FINAL REPORT

Review of Education Cluster Co-Leadership

March 2022

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PREFACE

The Memorandum of Understanding (MoU) between UNICEF and Save the Children International (SCI) in 2007 was the first attempt to frame what was – and still is – the only co-leadership arrangement between a United Nations agency and a non-governmental organization (NGO) in the leadership of a global cluster. The partnership between UNICEF and SCI has remained largely regulated by this initial MoU, despite a review conducted in 2010 and intentions to update the agreement thereafter.

Over 10 years on, with the expansion of co-leadership practices and experiences, especially at country level, an updated review of the arrangement became a priority, with a view to further revising the 2007 MoU while also informing the Global Education Cluster (GEC) Strategy (2022–2025). The present review of the GEC co-leadership was designed and conducted in 2020–2021 in parallel with the 'CLARE II' evaluation that assessed how UNICEF was delivering on its broader cluster (co-)lead responsibilities. The two exercises were conducted by the same team of consultants and intentionally informed each other. This review should thus be seen as a companion piece to the CLARE II evaluation report and be read in conjunction with it to maximize its use.

This review reiterates the CLARE II findings with respect to the GEC co-leads' ability to generally support the core cluster coordination functions and deliver on their coordination responsibilities. Yet it also exposes fundamental elements that have remained unaddressed from the 2007 MoU and that have therefore continued to hamper the fulfilment of the arrangement, and it describes the current constraints in the partnership that should be urgently addressed in order for it to live up to its full potential. These include: the lack of clarity and continued divergence of understanding around what shared and joint leadership entails; limited attention dedicated to trying to define this concept and the respective comparative advantages between UNICEF and SCI, as well as the processes that would be needed to define and revisit them over time and in each context; funding

and resource mobilization arrangements which contribute to perceptions of inequality and power imbalance in the partnership; and a generally limited and unsystematic oversight of the operation of the cluster that translates into a weak level of accountability of the cluster co-lead agencies.

Robert McCouch
Director of Evaluation

CONTENTS

EXECUTIVE SUMMARY

The Global Education Cluster (GEC) is the only global cluster co-led by a United Nations agency, UNICEF, and a non-governmental organization (NGO), Save the Children International (SCI). The co-leadership arrangement is defined through a Memorandum of Understanding (MoU) from 2007. This in-depth review of the global co-leadership arrangement comes more than 10 years since it was last formally reviewed, and in view of an upcoming revision of the MoU. The findings from this review will also inform the next Global Education Cluster Strategy (2022–2025), and perhaps broader thinking on co-leadership of clusters within the framework of the Inter-Agency Standing Committee (IASC).

This review understands co-leadership as a shared arrangement between two humanitarian agencies that are either both United Nations agencies or a United Nations agency and a non-United Nations agency. The arrangement includes both coordination and leadership components. Cluster (co-) leadership is a proactive effort that involves the engagement of others, i.e., beyond the individuals that formally hold leadership positions. In general, the cluster approach places a significant emphasis

on strengthened partnerships. Each Cluster Lead Agency (CLA) partner should feel the responsibility to contribute proposals, suggest directions, and work towards implementation which is aligned and complementary. There are also different contributing factors to the cluster leadership, in particular the Strategic Advisory Group (SAG) (at country and global levels) and, in the case of the GEC, a team composed of cluster coordinators and information management officers. Furthermore, UNICEF/ SCI senior representatives at the global, regional and country levels provide support, as does the UNICEF global cluster coordination unit.

While the GEC co-leads have generally been able to support the core cluster coordination functions and the GEC has delivered on its coordination responsibilities, the current arrangement between SCI and UNICEF is not living up to its full potential. Challenges that had already been identified in 2010 persist, and it appears that the successes of the GEC have largely been realized *despite* the partnership between the co-Cluster Lead Agencies (co-CLAs), rather than because of the strength of the partnership. The country level shows a mixed picture as well, with questions as to the designation of the NGO as co-lead (assuming the designation of UNICEF is a given) and issues in terms of rotation, representation and accountability.

This review considers five findings of the GEC co-leadership experience to illustrate how the true potential of the co-leadership is yet to be fulfilled.

1 **The fulfilment of the co-leadership arrangement can be considered suboptimal.** The two co-leads, SCI and UNICEF, have not managed to fulfil the potential of the co-leadership arrangement. The 2007 MoU laid out a vision of how the co-leadership arrangement should take shape. As it was a new arrangement, several of the key elements would become clear over time, with a need to adjust and recalibrate the relationship as it progressed. This vision – and related well-foreseen opportunities – seem to have been largely forgotten or put aside over the years. The result is that critical parts of the MoU have not been implemented, and many of the issues identified in the 2010 review have remained unaddressed.

2 **There is a continuing lack of clarity on how shared leadership or joint leadership is defined.** The MoU did not further define 'joint leadership'; even more worrisome is that the two parties did little to ensure that this key concept would be clarified over the years based on their experience. Instead of developing a body of knowledge for the concept to be given further definition and clarity, the lack of attention given to it has led to the emergence of very clear differences in understanding of what constitutes shared leadership and what it entails. The differences in the terminology used to describe the co-leadership arrangements globally and at the country level might in fact reflect a deep divergence of understanding as to the nature of co-leadership.

3 **Key to effective co-leadership is the behaviour of the two co-CLAs.** In essence, the co-leadership arrangement between UNICEF and SCI requires strong partnership. Such strong partnership depends on regular and frank exchanges covering the ways in which they work together; the parity, or equality, between them; and their comparative advantages and complementarities. Yet the co-CLAs have given too little attention to these aspects, despite early recognition of their importance, especially in the 2010 review. It is critical that the co-CLAs find ways to regularly discuss their comparative advantages, not only at the global level but also at country and subnational levels. Comparative advantages will differ from context to context and may change over time. The expectations that the co-CLAs have of each other (and those that cluster partners have of the co-CLAs, based on their perception of the agencies' respective strengths) should be looked at jointly and in greater detail.

4 **Funding and resource mobilization efforts create tensions.** This is especially the case when these efforts are not sufficiently transparent. These tensions have important implications for the partnership of the co-CLAs, as well as for the functioning of the cluster. In terms of funding for cluster coordination, the 2007 MoU has an agreement for UNICEF to be the pass-through administrative agent, which was supposed to be temporary. The pass-through function has, however, continued in many ways – possibly because it is expedient for donors. On the downside, however, it risks putting UNICEF in a relatively advantageous position and contributes to a perception of inequality in the partnership. Similarly, the Education Cannot Wait (ECW) global fund has brought significant attention and funds to education in emergencies (EiE), but as it is hosted by UNICEF, this has also added challenges to the co-leadership and partnerships in the GEC, particularly at the country level, where the NGO co-lead role may, contractually, become an implementing partner. Importantly, any issue – be it real or perceived – resulting in a co-lead appearing to take programmatic advantage of its co-lead position has significant implications for cluster coordination.

5 **The co-leadership arrangement lacks regular review, oversight and accountability.** Although key informants acknowledged various serious interpersonal and structural challenges arising in the relationship between the two co-leads in recent years, the review team did not come across any signs that the Steering Group which was supposed to oversee the operation of the cluster had made attempts to rectify the situation. It follows that, in developing any new co-lead arrangement, and when revising the MoU between the two GEC co-leads, ways to address the accountability gap should receive significant attention. One important way to strengthen accountability is for the co-CLAs to ask each other honest and direct questions about investments made in coordination capacity, resource mobilization efforts or internal agency priorities.

This review has exposed issues that must be urgently addressed so that both co-CLAs can ensure that energy and resources are most effectively used to support EiE – both at the global and country levels. The time has come for the two co-CLAs to take a step back. They need to unpack their views and opinions on the issues at stake and engage in honest and frank dialogue if they are to continue the co-leadership arrangement. While the global arrangement has immediate priority, failing to adequately assess and address country-level co-leadership carries the risk of contributing to confusion, considering that both the country and global levels are looking to each other for guidance on the way forward.

The way forward for the two co-CLAs is to engage in an in-depth consultation on how they understand and want to organize the co-lead arrangement, for it to have added value for all. This review provides a set of recommendations **addressed to the global co-CLAs,** and a smaller set of recommendations for **co-CLAs at the country level**. The country-level recommendations will benefit from the implementation of the recommendations geared at the global level.

For the global co-CLAs

1. UNICEF and SCI should, as matter of priority, undertake an **externally facilitated, consultative process** to **renew** the cluster co-lead arrangement, resulting in a **new**[1] **MoU** that addresses all of the main gaps and challenges that have prevented the co-CLAs from achieving maximum impact through their partnership implementing the current MoU. **At a minimum**, the new **MoU and associated annexes** should address the following key institutional issues:

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1 Or a significantly revised MoU.

a) A clear **agreement on what co-leadership means and what it should achieve** as a very specific form of partnership;[2]

b) A **sunset clause** to the MoU and regular reviews, e.g, by strategy cycle;

c) Agreed **mutual expectations** of each co-CLA's contributions, based on a clear identification of each of the co-CLA's comparative advantages, such as the differences in institutional/legal form and ways of working;

d) **An agreement** on leadership and coordination aspects that come with the CLA role,[3] an enumeration of the **specific responsibilities and corresponding tasks,** and a **shared understanding** of the respective organizational support involved;

e) An agreement on **mutual accountability** of the co-CLAs and steps to implement their mutual accountability (see also the recommendation on oversight below).

In addition, the co-CLAs should also decide to cover **other issues in the MoU**, including, for example:

f) Agreement on resourcing the co-leadership of the GEC and on joint resource mobilization for the education sector, also in light of the principle of equality;

g) An agreed theory of change that will serve as a road map for the co-leadership arrangement;[4]

h) Agreement on reviewing the competency frameworks jointly and vital components therein to improve;

i) Agreed indicators derived from the Principles of Partnership for assessing the partnership.

2. As part of the facilitated process, **UNICEF and SCI senior management** should fulfil their roles and responsibilities in providing **oversight.** This includes:

a) Agreement on revitalizing the **Steering Group** or putting in place a new mechanism[5] for oversight of the co-leadership arrangement and establishing clear Terms of Reference;

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2   While recognizing that the two may be closely linked, the agreement on what co-leadership should achieve should be distinguished from the vision and strategy of the GEC. The new MoU should clarify the added value of the co-leadership arrangement and define the degree of integration in order to work collectively in relation to the vision for the co-leadership.
3   Keeping in mind that the IASC guidance on the cluster leadership aspects is outdated.
4   This theory of change is for the co-leadership arrangement and should be distinguished from the one that may be part of the GEC's strategy.
5   The 2010 review suggested the creation of a UNICEF/Save the Children Management Group.

b) Agreement that the Steering Group (or the new mechanism) carries **accountability** for GEC leadership, including, for example, joint recruitment of the co-coordinators[6] and the management of the relationship between the two co-coordinators;

c) For the senior management of UNICEF and SCI, overseeing the Steering Group (or new mechanism) and discussing its functioning at least once every 12 months.

3. The MoU framing the co-leadership arrangement should reflect the notion of **collective leadership** by stipulating that the co-CLAs have the responsibility to work towards shared goals involving the GEC as a whole. The MoU should be shared widely, including with the management of the two organizations and the country cluster (co-)leads, as relevant. The co-CLAs' understanding of co-leadership and their vision for it (as part of collective leadership) should also be shared with the wider cluster members and partners.

