotional Learning
SO	Strategic Objective
SOP	Standard Operating Procedure

SP	Strategic Plan
SWAP	System-Wide Action Plan on Gender Equality
TEP	Transitional Education Plan
TiCC	Teachers in Crisis Contexts
TL	Team Leader
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety & Security
UNECA	United Nations Economic Commission for Africa
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNGA	United Nations General Assembly
UNGEI	United Nations Women and Girls Initiative
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UN-OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNSDCF	United Nations Sustainable Development Cooperation Framework
USAID	United States Agency for International Development
USD	United States dollar
WASH	Water, Sanitation and Hygiene
WB	World Bank
WEF	World Economic Forum
WFP	World Food Programme
WHO	World Health Organization
WHS	World Humanitarian Summit