4. UNICEF and SCI senior management should make efforts to **present this review report to the IASC** in order to initiate discussions and generate new guidance on co-leadership. They should also share the outcomes of their conversations on their renewed co-lead arrangement, including how they define co-leadership and understand their complementarity.

For co-CLAs at the country level

1. Each country-level co-leadership arrangement (whether UNICEF, SCI or other co-leads) and subnational co-leadership arrangements should be **based on an agreement of what co-leadership entails,** taking advantage of the agreement reached at the global level. They should define co-leadership as something that goes beyond a practical division of labour of coordination tasks. Country offices of respective co-leads should **sign off** on this agreement.

2. The co-CLAs at country level should also agree on **a shared understanding** of **mutual accountability** for their performance in leading and coordinating the education cluster. This mutual accountability could include consultations on self-assessments of their co-leadership of the education cluster that they will share with each other and the yearly cluster performance assessment.

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6   One could even envisage one cluster coordinator, who has worked within the UN system and NGOs, jointly recruited by the Steering Group.

3. Country offices of the co-CLAs should support education cluster coordination, including the two co-coordinators. This support role should include ensuring appropriate leadership behaviours and working in (virtual) teams, using the core competency framework for cluster coordinators as a guide. The senior management of the respective country offices should hold regular exchanges between them to discuss progress and their support to the education cluster and co-coordinators as part of and/or in addition to the mutual accountability agreement.

TABLES AND FIGURES

ACRONYMS

AAP	Accountability to Affected Populations
AoR	Area of Responsibility
CCPM	Cluster Coordination Performance Monitoring
CLA	Cluster Lead Agency
CLARE	Independent evaluation of UNICEF's role as Cluster Lead Agency
co-CLA	co-Cluster Lead Agency
CoP	Centrality of Protection
COVID-19	Coronavirus disease 2019
ECW	Education Cannot Wait
EiE	Education in Emergencies
EMOPs	UNICEF Office of Emergency Programmes
ERC	Emergency Relief Coordinator
GCCG	Global Cluster Coordination Group
GEC	Global Education Cluster
HC	Humanitarian Coordinator
HCT	Humanitarian Country Team
HD	Humanitarian-development
HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee

IMO	Information Management Officer
INEE	Inter-Agency Network on Education in Emergencies
INGO	International non-governmental organization
KI	Key informant
KII	Key informant interview
MoU	Memorandum of Understanding
NGO	Non-governmental organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
POLR	Provider of last resort
PoP	Principles of Partnership
SAG	Strategic Advisory Group
SCI	Save the Children International
ToR	Terms of Reference
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
WASH	Water, sanitation and hygiene

1. INTRODUCTION

The Global Education Cluster (GEC) is the only global cluster co-led by a United Nations agency – UNICEF – and a non-governmental organization (NGO) – Save the Children International (SCI). The co-leadership arrangement is defined through a Memorandum of Understanding (MoU) from 2007.[7] The arrangement was formally reviewed more than 10 years ago, when it was noted that the co-leadership contributed well to the objectives of the education cluster, but that a number of challenges remained, at both global and country levels. In view of the upcoming revision of the MoU between UNICEF and SCI, it was decided in 2020 that it was time for the co-leadership arrangement to undergo a more in-depth review. The findings from the review will also inform the next Global Education Cluster Strategy (2022–2025).

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7   The MoU underwent one minor revision in 2013 to reflect the change in name for SCI (from 'Alliance' to 'International'), with a commitment to revise the MoU in 2014 to reflect changes introduced by the IASC transformative agenda. While elements of a second revision were drafted in 2015, it was neither finalized nor formally signed off by both agencies.

To draw from and build on mutually reinforcing findings while avoiding unnecessary research overlap, this review was undertaken concurrently with the independent evaluation of UNICEF's role as Cluster Lead Agency (CLA), known as 'CLARE II'. Reflecting on progress made since the first evaluation – CLARE I – in 2013, CLARE II has formatively drawn lessons for UNICEF to become better equipped to exercise systematic, high-quality cluster (co)-leadership in both its coordination and leadership aspects. As part of its larger scope,[8] CLARE II also covered the education cluster and touched upon issues surrounding the sharing of the CLA role, albeit not with the same particular focus on the education co-leadership arrangement as this review.[9]

While the two exercises have resulted in separate reports, intended for slightly different purposes and audiences, it is recommended that the two be read in conjunction. Cluster leadership in general, and co-leadership in particular, is a key component of the functioning of the current humanitarian coordination system. Both reports raise significant issues, each from their specific perspective.[10]

1.1   Purpose and scope

Looking at the global level, but also paying specific attention to the variety of co-leadership arrangements in different contexts and clusters (involving other agencies), as well as the roles and accountability of co-leads at the country level, this review has considered progress achieved – or not achieved – by UNICEF and SCI in their roles and capacities as co-Cluster Lead Agencies (co-CLAs). The aim has been to draw lessons that will allow consistent high-quality cluster co-leadership, and to provide guidance and options to inform the working arrangements in 2022 and beyond.

The **scope** of this review has been framed around the following key points:

■ **The cluster, the co-CLAs and the individual agencies**

This review has considered the link between the GEC's progress and the roles of UNICEF and SCI as co-CLAs. The review has focused on the co-leadership arrangement and not on the performance of the cluster per se, while fully recognizing that the overall composition and participation may influence cluster performance. The review has looked at how the co-leadership arrangement is understood – both theoretically and practically – by each of the co-leads. It also includes reflections around the sharing of roles and

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8   Including education; nutrition; water, sanitation and hygiene (WASH); and the child protection Area of Responsibility (AoR).

9   It is worth noting that CLARE I (2013) framed co-leadership particularly in the context of efficiency. See CLARE I, p. xiii.

10   As CLARE II focused on UNICEF's role as CLA, it follows that the review team had a larger dataset at its disposal than for SCI. This review does not go into the same level of detail for all aspects related to the CLA role compared to the extent reflected in the CLARE II report. Education cluster stakeholders – both within and outside UNICEF – are therefore strongly encouraged to also look into the CLARE II findings.

responsibilities, as well as on issues related to accountabilities, especially as the two co-CLAs have very different legal personalities. In line with its Terms of Reference (ToR), this review has looked at how the two co-leads have worked together to fulfil their co-CLA roles, but it has not considered in further detail how each has separately and internally managed its CLA role.[11] Generally speaking, it is reasonable to assume that when agencies take on such wide-ranging commitments as (co-) leading a cluster, they should adapt and make internal investments to fulfil this role, even when – as in the case of UNICEF and SCI – there are very significant differences in their ways of working, institutional frameworks and organizational sizes.

■ **The co-CLA role: a collective effort in coordination and leadership**

This review understands co-leadership as a shared arrangement between two humanitarian agencies that are either both United Nations agencies or a United Nations agency and a non-United Nations agency. The arrangement includes both coordination and leadership components. Closely in line with CLARE II, this review has approached cluster (co-)leadership as a proactive effort that involves the engagement of others, i.e., it goes

beyond the individuals that formally hold leadership positions. In general, the cluster approach places a significant emphasis on strengthened partnerships. Each cluster partner[12] should feel the responsibility to contribute proposals, suggest directions, and work towards implementation which is aligned and complementary. There are also different contributing factors to the cluster leadership, including the Strategic Advisory Group (SAG); support from UNICEF/SCI senior representatives at the global, regional and country levels; and UNICEF's and SCI's support of cluster coordinators to enable them to deliver on their responsibilities based on two-way communication.

■ **COVID-19 and cross-cutting commitments**

Changes in context and new policy commitments often require an extra effort in terms of leadership, as ways will have to be found to address the challenges or implement new steps. The CLARE II evaluation took a detailed look at the efforts UNICEF has made in addressing the coronavirus disease 2019 (COVID-19) pandemic and a number of reform priorities which have influenced the work of the clusters – including the role and involvement of local actors in humanitarian response (known as 'localization');

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11   CLARE II considered the internal management efforts that UNICEF has taken to fulfil its CLA responsibility.
12   Throughout the report, cluster 'partner' refers to anyone participating in a cluster/sub-cluster/AoR.

accountability to affected populations (AAP); the humanitarian-development (HD) nexus; and the Centrality of Protection (CoP). The ToR of this GEC review included similar questions in terms of how the co-CLAs have worked together to implement these commitments. While it is reasonable to assume that working in partnership might lead to positive results, a related assumption may also hold true when the partnership between the co-CLAs is not optimal, leading to little coordinated effort in moving a reform agenda forward. This review has drawn on the CLARE II findings in taking a deeper look at what the reform agenda means in relation to the co-leadership of the education cluster.

■ **Global and country levels**

The review team has also borne in mind that the roles and responsibilities of the co-leads differ between the global and country levels, and that there may also be different arrangements depending on context. Some of these differences may have developed organically and fit well with the state of play in a given context. They may pertain, for example, to the number and type of partners in the cluster and their experience in the education sector; the specific issues the cluster is covering; and/or the degree of resources available for coordination and the (education) response itself. At the country level, a significant difference concerns the fact that the NGO co-lead is not always SCI. In fact, the theory as laid down in IASC guidance determines that – in consultation with the Humanitarian Country Team (HCT)

– the Humanitarian Coordinator (HC) is responsible for securing agreement on the designation of the cluster leads based on response capacities. In other words, under current Inter-Agency Standing Committee (IASC) rules, not only may the NGO co-lead be a different organization from SCI at the country level, but UNICEF may not necessarily be the United Nations agency (co-)leading education either. Further, and related to terminology, it is important to refer in clear terms to the role of the Ministry of Education, which is also generally involved in the education cluster. Frequently officially seen as the lead, the ministry most often plays more of a chairperson role in reality.

■ **GEC and other clusters**

While the GEC co-leadership arrangement has been the focus of this review, the CLARE II evaluation also looked at other UNICEF-led clusters: nutrition; water, sanitation and hygiene (WASH); and the child protection Area of Responsibility (AoR) (or sub-cluster). Many of them have co-leadership arrangements in place at the country level. This review has drawn inspiration and insight from these co-leadership arrangements and experiences, as relevant.

1.2 Evaluation matrix

Because much of the data collection process of this review has overlapped and/or been carried out in parallel with CLARE II, the analytical framework largely followed the

logic model developed for that evaluation *(see Annex 2)*. In light of this logic model, the review team reformulated and refined a number of the questions provided by the ToR during the inception phase and against the criteria of relevance/appropriateness, effectiveness and coherence/connectedness.

The review questions are set out in Table 1. They are further detailed in the Review Matrix *(see Annex 1)*. The questions in bold are the ones which stood out during the review process as particularly relevant for consideration. These questions are critical for the proper functioning of the co-leadership arrangement to begin with, while the other questions rather pertain to the way in which the co-leadership arrangement appears to have contributed to (and led) the functioning of the cluster. All are important, but the issues contained in the first set of questions would presumably first need to be clear for the arrangement to contribute to the cluster in the most effective way possible.

TABLE 1.
List of key review questions

Key review questions
How do UNICEF and SCI conceive of their co-leadership role?
How has the co-leadership evolved from the parameters/commitment of the 2007/2013 MoU?
Does the co-leadership arrangement enable the fulfilment of CLA responsibilities in line with the principles/standards/roles of the cluster approach?
Have the co-CLAs made efforts to implement the commitments to localization; AAP; the HD nexus; and CoP?
Is the co-leadership arrangement aligned with the coordination and response needs of country-level clusters and/or other relevant coordination bodies?
Have UNICEF and SCI as co-CLAs contributed to greater predictability/accountability/strengthened partnership in the emergency response?
What is the added value of co-leadership in effectively delivering the six core functions of the cluster and in enhancing quality and coverage of EiE response? Are there specific efficiency gains or losses that appear attributable to co-leadership?
When/where has the 'provider of last resort' (POLR) concept been invoked, and what happened?
What leadership role are the co-lead agencies playing on the issue of funding for the global clusters?
What efforts have been taken to ensure coherence of approaches between the co-CLAs with regard to the role and work of the education cluster at the global and country levels?
Have the co-CLA agencies or co-leadership arrangement encouraged linkages with other relevant initiatives and partners beyond the cluster?

1.3   Methodological approach

The methods and data collection behind this review and CLARE II have been developed and carried out in parallel. Due to the COVID-19 pandemic, the review team used virtual data collection tools to collect primary data. These included semi-structured interviews conducted remotely with key informants (KIs) as the principal source of information; an online survey as a method to gather top-level perceptions among a wider group of stakeholders; and a session with members of the review's reference group to validate specific findings around co-leadership. The body of primary data collected through these methods was triangulated by the findings from a systematic document review and subsequent analysis.

In total, the team held interviews with 94 education cluster informants, of which 26 were at the global level and 68 were at the country level, in Burkina Faso, the Democratic Republic of the Congo, Ethiopia, Mali, Mozambique, Nigeria, South Sudan, Sudan and Ukraine. The specific countries for consideration were selected in conjunction with those looked at for CLARE II, and with advice from the reference group, as per Table 2.

The education cluster interviewees were evenly distributed between UNICEF, SCI and other representatives, as shown in Figure 1. An overview of the process and methods for data collection and analysis can be found in Figure 2, with further details provided in Annex 2.

TABLE 2.
List of country contexts for key informant interviews (KIIs)

Country for review	Key selection criteria
Sahel: Burkina Faso and Mali	Subregional crisis; mixed setting; well-established clusters; integrated United Nations presence (Mali)
Democratic Republic of the Congo	Public health emergency; subnational coordination
Ethiopia	Cluster lead following consultation with government
Northeast Nigeria	Subnational coordination
South Sudan	United Nations integrated mission
Mozambique	Thematic approach; emerging crisis
Sudan	Cluster lead following consultation with government
Afghanistan	Cluster activated and deactivated; protracted crisis plus subnational-level coordination; United Nations integrated mission
Ukraine	Two GEC lead agencies, but staffing from one agency (SCI)

FIGURE 1.
Overview of respondents per type and role

**KEY INFORMANT INTERVIEWEES
PER TYPE**

23%	24%	22%	13%	8%	10%
UNICEF	SCI	Other INGO	NNGO	Donor	Other (other United Nations agencies, government, ICRC, academia)

**SURVEY RESPONDENTS
PER TYPE**

35.5%	44%	17%	3.5%
United Nations agency	INGO	NNGO	Other

**SURVEY RESPONDENTS
PER ROLE**

24.5%	63.5%	12%
Cluster Lead/ Coordinator	Cluster Partner	Others

FIGURE 2.
Overview of review process

INCEPTION PHASE

AUGUST 2020

OBJECTIVE
- Review the GE co-leadership arrangement between UNICEF and SCI
- Draw lessons that will allow them to exercise systematic, high-quality cluster co-leadership, and provide guidance and options to inform the working arrangements in 2021 and beyond

APPROACH
- Review carried out in parallel to CLARE II
- Research at global, regional and country levels
- Remote data collection, due to COVID-19 resrictions

SEPTEMBER 2020

DATA COLLECTION PHASE

DOCUMENT REVIEW
- Systematic review of 80+ documents received by GEC

OCTOBER 2020

ONLINE SURVEY
- In Arabic, English, French and Spanish
- Shared in education cluster in 29 country contexts and at regional and global level
- 233 full responses

NOVEMBER 2020– APRIL 2021

KEY INFORMANT INTERVIEWS
- 26 global and regional stakeholders
- Including the GEC co-coordinators, SAG members and diverse cluster participants

JANUARY–JUNE 2021

KEY INFORMANT INTERVIEWS
- 68 country-level informants from Burkina Faso (5), the Democratic Republic of the Congo (6), Ethiopia (9), Mali (6), Mozambique (10), Nigeria (9), South Sudan (9), Sudan (9) and Ukraine (5)
- Including education cluster co-coordinators and selected cluster partners, including where possible SAG members, national/local NGO representatives, INGO representatives, donors and government representatives

22 FEBRUARY– 10 MAY 2021

MARCH 2021

WORKSHOP
- Session on the subject of cluster (co-)leadership with members of the reference group

CONSOLIDATION PHASE

DRAFT REPORT
- Workshop with reference group to discuss draft report before comments/finalization

MAY–JULY 2021

ANALYSIS
- Coding of interview notes, using MAX-QDA software
- Regular exchanges within evaluation team to anchor findings and ensure coherence in approach

FINAL REPORT
- Conclusions around achievements and challenges of the GEC co-leadership arrangement
- Recommendations on the way forward

AUGUST 2021

DECEMBER 2021

DISSEMINATION
- Findings shared with key stakeholders for uptake and learning

Limitations

As with any exercise of this kind, there have been a number of limitations, the most significant of which have been the significant travel restrictions and disruptions caused by the ongoing COVID-19 pandemic. While the requirement to do all interviews remotely made it possible to approach the global and country-level data collection in parallel, without the need to account for travel time, it nonetheless resulted in a longer and more cumbersome data collection phase than anticipated. This limitation was due, on the one hand, to internet connectivity problems in certain contexts, but more importantly, to a general lack of responsiveness on behalf of participants, who were slow in responding to email messages and frequently did not show up to meetings that had been set. The evaluation team saw this challenge as a sign of significant electronic/video-conference/evaluation fatigue.

A number of criteria were developed in the inception phase to be used for the selection of country contexts for review.[13] The need to consider several criteria in choosing contexts for CLARE II and for this review, and the aim of ensuring a balance across the criteria that informs both the summative and formative parts of the exercises proved difficult. The final list of countries chosen by the reference group does not reflect a geographical balance, with the large majority being in Africa. The fact that the survey was distributed at a larger scale alleviated this limitation, though there tended to be larger numbers of respondents from the countries that were also part of the KIIs.

Due to a high turnover among staff and the fact that KIs tended to have a better recollection of the last few years, the very recent and current perspective has dominated the insights offered. This limitation indicates that the evaluation's summative perspective does not give an even overview of the evolution over the past 10 years. However, the focus on where issues currently stand provides a clear direction in terms of moving forward.

This review is primarily based on perceptions gleaned from a wide range of KIs involved in the education cluster who were interviewed, and from survey respondents, including those who had made comments in the survey. The perceptions reflected in this report come from multiple sources, but not all of them have been verified for accuracy. While perceptions may not be accurate in reflecting facts, they hold significance, as they represent the way in which KIs see a certain issue, and even more so when they are raised by multiple KIs. Such perceptions may indicate a problem with communication or deficiency in the sharing of information.

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13   In the inception phase the review team developed a list of criteria to guide the choice, including: (1) regional; (2) temporal; (3) type of response; (4) length of crisis/response; (5) severity of response; (6) cluster phase/engagement; (7) funding/attention for the crisis/clusters; (8) host government relationship; (9) country-level cluster coordination; (10) United Nations integrated mission setting.

Ethical considerations

Throughout the review process, close attention has been paid to ethical considerations, in line with the United Nations Evaluation Group and UNICEF ethical guidelines and the principle of 'Do No Harm'.[14] No meetings with children/adolescents were held as part of this evaluation, as data were collected from among clusters and not beneficiaries.

To address the sensitive nature of some of the discussions held, particularly since the data collection was carried out remotely, special confidentiality and information security measures were put in place to ensure the trust of the respondents in the interview and survey process.

Audience

We see the following different uses of the review and its findings:

- Provide UNICEF, SCI and cluster partners with a consolidated picture of progress made

- Contribute to the upcoming renewal of the MoU between SCI and UNICEF

- Provide UNICEF and SCI with suggested ways to further strengthen their co-leadership and ensure that their co-CLA roles and responsibilities are assigned and

met. In line with the ToR, this includes generating specific recommendations on the co-leadership at country level, where there is currently only limited and generic guidance.

The following stakeholders are considered the target audiences for this review:

- GEC coordinators and teams, including Information Management Officers (IMOs)

- GEC Steering Group

- GEC SAG

- UNICEF Office of Emergency Programmes (EMOPs) and Programme Division

- SCI Humanitarian Section, the Save the Children Global EiE Working Group and SCI Humanitarian Steering Group

- Regional directors and regional emergency advisors from SCI and UNICEF

- UNICEF representatives in country offices, SCI country directors, cluster coordinators, and other relevant colleagues in countries where clusters have been activated

- Global Cluster Coordination Group (GCCG) and IASC

- The wider EiE community, education NGOs (including international NGOs [INGOs]), education civil society organizations/community-based organizations

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14 For example, the guidelines endorsed by UNICEF's Office of Research: <www.unicef-irc.org/publications/706/>.

- Donors
- Governments of countries where clusters are in place or being considered.

Structure of the report

To avoid overlaps and ensure a logical and comprehensive overview, the report is structured thematically to unpack findings along the main lines of analysis. Chapter 2 provides the background to the co-leadership arrangement between UNICEF and SCI, and also draws linkages to relevant findings from CLARE II. Chapter 3 then takes a close summative and comprehensive look at the experiences and implementation of the education co-leadership, using the 2007 MoU

and the 2010 review as background. Chapter 4 concludes with a formative reflection around the possible ways forward.

Before delving into the analysis, it should be noted that quotations from respondents are used throughout the text to illustrate or extend points. The review team has chosen these particular quotations based on a criterion of representativity, i.e., they reflect opinions that were: (1) expressed by a majority of those respondents who voiced an opinion on a particular matter; and (2) made with sufficient frequency to merit mention in the report. Where a significant divergence of opinion could be seen between different stakeholder groups, or between representatives from the two co-CLAs, this fact is clarified in the text.

2. BACKGROUND

2.1 Overview of the CLA co-leadership arrangement

A bold step in 2006, the co-leadership arrangement between UNICEF and SCI set the benchmark for partnership between a United Nations agency and an NGO in humanitarian coordination at the global level. Education was not one of the original clusters established one year before, but concerted advocacy and lobbying – particularly by organizations that are part of the Inter-Agency Network on Education in Emergencies (INEE) – eventually led to an invitation by the then Emergency Relief Coordinator (ERC), Jan Egeland, for UNICEF and SCI to explore potential shared leadership.

More than 15 years later it still looks like a rather innovative, influential and relevant step, especially in light of the shifts in the humanitarian landscape and the commitments made at the 2016 World Humanitarian Summit and the Grand Bargain, including the localization of aid or AAP.

In general, co-leadership of a cluster is based on the premise that it helps to create credibility and enhances engagement, including of local civil society. As stipulated in the *IASC Guideline on Cluster Coordination at the Country Level*, "NGOs are often well established in remote field locations where the UN has limited or no presence. They can

offer technical expertise, different approaches to accountability to affected people, long-term involvement in and knowledge of the community, and leadership potential."[15] At the country level, the education cluster – like all clusters – functions in a number of countries as the de facto (and only) forum bringing together the government, local civil society and the international community to work on an education strategy and vision in situations of emergency and transition.

UNICEF and SCI started discussions in September 2006 and by December 2006, the IASC Principals had endorsed applying the cluster approach to the education sector.[16] It took nearly a year before SCI and UNICEF signed an MoU, setting the stage for the GEC co-leadership arrangement.[17] The MoU and its Annex provide significant background on the cluster approach, the development of the GEC and joint leadership, cluster leadership more generally, and more specific objectives for the education cluster. The MoU's Annex provides, "joint proposals for the objectives and management arrangements"[18] and outlines how SCI and UNICEF will work with others, including INEE. The MoU covers elements

related to SCI and UNICEF, the Education Cluster Support Unit, the Education Cluster Working Group and the Steering Group.

Given the uncharted waters both organizations were navigating, the MoU was written to cover a range of issues and intended to "formalize the modalities for joint leadership of the global education cluster".[19] It wisely also considered the need for a review of the leadership after one year and a further review after two years, "with the option of changing lead arrangements", partly because the arrangement was so unique and both parties were "making it up as they went along", as one KI noted.

The review of the co-leadership arrangement of the GEC was undertaken in 2010 and meant "to offer an independent, impartial analysis of the Global Education Cluster co-leadership arrangement and to help inform the forthcoming Global Education Cluster evaluation".[20] Such an evaluation did not materialize for unknown reasons, but the 2010 review offers a number of valuable suggestions on how to move the co-leadership arrangement forward, including undertaking a collaborative process to rebuild the partnership. It recommended, for example,

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15   See also paragraph 25.

16   IASC Principals, *Final Summary Record and Action Points*, 12 December 2006.

17   Anderson, Allison, and Marian Hodgkin, *The Creation and Development of the Global IASC Education Cluster*, UNESCO, Paris, 2010, p. 10.

18   MoU, Annex, introductory paragraph.

19   MoU, paragraph 5.3.5.

20   The Partnering Initiative, *Review of the Global Education Cluster Co-Leadership Arrangement*, The Partnering Initiative, London, 2010, p. 17.

an update of the MoU, which would reflect the results of the rebuilding process that should result in new expectations and understanding of the partnership. It was not, however, until 2013 that SCI and UNICEF signed a first short (two-page) amendment which, unfortunately, added no further clarity to the relationship, including on the issue of joint leadership. Instead, it focused on SCI's legal name change and noted that it was "in the mutual interest of the Parties to amend the MoU to reflect the legal name change and the commitment to review the MoU".[21] It also indicated both parties' intention to update the MoU in 2014, as part of the cluster's new strategic planning period starting in 2015, as well as to reflect changes under the IASC's transformative agenda. However, none of this materialized in the years thereafter.

The 2007 MoU and the 2010 review are the **only joint attempts to date that have documented the intentions and identified steps to frame and, where necessary, strengthen the partnership between UNICEF and SCI**. This 2021 review has looked at the original agreement as well as the 2010 review recommendations and compared the issues that have come up in this exercise with those that were noted more than a decade ago.

The 2007 MoU between the two agencies is still in force at the time of this review; it has been decided that this review will provide an important input for developing a new MoU.

Since the agreement on the GEC coordination arrangement, **co-leadership has only grown in importance, primarily at the country level**. Early evidence suggested a positive impact on coordination and partnership. The 2010 IASC-commissioned system-wide cluster evaluation revealed that when NGOs act as co-leads or co-facilitators, it enhances "the legitimacy of clusters, facilitates outreach and communication, and at times have valuable experiences with participatory approaches and working with local partners, and because they can be strong advocates for the protection of humanitarian space".[22]

The 2012 IASC Transformative Agenda also promotes co-leadership by encouraging "… Cluster Lead Agencies to consider developing a clearly defined, agreed and supported sharing of cluster leadership by NGOs wherever feasible".[23] In turn, section 6 of the 2015 *IASC Guideline on Cluster Coordination at the Country Level*, which covers 'shared leadership', notes that shared leadership arrangements tend to produce stronger

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21   Amendment No. 1 to the Memorandum of Understanding, 2013, introductory paragraph.
22   Steets, J., et al., *Cluster Approach Evaluation 2, Synthesis Report*, IASC, 2010, p. 81.
23   *IASC Transformative Agenda*, paragraph 32.

engagement and better coordination.[25]

Today, co-leadership across clusters is a widespread and encouraged practice at the country level. It should be kept in mind that the global arrangement between UNICEF and SCI is not automatically applied on the ground. At country level, the designation of the CLA is a decision taken by the HC in consultation with the HCT. The 2007 MoU notes that the particular role of SCI should be considered given the "unique global-level arrangement". While SCI is often the NGO co-lead at the country level, designating SCI as co-CLA is not automatic.[25] It follows that care should be taken when comparing the global level and country arrangements, also given that different terms are used and different arrangements are in place.

The global and country levels are connected in terms of coordination support provided by the GEC and the requests for such support by the country-based education clusters. However, the co-lead may not be SCI, and the terms and conditions of the arrangement may be different in terms of how the co-leads have decided on their division of labour and ways of working. This review has found that the global and country levels are often looking to the other for guidance and direction on the way forward for the co-lead arrangement.

2.2   Link to CLARE II

As noted above, this review has been conducted in parallel with CLARE II, a large evaluation of the cluster lead role carried out by UNICEF in relation to the clusters and AoR for which it is the CLA or co-CLA. This evaluation has produced a number of important findings and conclusions that are highly relevant to this review, which are summarized in the following box.

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24 There is no guidance on global-level co-leadership available presumably because the arrangement between UNICEF and SCI is seen as unique and not generic. Other cluster co-leadership arrangements at the global level are between United Nations (affiliated) agencies.

25 The designation of UNICEF as education co-lead is the prerogative of the HC in consultation with the HCT.

Relevant CLARE II findings

i. **The clusters have taken on more responsibilities and tasks than initially foreseen**, including, for example, preparing decisions on funding allocations. This 'mission creep' has resulted in a rather mechanical way of working in which processes and tools (templates, dashboards, humanitarian planning cycle, etc.) dominate cluster work, sometimes at the expense of more strategic work.

ii. **Leadership and coordination are equally important aspects in fulfilling the CLA role.** While the coordination tasks of the clusters are well understood, and UNICEF as CLA has made investments generally ensuring that tools and cluster staff are in place, the leadership aspect has not been given the attention it requires. Some positive examples of leadership were encountered, including the development of the competency framework for cluster coordination.

iii. **Much of the CLA burden falls only on two entities in UNICEF: cluster coordinators (at global and country levels) and the global cluster coordination unit.** In other words, CLA responsibilities are left to the working level, with insufficient support from across the organization, resulting in inconsistency and unevenness in how the role is fulfilled, particularly at the country level.

iv. **UNICEF could have performed better in its leadership responsibilities.** As an institution, UNICEF should have done better in providing leadership across the following three areas: (i) building a consensus among cluster partners around a shared vision and ways to collectively realize that vision; (ii) bringing the clusters and AoR closer together by working towards intersectoral connections and synergies; and (iii) sharing UNICEF's experiences and views on the cluster approach with HCTs, IASC and the wider humanitarian community.

v. **The underlying tenets of the cluster approach – accountability, predictability and partnership – are inconsistently understood and applied.** The principle of accountability, in particular, is fraught with issues, best illustrated in the 'provider of last resort' (POLR) concept, which is understood and applied in many different ways within UNICEF.

vi. Related to the notion that the leadership of clusters is not the exclusive responsibility of one individual is the need to recognize that **cluster leadership is a collective effort in which each cluster partner has the responsibility to contribute proposals and suggest directions that work towards common objectives.** CLARE II illustrates that some clusters have moved in this direction, but not all.

vii. **There is widespread confusion about what co-leadership entails**. Many co-leadership arrangements – including the GEC – have not delivered on their potential as they are merely practical divisions of labour, which do not capitalize on the complementary strengths of the co-leaders, resulting in missed opportunities and an ineffective use of resources. Likewise, there is a wide variety in the terminology used to describe co-leadership arrangements, which creates confusion and misunderstanding in terms of respective roles and responsibilities of the co-leads, especially when these arrangements are not specified on paper.

viii. **CLA accountability is an area that remains fraught with issues, not least because CLA reporting lines – globally to the ERC/IASC and to the HC/HCT at the country level – are weak at best.** The application of the POLR concept illustrates this finding. It is entirely left to the discretion of the CLA to determine if and when it activates or invokes this concept, without further explanation or justification.

3. THE GEC CO-LEADERSHIP EXPERIENCE

The main questions of interest for this review are how the GEC co-leadership arrangement has progressed since its early days, what the arrangement has yielded, and what the experiences in co-leading this cluster tell us for the future. These issues will be discussed in this section in light of five elements that have appeared in the research process as critical in the relationship between UNICEF and SCI. They pertain to the current state of the co-leadership (3.1); the understanding of shared leadership as a concept (3.2); complementarity between the two agencies (3.3); the link between partnership, equality and funding (3.4); and oversight and accountability (3.5).

3.1 The current state of the co-leadership

The two co-CLAs have **generally been able to support the core cluster coordination functions, and the GEC has delivered on its coordination responsibilities**. In this sense, the education cluster is no exception to the overall CLARE II finding that the aspect of day-to-day coordination has matured since 2013. This maturation is evidenced by surge capacity through rapid field support teams; the development of relevant guidance materials and technical advice; the availability of training modules and events; and standardized

information tools. The analysis of the KIIs shows that country-level respondents largely appreciate the support they have received from the GEC.

A total of 70 per cent of survey respondents agreed (43 per cent) or strongly agreed (27 per cent) that the global and in-country education cluster co-lead arrangement provides relevant support and guidance to the country clusters and has a positive impact on the work of the cluster, allowing for enhanced predictability and accountability, and strengthened partnerships.[26] As indicated in CLARE II, the majority of survey respondents stated that the co-leadership arrangement has led to positive results for policy commitments, such as the localization of aid, AAP, the HD nexus and CoP.

Between 60 and 75 per cent of survey respondents also agreed or strongly agreed that co-leadership of the education cluster allows for efficiency gains, with comments indicating that they understand these gains in terms of the sharing of workload, building on comparative advantages, and added legitimacy with NGO partners. They also find that the co-leadership helps the planning and implementation of cluster strategies and supports service delivery.[27]

However, there are varying views on the current state of the global co-leadership arrangement of the education sector. Some are not fully aware of how SCI and UNICEF work together, as was evidenced in various survey responses and interviews. Others see the two co-CLAs acting collectively, as summed up by one respondent: "I see them operating as one. If there are tensions between the two, I would say they do not come out." Still others pointed out that they feel the GEC is not one entity, but two separate organizations: a perception that was mirrored at the country level. And a fourth group of KIs, especially those more intimately

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26   The survey results from the education cluster closely follow those from CLARE II in that respondents generally agree or strongly agree with the statements. By contrast, those who do not agree provided many comments and strong critiques.

27   Due to the succinct nature of the survey, no further clarification was given that would serve as evidence for these views.

involved in the co-leadership arrangement, see the relationship between the two co-CLAs as facing serious interpersonal and structural challenges that need to be urgently addressed, with some going so far as to call the relationship dysfunctional.

In general, the current arrangement between SCI and UNICEF was seen by many as not reaching its full potential. KIs identified a range of factors causing this missed opportunity. Figure 3 captures the main factors cited by different stakeholder groups interviewed.[28] As can be seen in the highlighted line in Figure 3, representatives from both co-CLAs were in agreement that a general lack of clarity or vision with regard to how the co-leadership should function was a main obstacle to its successful functioning.[29] UNICEF representatives found a lack of internal organizational support for the role to be a main obstacle, while SCI representatives tended to find personality-related issues and failure to build on comparative advantages to be more significant obstacles.

As explained further below, there is generally no process in place to ensure that the comparative advantages of both organizations are regularly discussed, revisited or agreed on at different levels. **The lack of clarity on roles causes a less than optimum use of resources**. Roles and functions were frequently cited as being duplicated across UNICEF and SCI cluster teams. At the global level, for example, a number of informants perceived a growing divide between the two agencies with respect to the deployment of Rapid Response Teams (RRTs), with each agency seemingly deciding where the RRTs should be positioned. At the country level, this review came across situations where the co-leads each perceived the other as pushing their own agenda and interests. In the words of a KI from a cluster partner, "I feel lost sometimes in the tension between the two." The review team also noted that some UNICEF representatives, interviewed for the purpose of the review, were not always openly supportive of the co-leadership arrangements, which was at times seen as an obstacle to the functioning of the GEC *(see Figure 4)*.

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28 Figure 3 indicates the number of times interviewees mentioned specific factors as obstacles or enablers for the co-leadership arrangement to function. The larger and redder the circle, the more often a particular issue was mentioned by that stakeholder group.

29 The size of dots in Figures 3 and 4 is proportional to the total number of interviewees who expressed an opinion, i.e., the larger the dot, the more interviewees raised it as an issue negatively influencing the co-leadership arrangement.

FIGURE 3.

Factors perceived as *negatively* influencing the functioning of the GEC co-leadership

**KEY INFORMANT INTERVIEWEES
PER ORGANIZATION/TYPE**

Note: The larger the dot, the more respondents saw the factor as an issue. See the coding table in Annex 2.2 for a description of the factors.
Acronyms: HR: Human resources; **IMO**: Information Management Officer; **INGO:** International non-governmental organization; **NNGO:** National non-governmental organization; **SCI:** Save the Children International; **UN:** United Nations

This review (and CLARE II) did not examine the time and effort spent on the negotiation of co-leadership arrangements, but repeated statements were heard about the "huge transaction costs" involved. These transactions costs are especially notable in terms of the considerable time KIs mentioned being spent negotiating how the work would be carried out between the co-coordinators or dividing up tasks. In fact, the transaction costs were seen as the main reason to resist or discontinue co-leadership. A number of KIs also made it clear that they feel that the time lost in negotiations outweighs the added value of co-leadership.

Analysing the added value of cluster co-leadership, the review team observed two schools of thought. The first holds the traditional view that having an NGO co-leading a cluster leads to more engagement, especially from civil society. This assumption is in fact related to the evidence found in the early days of the clusters when co-leadership at the country level was also recommended as the way forward because the arrangement results in better coordination.[30] In the current context, the review team views co-leadership as helping to promote collective leadership.[31]

The other school of thought is one oriented towards efficiency. In this view, the high transaction costs in (re)negotiating arrangements between (potential) co-leads are no longer justified. The review team did not look further into these transaction costs and whether they could be avoided or reduced. One perceived way to reduce these costs might be to standardize the co-leadership arrangement. However, the review team feels that this would only work if the effort examines the 'how' of co-leadership instead of only the 'what'. In addition, changes in agencies and/or personalities involved will always occur and necessarily involve new negotiations, which will therefore lead to extra costs. It follows that the efficiency criterion is not one that should be used for rejecting co-leadership.

Still, a number of KIs expressed this view, and if it remains an undercurrent – as is felt to be the case by the review team – this is likely to influence the energy and motivation that drives the partnership. An honest conversation on the impact of these views on the partnership and how they should be dealt with will be important in developing a way forward.

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30 *See Chapter 2: Background.*
31 Collective leadership entails shared responsibility and decision-making, accountability and authentic engagement. All members are involved in creating the vision and are committed to working to achieve that vision. See: O'Neill, C., and M. Brinkerhoff, 'Five Elements of Collective Leadership', *The Nonprofit Quarterly,* Winter 2017, p. 35.

Further, as noted in CLARE II, **effective cluster functioning is seen as still largely dependent on the individuals** performing the cluster coordinator and information management roles. Numerous KIs spoke at length about the positive and negative impacts that different GEC cluster coordinators have had over the years. As noted in CLARE II, the work started by the Global Nutrition Cluster in developing the Competency Framework for Cluster Coordination, which has also been taken forward by the other clusters co-led by UNICEF – including GEC – is an important step in reducing the personality element in cluster leadership.

It is noteworthy that the analysis of the KIIs revealed how different stakeholder groups valued the idea of co-leadership very differently, both in theory and in practice. As seen in Figure 4, UNICEF respondents largely saw co-leadership as an obstacle to carrying out CLA functions in the education cluster. SCI representatives generally agreed that the GEC co-leadership has flaws in practice, but they were much more positive to the idea in theory. When asked for their view on the value of the arrangement, other stakeholder groups generally saw co-leadership as an enabler.

KEY TAKEAWAYS

✓ The GEC co-leads have generally been able to support the core cluster coordination functions and the GEC has delivered on its responsibilities. However, the current arrangement between SCI and UNICEF is not living up to its full potential, and the relationship between the two co-leads is perceived by some stakeholders to be dysfunctional.

✓ Collective leadership involves extra costs, but the issue of the added value of co-leadership is not a matter of efficiency. The view that co-leadership should be ended has become an undercurrent impacting the co-lead arrangement and needs to be addressed.

3.2   Joint/shared leadership

FIGURE 4.
Perceptions of co-leadership, in theory and in practice

KEY INFORMANT INTERVIEWEES PER LEVEL

Global level — Co-leadership in theory / Co-leadership in practice (Obstacle, Enabler)

Country level — Co-leadership in theory / Co-leadership in practice (Obstacle, Enabler)
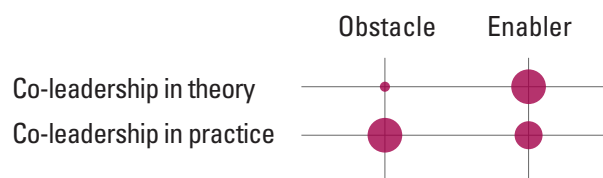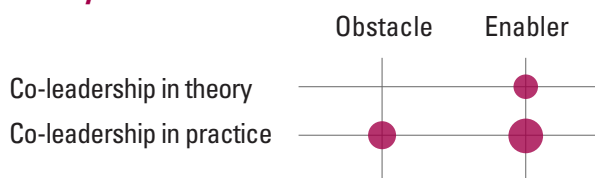
KEY INFORMANT INTERVIEWEES PER ORGANIZATION/TYPE

UNICEF — Co-leadership in theory / Co-leadership in practice (Obstacle, Enabler)

SCI — Co-leadership in theory / Co-leadership in practice (Obstacle, Enabler)

Other UN agency — Co-leadership in theory / Co-leadership in practice (Obstacle, Enabler)

Other INGO — Co-leadership in theory / Co-leadership in practice (Obstacle, Enabler)

Donor — Co-leadership in theory / Co-leadership in practice (Obstacle, Enabler)

NNGO — Co-leadership in theory / Co-leadership in practice (Obstacle, Enabler)

Acronyms: INGO: International non-governmental organization; **NNGO:** National non-governmental organization; **SCI:** Save the Children International; **UN:** United Nations

The need for a common understanding of 'co-leadership'

The CLARE II evaluation found different interpretations of what co-leadership means in practice – both globally and at the country level. A variety of terms were used at the country level to describe co-leadership arrangements, including 'co-coordination', 'co-facilitation', 'lead and co-lead' (suggesting a deputy role), etc. **This review understands co-leadership as an arrangement between two co-leads in which they share the leadership of the cluster.** This understanding is also reflected in the UNICEF-SCI MoU, which refers to "shared leadership".[32] However, the document also refers to "joint leadership" without defining what this means. Whichever term is preferred, the MoU missed an opportunity to specify how both parties understood 'joint leadership', perhaps expecting that this concept would become clearer over the years with experience.

Given the very different types of organizations – a United Nations agency and an NGO – **there should have been discussion and reflection on the concept of 'joint leadership' in the years following the MoU**. In fact, the MoU notes that, "after two years, the leadership of the cluster will be reviewed again, with the option of changing lead arrangements".[33] The review team did not find evidence of how this provision was put into practice. The 2010 review suggested some changes, especially around the oversight of the co-lead arrangement (see also below), but no changes have actually been made.

The 2015 *IASC Guideline on Cluster Coordination at the Country Level* also notes the confusion and variety in terminology. It calls for the **harmonization of language** and puts the responsibility for doing so on the shoulders of the global CLAs. It appears that this 2015 recommendation has not been taken to heart.[34] In fact, evidence suggests that the **multiplicity of terms and related confusion** over what certain arrangements represent has only grown since then. Given the lack of a common, joint institutional perspective on the way in which co-leadership should be understood and implemented, individuals are left to find ways to put the joint leadership into practice (or not). In addition, given the importance attached to co-leadership, it is surprising that there is a **dearth of (IASC) policy guidance on co-leadership**, especially when considered in relation to the profile and

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32 See MoU, Annex.

33 MoU, Annex, 6.1.

34 One exception might be the (ongoing) effort of the UNHCR-led Global Protection Cluster to finalize a standard MoU for country-level co-led protection clusters with three international NGOs reputed for their expertise and experience in forced displacement and protection. It was noted that this draft standard MoU would be available in March 2021, but at the time of the writing of this report, the process had not come to a conclusion. This effort of the Global Protection Cluster, which reportedly frames co-leadership as co-coordination, is one that might (or should) inform other clusters – for example, by sharing the MoU widely – as it could include valuable suggestions on covering the role and accountability of the co-lead.

to the nature of co-leadership. The fact that the clusters at global level operate in three terminologies – in theory at least – makes semantic precision all the more important.

The lack of clarity on what co-leadership means has led to what one KI called, "an underbelly of assumptions", where only a division of practical labour has been agreed on. There has been no agreement on how to make decisions when there are disagreements. An illustrative example is provided by this quote: "On representation, it is ad hoc, day to day. Same on communication: a constant negotiation. All that back and forth every week to get to a common position or avoid a fight outweighs the potential representational impact the arrangement could have."

significance of the type of arrangement in current humanitarian coordination.

As a result, **there is a continuing lack ofclarity on how shared leadership or joint leadership is defined.**[35] It appears that the opposite of what was thought of or planned in 2007 has happened – instead of developing a body of knowledge for the concept to be given further definition and clarity, the lack of attention given to the concept has led to the emergence of very stark differences in understanding about what shared leadership is and what it entails. The difference in terminology may, in fact, reflect a deep divergence of understanding as

Defining co-leadership requires clarity on the **concept of leadership**. Many CLARE II and GEC KIs, however, did not necessarily understand or capture the CLA's responsibility in leadership terms. Some noted that at the country level, cluster leadership is only a function that can be performed by the government,[36] or they commented on issues relevant to the overall practical functioning of the cluster. These findings do not indicate that they saw leadership as unimportant. On the contrary, as seen in CLARE II, the single most expressed view by KIs is that the cluster

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35 The review team understands leadership not only in terms of setting direction and developing a shared vision, but also in terms of ensuring engagement, enabling others to lead, and providing inspiration. See also CLARE II report, p. 82.
36 In one country, for example, UNICEF and the NGO involved are referred to as co-coordinators, with the government representative as the chair of the education cluster. Such an arrangement is context-specific, depending also on how active or assertive the government is in coordinating humanitarian response in the country.

functioning depends to a large degree on the efforts of the individual leading the cluster.

Leadership in the context of the clusters involves, inter alia, guiding the cluster in developing a shared or common vision; agreeing on strategy; and empowering cluster partners to leverage their organizational strengths.[37] Indeed, just as the 2012 IASC Transformative Agenda stipulates that the HC is expected to create "a shared strategic vision in country, [which] is key to enhancing mutual accountability and delivering a successful collective humanitarian response", by analogy, cluster coordinators are (or should be) expected to play this role for their clusters at global and country levels. This requires a collaborative approach in which leaders are open and accommodating to change, transformation and forward thinking. These leadership characteristics, and the type of leadership that comes with them, aim at giving people choices about their own roles, and work to harness collective intelligence and experiences – an approach that fits well with humanitarian coordination in general and the cluster approach in particular.

In terms of the distinction between coordination and leadership, it is clear that the sharing of coordination tasks is an easier step. Key coordination tasks such as data management, information-sharing or providing technical support can be shared relatively easily. The CLARE II evaluation found that co-leadership at the country level is often translated into a practical division of coordination tasks, which is no surprise, especially with the clusters' enormous coordination task lists. To be clear, there is nothing wrong with a practical division of labour, but it should be the outcome of a consultation between the two co-leads. In a number of cases at country level, the review team found that **the co-leads had hardly discussed how they would work together and did not put the arrangement on paper,** despite the 2015 IASC Cluster Reference Module Guidance recommendation to agree on co-leadership in writing. In one case, for example, it was noted that such an agreement was not necessary, as it exists at the global level. While sharing leadership may not be easy, it is a critical element in moving the cluster forward.

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37 The GEC review team has used the definition developed by the ALNAP network: "providing a clear vision and objectives for the humanitarian response; building a consensus that brings aid workers together around that vision and objectives; and finding ways of collectively realizing the vision for the benefit of the affected population, often in challenging and hostile environments" (see Knox-Clarke, Paul, 'Who's in Charge Here?: A literature review of approaches to leadership in humanitarian operations', ALNAP Working Paper, ALNAP, London, 2013, p. 6). It has complemented this definition with a number of elements that UNICEF reportedly uses in its definition of leadership, such as "inspiring people, empowering people (including affected populations), promoting principles and care, and being proactive and adaptive to change" (comment from UNICEF on CLARE II Inception Report, September 2020).

Collective leadership and the SAG

Linked to co-leadership is the concept of collective leadership. If 'leadership' is not (yet) fully understood, the concept of **collective leadership** appears to be even less so. Collective leadership is not a formalized concept as such might be found in IASC cluster policy documents, but one that matches the spirit of partnership – a key aspect of the cluster approach – and the notion of a shared sense of purpose that is critical to meaningful humanitarian coordination. Yet it is not new. The 2011 ALNAP study 'Leadership in Action' sees collective leadership as the way forward. It notes that "leadership can be distributed across a team or a number of individuals where there is a shared sense of purpose. Leadership thus becomes a collective task based on shared decision-making and delegated authority…. [This is] a more appropriate model for operational humanitarian leadership in the future."[38] Within the IASC documentation on the clusters, however, there is very little attention paid to this suggested direction.

Given that strategy development is a key leadership responsibility, the establishment of a SAG is an important one to allow collective leadership. A SAG is not a 'mini-cluster', i.e., a forum for consultation, but a leadership group, given its role as a body looking at strategic issues. It is put in place as a mechanism to provide advice and direction to the cluster – in particular, the cluster coordinator(s) – on key policy issues.[39] Compared to other global clusters, the GEC was relatively late in establishing a SAG (in 2017–2018), due to much negotiation between the co-coordinators because of a fear that the SAG could displace or undermine the Steering Group's role. UNICEF pushed for a SAG, based on the good practice of other clusters. The ToR of the SAG was revised in 2021, following a comprehensive consultation process which further clarified the role and responsibilities of the SAG.

The GEC's SAG, while being inclusive of local partners, is currently quite large and is seen by some as not being used to its full potential, given that it is generally focused on sharing information instead of on facilitating strategic discussions. Any cluster is free to decide what works best for it in terms of numbers, and a large SAG (e.g., more than 20 members) may be seen as representative of the broader community of agencies. However, a large SAG runs the risk of not being efficient or effective in having a strategic role. There is a potential trade-off between an inclusive approach on the one hand, and efficiency and effectiveness on the other hand. The review

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38 Buchanan-Smith, Margie, and Kim Scriven, *Leadership in Action: leading effectively in humanitarian operations*, ALNAP, London, 2011, pp. 54–55.

39 For further detail on the role of a SAG, see also (draft) CLARE II paragraphs 85 and 99.

team has found differing views on the role of the GEC SAG and how it should be used. One KI expressed a view illustrative of a more broadly held opinion: "The SAG was not playing the role it should. The SAG represents the cluster participants and therefore is primarily the entity to be accountable to. This is not understood by the coordinators. The co-leading agencies should also be held accountable to make the SAG properly function. An example of dysfunctionality is the SAG being involved in reviewing and coordinating proposals to ECHO."

If the SAG, as a leadership forum, has the trust of the cluster to develop initiatives and prepare proposals on strategic issues, these can then be actively discussed and decided on by the cluster. It might be expedient to keep the SAG relatively small, but to meet with the entire cluster regularly to discuss and decide on SAG proposals.

KEY TAKEAWAYS

✓ The absence of common discussion and reflection on the concept of 'joint leadership' in the years following the MoU has meant that the co-leads have developed different understandings about what shared leadership is and what it entails.

✓ Leadership in the context of the clusters involves, inter alia, guiding the cluster in developing a shared or common vision; agreeing on strategy; and empowering cluster partners to leverage their organizational strengths.

✓ Sharing leadership responsibilities in a spirit of partnership means allowing for collective leadership. For this collective leadership, an effective and efficient SAG is an important step.

✓ Sharing coordination responsibilities can be as simple as a practical division of labour, but they should be the outcome of a consultation between the two co-leads.

3.3   Co-leadership behaviours

In essence, **the co-leadership arrangement between UNICEF and SCI requires strong partnership**. Such strong partnership depends on regular and frank exchanges, open communication and honest review. Yet the co-CLAs have given too little attention to these aspects despite early recognition of their importance, especially in the 2010 review. The 2010 review also notes this gap as "the lack of any explicit discussion of how the co-lead arrangement would work as a partnership".[40] It also recommends "[d]eveloping a clear vision for the partnership, including an agreed definition of what partnership and co-leadership mean in practice and what success would look like from each partner's point of view".[41]

The fundamental differences in institutional set-up, character and size of the two co-CLAs have significant implications for the partnership arrangement. **Whether the arrangement implies equal status or an equal fulfilment of the (co-)CLA responsibilities has been a matter of debate**. In 2010, a senior humanitarian director within SCI noted, "Co-leadership of the Education Cluster is the first agreement of its kind between Save

the Children and UNICEF. Through an equal partnership it sets out a series of common goals and formalizes our shared accountability for ensuring children's right to education at the highest level."[42]   While this quote indicates that SCI saw the arrangement as one of equal partnership, the text of **the MoU does not necessarily indicate equality between the co-leads**. For example, UNICEF is referred to as the "chair" and SCI as the "co-chair" in the 2007 MoU.[43] The MoU foresees a "Director" being appointed by UNICEF and a "Deputy Director" by SCI, based on a joint process for both appointments, but with the individuals sitting in their respective Geneva offices and receiving "day-to-day management support" from their direct supervisors/line managers in each agency.[44] While the agreement was quickly made between SCI and UNICEF to have two co-coordinators instead of a Director and a Deputy, and job titles were subsequently changed at the global level, this change has not been reflected in the MoU or its 2013 Amendment.

The review team found further evidence of discord surrounding the concept of equality. One of the KIs, well aware of the history of the co-leadership arrangement and state of

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40   *Review of the Global Education Cluster Co-Leadership Arrangement*, p. 29.

41   *Review of the Global Education Cluster Co-Leadership Arrangement*, p. 6.

42   Lattimer, Charlotte, *Lessons in Leadership: Save the Children's experience of co-leading the Education Cluster*, SCI, London, 2012, p. 24.

43   MoU, Annex, paragraph 5.3.5. It also refers to co-chairs, e.g., in paragraph 6.2.

44   MoU, Annex, paragraph 6.2.

affairs, summarized the issue as follows: "one thing is what you put on paper. But it matters how people understand what they agreed to in practice.… What I think Save the Children means when they talk about the relationship and complementarity between the co-leads is parity – the state of being equal. If UNICEF speaks at a conference, Save the Children will also say that it wants a seat. If UNICEF receives resources, Save the Children will say that they want a share."

The confusion over what co-leadership implies in terms of behaviours is indicated in other ways too. In one example, UNICEF had assumed the cluster lead position, with SCI a deputy-style co-lead. This arrangement pushed SCI to advocate for a more balanced co-leadership dynamic. In other situations, KIs noted that SCI had advocated strongly to be the co-lead, partly to raise its profile so as to raise more funds. The review team also heard of several examples of poor practice where SCI took on the role of co-lead – pointing to the global arrangement (though this was not in accordance with that agreement) – despite lacking adequate presence or capacity for the role. In some countries, practice has been established – thanks to the efforts of other NGOs – to have a voting and/or rotation system for NGO co-leads, which sometimes resulted in an NGO other than SCI being selected to co-lead the education cluster.[45] In other countries, there is no such system in place.

Contributing to the dissatisfaction between the two organizations is the fact that it took SCI a long time to scale up its CLA role, particularly at the country level. In the last couple of years, SCI has made a big shift to invest in country-level co-leadership. With increased institutional prioritization of CLA responsibilities, SCI has grown from being present in 40 per cent of countries with an education cluster, to being present in over 80 per cent of such countries. The 2019 SCI study on its education cluster leadership role notes that it should take (or is in the process of taking) a strategic approach to its co-leadership responsibility – for example, through the staff of the cluster.[46] SCI's steps to increase its co-leadership footprint may be good news for those who noted that UNICEF's size and its "huge machinery" creates an "unequal power relationship from the start". Others viewed both co-CLAs as big players, who too often compete against each other for visibility and funding. Indeed, **with the two organizations taking their co-CLA role more seriously and as integral elements of their organizational mandate or mission, the competition might increase even more, especially when equality or parity issues remain unresolved**.

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45   Another NGO that fulfils the co-CLA role at country level is Plan International. There are several other NGOs that fulfil the role at subnational level in various countries.

46   Save the Children, *Accountabilities and Opportunities: Save the Children's leadership role in the coordination of education in humanitarian response*, SCI, London, 2019, p. 4.

Importantly, the Annex to the 2007 MoU lists the five Principles of Partnership (PoP),[47] but there is no indication that the partnership would be framed or reviewed with these five principles as criteria.[48] With equality being one of these five principles, such a review could have prevented or at least identified certain potential disagreements. The PoP definition of equality[49] requires treating each other as equals, regardless of such differences, and allowing for constructive dissent. Including explicit reference to the PoP in the MoU as a way to frame the relationship and reviewing the state of the arrangement against the PoP might have helped to ensure more equal co-leadership.

Co-leadership does not mean that both partners have to do everything together, nor does it necessarily mean 'equal' contributions from the two partners, as expressed by one KI representing a widely held view. What is important is to find a suitable balance of responsibilities and activities according to each partner's strengths and capacity, in which the greatest benefits of the co-leadership arrangement can be realized.

Key to effective co-leadership is the behaviour of the two co-CLAs. As noted, regular and honest dialogue about how to work together is a prerequisite to addressing potentially thorny issues, including the competition for funding and profile – which a number of KIs saw as the main obstacle to an open and transparent relationship – or the lack of parity or equality between the two co-CLAs. In one country, KIs noted that competition does not surface, thanks to the personalities and efforts of the two coordinators. In other countries, however, KIs noted that the search to establish a prominent profile dominated the relationship and interaction.

47 MoU, Annex, paragraph 1.6.
48 It is worth noting that SCI issued guidance for its staff on the PoP in 2007: *Principles of Partnership: Changing the way UN agencies and NGOs relate – What Save the Children staff need to know* <www.icvanetwork.org/uploads/2021/09/PoP-Guidance-for-Save-the-Children-Staff.pdf>.
49 Equality is defined in the PoP as follows: "Equality requires mutual respect between members of the partnership irrespective of size and power. The participants must respect each other's mandates, obligations and independence and recognize each other's constraints and commitments. Mutual respect must not preclude organizations from engaging in constructive dissent." See the NGO and Humanitarian Reform Project, 'Principles of Partnership': <www.icvanetwork.org/uploads/2021/09/NGO-Humanitarian-Reform-Principles-of-Partnership.pdf>.

Defining complementarity based on comparative advantages

Both CLARE II and this review found that co-leadership can work when the right foundations are in place. The idea of sharing the CLA role is based on the premise that each of the (potential) co-leads would bring its organizational strengths to the relationship to ensure that the arrangement would be based on comparative advantages, or value added, and that they work in a mutually reinforcing manner. As one KI noted, "The complementarity between UNICEF and SCI should be clarified as a precondition for co-leadership." **With comparative advantages of each CLA not being sufficiently spelled out and taken into account, the complementarity of the co-CLAs is uncertain and unclear**. As a result, it can be assumed that the optimal benefits of the co-lead arrangement remain to be achieved.[50]

Evidence shows that in the early days of the GEC co-leadership, some thought was given to what each co-lead would bring to the arrangement.[51] However, it seems that too little attention has been given to the issue over the course of the arrangement. It is telling that

a 2019 SCI study of its leadership role stresses the importance of the need "to proactively identify and exploit complementarities and comparative advantages in order to work together efficiently and coordinate the sector effectively".[52]

Section 4 of the MoU's Annex on 'common principles and comparative advantages' provides a perfunctory overview of the perceived comparative advantages between the two organizations, by referencing the number of countries in which the organizations work; general institutional capacities at global, regional and national levels; and technical and operational capacities. Also cited were UNICEF's relationships with governments, its de facto lead role in EiE, and SCI's role as a global advocate through its Rewrite the Future campaign on education in conflict-affected fragile states. Both organizations' relationship with IASC (UNICEF as a full member and SCI via its membership in the three NGO networks), membership in INEE, and being part of the Education for All Global Action Plan are mentioned as apparent comparative advantages. **Having a process by which to consider and agree on comparative advantages is essential, but the MoU**

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50 The ToR for this review did not extend to detailing the comparative advantages of each global co-CLA, also because these are not static. The review takes the position that the co-CLAs should have regular honest exchanges on how they work best in complementary fashion.

51 The 2007 MoU refers to the "comparative advantages of UNICEF and Save the Children" in terms of their different roles, institutional arrangements and memberships.

52 *Accountabilities and Opportunities*, p. 4.

does not include such a process. The 2010 review identified this lack of process: "…the agreement should specify not only the roles and responsibilities of partners and the arrangements for coordination and administration but also the nature of decision-making processes within the partnership".[53] Given the early days of the co-lead arrangement, the two co-leads should have found opportunities to truly identify comparative advantages between the two organizations or a process by which to regularly revisit those comparative advantages.

The purpose and function of the co-leadership stands and falls with clear comparative advantages. As one of the many KIs who emphasized this point noted, "A clear communication on the strengths of the complementary [nature] of the relationship will set the success of the co-leadership model. The design behind the co-leadership was indeed accepting that there is a different identity in the two co-lead agencies and this identity brings opportunities." The complementary nature of having a United Nations agency and an NGO in the lead is also illustrated by the 2014 Norwegian Refugee Council coordination manual,[54] which lists a range of factors or assets related to the specific added value that different organizations could bring to a partnership, such

as diversity in management and facilitation skills and styles; broader geographical coverage or targeting of specific vulnerable groups; and different types of technical expertise.

It is equally important that the two co-leads exchange views on their comparative advantages. As the word 'comparative' indicates, the analysis should ideally be undertaken jointly. However, it appears that each of the global co-CLAs has assumed or defined their strengths individually. Some KIs perceived that this was because UNICEF had allegedly refused to engage in a joint process to do so. Others argued that UNICEF had neither been made aware of nor asked to engage in the process of an SCI-initiated exercise undertaken in 2019-2020 reviewing its accountabilities and leadership role in the coordination of education, at least until specific individuals were invited to take part in interviews. Regardless of what exactly happened, the example appears emblematic of the co-leads' difficulty in engaging with each other along clear lines of communication and transparency. One country-level interviewee's comment reflects the challenges arising from this lack of common engagement very clearly: "At the global level, I see some differentiation and complementarity, for instance, SCI's thematic areas (AAP, participation, localization)

53   Review of the Global Education Cluster Co-Leadership Arrangement, p. 29.

54   Norwegian Refugee Council, *NGO Cluster Co-ordination Manual,* NRC, Oslo, 2014, <https://reliefweb.int/report/world/ngo-cluster-co-ordination-manual>.

work. If these assumptions are not discussed, confusion and discord may ensue not only among the co-leads but also among cluster partners. If, for example, the expectation is that SCI represents the views of NGOs in its co-lead role, it follows that the SCI cluster coordinator would have to consult with NGOs regularly and share these views with the UNICEF cluster coordinator and SAG (where it exists). The review did not find much evidence of such consultations.

In countries where the co-leads have moved beyond a pragmatic division of labour or have based the division of labour "along the lines of added value", as one KI put it, the co-leadership arrangement is reported to be productive. Co-leadership can work well when there are clear processes to come to agreements and the co-CLA teams work in complementary ways. The review team has seen examples of countries that found ways to develop mutually reinforcing ways of working, in the education cluster as well as in other clusters.

In another cluster co-leadership arrangement at the country level, a division of labour was agreed on along the lines of shared overall responsibility rather than a division of labour along thematic or geographical lines, which also allowed one co-lead to take over the overall cluster leadership in the absence of the other. Interestingly, the NGO that became the de facto cluster coordinator for the interim period was a local one. Its lead role resulted in an increase in the number of local NGOs participating in the cluster. These examples, however, are more the exception than the rule.

and UNICEF more on information management and assessments. This differentiation helps, but too much of this leads to a lack of ownership from the other agency. For example, with localization, SCI is seen as the owner and UNICEF does not engage. There is a need for mutually endorsing areas of priorities: otherwise, there is a disconnect."

By quickly delving into a practical division of labour – however relevant this task may be in terms of the workload – the two agencies are likely to miss out on how their complementary strengths can be mutually reinforcing and create synergies. Even worse is when they may have assumptions or expectations about their respective areas of

Examples of comparative advantages

It is critical that the co-CLAs find ways to regularly discuss their comparative advantages, not only at the global level but also at country and subnational levels. **Comparative advantages will differ from context to context and may change over time** – for example, what works in an onset emergency phase will not necessarily work during a protracted crisis.

In some countries that were looked at in this review, the co-CLAs have divided the work **along geographic lines**, although it is not always clear if this was based on an explicit agreement. Compared to UNICEF, SCI may have easier access to insecure parts of a country, including areas not controlled by the government, as they are not necessarily subject to the security rules set for United Nations agencies. As one KI put it: "Save the Children can go to the field and can be in touch with local NGOs that are part of the cluster but don't have access to the internet – an issue that became even more prominent because of COVID-19." Being used to working through implementing partners, UNICEF is largely dependent on them for updated information on contexts. However, the idea that SCI always has better access everywhere is not necessarily true either. In one country, when SCI no longer had access, UNICEF hired third-party contractors to carry out certain activities.

Other comparative advantages may extend to easy access to authorities and advocacy. In one country, the fact that one of the cluster coordinators previously worked with the Ministry of Education provided a comparative advantage, as it helped in terms of access to key individuals and facilitated getting things done more quickly. The opportunity of the cluster capitalizing on UNICEF's stronger standing with the national government and its institutions is also seen in other countries. NGO members stressed UNICEF's capacity to lead on behalf of the government, while at the same time representing them towards the government and creating space for them.

However, this role of UNICEF in playing the intermediary role with the government is not seen as effective everywhere. In one country, the presence of the government in the cluster is a source of concern for local NGOs. One of them noted that: "Sometimes, as CSOs [civil society organizations], we have specific demands or disagree with the strategy of the Ministry, or we consider that issues are not relevant, but UNICEF is always aligned with the government. So we cannot say what we need." In some other countries, NGOs view UNICEF's alignment with the government as sometimes a disadvantage. This review heard of an example in which cluster partners came together on a statement against the quick reopening of or returning to schools after recent attacks, in a desire to put the security of teachers and students first. This position was, allegedly, not favoured by the UNICEF country office, as it played a more cautious role with the government.

Another division of roles seen between co-CLAs is along the **thematic expertise** of one of the co-CLAs. For example, in one country,

SCI led the development of child participation guidelines, given their know-how as well as experience with the use of hotlines for AAP. This division is not unique, but it also depends on which of the two co-leads is seen as leading. In one country, for example, the cluster's well-functioning information management system was attributed to UNICEF's facilities and in-house support. To a certain degree, the strengths of the cluster depend on what exists and can be built upon in the (co-)coordinator's home organization(s).

The conversation on comparative advantages should not be limited to just the two co-leads, because co-leadership at the country level does not automatically fall to SCI. Cluster partners may hold important views on the strengths and weaknesses of the two co-CLAs. A number of these views may correspond with how the co-CLAs see themselves, while others may be more revealing. They may also be perceived as incorrect by one or both co-CLAs, resulting in disagreement and misalignment on expectations. In essence, the expectations that the co-CLAs have for each other (and those that cluster partners have for the co-CLAs, based on their perception of the agencies' respective strengths) should be looked at in greater detail. The review team does not believe that an objective assessment of the co-CLAs' strengths or comparative advantages should be seen as a way forward. This would likely become a very bureaucratic exercise and still leave doubts about the accuracy of such an assessment. Instead, the key step is for the co-leads to **check in regularly** with each other to discuss the state of their arrangement and the way in which they are working in a mutually reinforcing way.

KEY TAKEAWAYS

✓ Key to effective co-leadership is the behaviour of the two co-CLAs. With the complementarity in comparative advantages not fully delineated, collaboration between the two co-leads has been overshadowed by competition or frustration over perceived or actual power imbalances.

✓ Co-leadership does not mean that both partners have to do everything together, nor does it necessarily mean 'equal' contributions from the two partners. What is important is to find a suitable balance of responsibilities and activities according to partner strengths and capacities, through which the greatest benefits of the co-leadership arrangement can be realized.

✓ A key step this review identifies is for the co-leads to check in regularly with each other to discuss the state of their arrangement and the way in which they are working in a mutually reinforcing way.

3.4   Co-leadership and funding

Even though UNICEF and SCI often raise funds jointly, a particular issue in the context of partnership and equality has been **the contentions around the issues of funding and resource mobilization**.[55] In terms of access to donors and funding, the two organizations may have distinct advantages. Because of its high profile, UNICEF is generally seen as well placed to lobby donors for funding for the education sector. SCI sees its strength in lobbying donors to fund (cluster) coordination costs. In theory, both agencies should share details about the success of their efforts with one other and with the cluster, but in practice, doing so has created tensions. These continued tensions have important implications for the functioning of the cluster.

In general, **donors seem to be very keen to support the GEC co-leadership arrangement**. To an extent, this is due to the belief that more inclusive cluster coordination will invariably lead to better humanitarian coordination and response on the ground. It could also be connected to the desire to undo what some donors see as an excessively United Nations-centric humanitarian system model, and to compensate for the missed opportunity to have NGOs more fully and equally engaged in the humanitarian coordination. For example, one donor was willing to fund two coordinator positions for a subnational education cluster, despite having doubts about UNICEF's willingness to pursue an equal partnership with SCI, as a way to push for extended co-leadership arrangements for other clusters.

The cluster approach, and especially the co-CLA arrangement, is one that promotes the notion of equality instead of hierarchy. However, this is not always reflected in funding practices. The 2007 MoU has an agreement for UNICEF to be the pass-through administrative agent for donor funding pledged against the IASC Global Capacity-Building Cluster Appeal, though the MoU also notes that, "It is **not** envisaged at this point that clusters will function as pass-through mechanism [*sic*] to fund cluster work."[56] Despite this statement, the pass-through function has continued in many ways, possibly because it is expedient for donors.[57] The downside, however, is that it risks contributing to a perception of inequality. For example, donor funds used to resource GEC staff roles contracted by SCI pass through UNICEF, such that SCI reports to UNICEF (instead of the donor) on expenditure and staff resourcing in a way that does not apply the other way around. This contributes

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55   In light of these tensions, there may also be different views on the issues presented here.
56   MoU, Annex, 5.4.5.
57   Towards the end of the review process, the team was notified that, under the new global ECW grant, both agencies would have their own grant agreement/finance stream, meaning that UNICEF would no longer be a pass-through mechanism for ECW grants.

to a sense of hierarchy whereby the contract owner provides directions and instructions to the contract holder.[58] The same sense of unequal power arises with SCI working as a UNICEF implementing partner. Therefore, the implementing partnership relationship is a complicated issue and a source of major confusion.

NGOs, including SCI, have programme cooperation agreements (PCAs) with UNICEF in place, which means they work as implementing partners of education programming activities and, therefore, are seen as reporting to UNICEF. In some cases, the funding coming from UNICEF may include funding for coordination-related costs. In fact, the PCA is used as a pass-through for SCI to access these jointly fundraised resources. If donors were to directly fund SCI, there would be savings in administrative costs taken by UNICEF. A hope expressed by some was to separate resource mobilization from the co-leadership role. Whether or not this separation would resolve tensions between the two co-CLAs is not guaranteed. In one country, a situation was found illustrative of the issue. The funding relationship was noted as a conflict of interest: UNICEF was seen as openly commenting on organizations' performances as implementing partners, including that of SCI. Meanwhile, in the same country, cluster partners pushed back against

SCI applying for funds because it was seen as dominating and "possibly awarding funding for themselves". **Importantly, any issue – be it real or perceived – where a co-lead appears to take programmatic advantage of its co-lead position has significant implications for cluster coordination**.

Education Cannot Wait

Another issue the review team has found to impact the power dynamics of the GEC and its co-leadership has been the creation of the Education Cannot Wait (ECW) global fund. In some countries, the increase in ECW grants is seen as a positive outcome of the cluster's work, **bringing significant attention and funds to EiE. In other countries, however, it has also created challenges to the co-leadership and partnerships in the GEC, particularly at the country level.**

First, while the process for selecting ECW grantees is transparent and inclusive in theory, it is noteworthy that in practice, the way ECW is linked to UNICEF and operates has triggered negative perceptions among partners. Respondents in some countries saw UNICEF's hosting of ECW as a conflict of interest that undermines "inclusive and transparent coordination". Some saw this

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58   For more on this issue, see CLARE II.

situation being made worse by the fact that, for a long time, SCI was the only NGO on the ECW Steering Committee. According to ECW operational guidance, grantees are chosen through a transparent process. If, for example, UNICEF is selected as a grantee, it has the same accountability as any other grantee, as the hosting procedures are separated from UNICEF's own programmes by a strict firewall. The UNICEF transparency portal for the funds shows that in 2020, about 40 per cent of ECW funds came to UNICEF for implementation (including the GEC), with most of the remainder going directly to NGOs.[59]

Second, while this was not part of their original role, education clusters play a key role in funding-allocation-related processes, such as the development of the Multi-Year Resilience Programme funding windows. The programme has increased the workload of the cluster coordinators, which was noted as a significant challenge over the past few years but is currently improving. Moreover, while the allocation of ECW funds as such is not done through the clusters, funding for the education budget that is part of Humanitarian Response Plans (HRPs) has come from ECW. To complicate the situation further, the education clusters play a highly active role in preparing the HRPs. Hence the resulting confusion and frictions.

KEY TAKEAWAYS

✓ Funding and resource mobilization are sources of continued tension, with important implications for the partnership and equality of the co-CLAs, as well as for the functioning of the cluster.

✓ UNICEF has continued to carry out a pass-through function, as administrative agent for cluster funds (although this no longer applies in the case of ECW grants). While expedient for donors, this contributes to inequality in the partnership, or at least leads to a perception of inequality.

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59   See the UNICEF transparency portal: <https://open.unicef.org/funding-flows?year=total&fund_type=ECW%20Fund>.

3.5 Regular review, oversight and accountability

Oversight of the global co-leadership arrangement

Ensuring oversight of the global co-lead arrangement, the 2007 MoU included the creation of a Steering Group consisting of two SCI and two UNICEF representatives. This body is meant to "oversee the operation of the cluster" at global level, with SCI and UNICEF alternating annually as chair and vice-chair (according to the MoU). Another role given to the Steering Group is to be "accountable and responsible for securing the necessary financing for cluster coordination and reporting back on expenditures"; however, there is little detail available on how it has fulfilled this responsibility. The MoU also provides for a reporting line from the GEC unit/secretariat to the Steering Group.[60] It further notes that the Steering Group mechanism "will be reviewed after two years, with the option of changing it". The 2010 review, which was asked "to suggest improvements in the co-leadership arrangement's management and operations",[61] found that the Steering Group had not played its oversight role sufficiently. It suggested expansion of the Steering Group membership

to include other partners "to provide guidance and be accountable for the cluster's strategy and activities while creating a new Management Group of SCI and UNICEF to oversee the co-leadership".[62] In practice, however, no changes were made to the Steering Group.

This review, undertaken more than a decade later, has not been able to find much evidence of the follow-up on the earlier findings and recommendations related to strengthening oversight and regular review of the co-lead arrangement. In fact, the degree to which the Steering Group has played its oversight role – or not – has not become clear(er). Few details on the Steering Group's functioning were obtained, such as its ToR or meeting minutes.[63] Clear ToR for the Steering Group would help it play its critical role in overseeing the cluster's operations.

The finding that the Steering Group's mechanism has not fulfilled its oversight responsibility is further strengthened by the views and evidence received on the current functioning of the global co-leadership arrangement. Even though KIs acknowledged various (serious) interpersonal challenges arising in the relationship between the two

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60 MoU, Annex, paragraph 6.2.
61 *Review of the Global Education Cluster Co-Leadership Arrangement*, p. 17.
62 *Review of the Global Education Cluster Co-Leadership Arrangement*, p. 58.
63 Although requests were made, the review team did not see Steering Group meeting minutes and was not able to find any ToR for it.

cluster coordinators in recent years, **the review team did not come across any signs that the Steering Group had made attempts to rectify this breakdown in relations between the co-leads**. While – in terms of reporting lines – the senior management of both co-CLAs are ultimately accountable for their CLA roles, the Steering Group should function as an essential element to ensure that accountability. As one interviewee remarked, "…the highest level of the agencies did not fully buy in on the co-leadership: until this is resolved, the co-leadership cannot play out. The Steering Group is only there in theory."

The 2007 MoU did not contain a provision for an oversight mechanism similar to the Steering Group at the country level. Based on the interviews and various country-level MoUs that the review team collected, the two co-CLAs do not consistently meet at the country level to oversee the education cluster relationship. In some cases, there is explicit reference to the country directors of SCI and UNICEF meeting to ensure that they are taking their co-CLA role seriously, but no such element exists in other cases. A more consistent approach to the country-level relationship between the co-CLAs should include a regular review of the arrangement at the country level involving the two country directors from the co-leads.

Accountability of the co-CLAs

With the Steering Group not having fulfilled its duty when it comes to oversight, the question is what other ways exist to guarantee accountability of the co-CLAs. CLARE II points to several gaps in accountability of the CLA. In the context of co-leadership, the 2015 IASC Guideline of Cluster Coordination at the country level provides that the sharing of leadership "does not displace core responsibilities and accountability of the designated in-country CLA". This reference, however, appears to ignore the education co-leadership arrangement, unless it sees UNICEF as the designated in-country CLA. **In general, under the IASC 'rule book' on the cluster**

approach, at the country level CLAs are accountable to the HC, while the global CLAs are accountable to the ERC. In reality, these reporting lines hardly function, if at all. At the country level, the activation of the clusters and the designation of the lead agency is a decision that is the prerogative of the HC, in consultation with the HCT. In an effort to streamline the cluster approach, the 2012 IASC Transformative Agenda reflects the agreement "that the activation of clusters must be more strategic – less automatic – and time limited. HCs should only recommend the activation of clusters when there is an identified gap in the enabling environment warranting their activation." As CLARE II signals, the clusters have become heavy process-oriented mechanisms. It is questionable what follow-up has been made to this collective commitment. The designation of the CLA is a given, especially on the United Nations side, regardless of the context or the capacity of the agency in a certain country.[64] As noted in CLARE II, there appear to be very few examples (if any) in which an HC has assigned CLA responsibility to a United Nations agency other than the global CLA. In-country capacity and strategic positioning have been disconnected from the CLA role.

It follows then that CLA accountability is generally weak. The CLARE II evaluation highlights that a number of KIs do not see any evidence that the global CLAs are accountable to the ERC. At the country level, the **POLR** concept is a key element in the CLA leadership and in ensuring accountability. However, CLARE II found that the POLR concept is poorly understood and/or subject to arbitrary implementation, since little or no explanation is given when it is activated or implemented. Some GEC KIs expressed the view that this responsibility can only fall to UNICEF, as it is a non-negotiable component of the CLA role. Others, however, noted that the POLR role could be split, which has apparently been tried in one focus country. There, the role was divided between UNICEF and SCI according to the delivery of specific education services. The general view on the POLR role is best reflected by this quote from a KI who noted: "I don't see it referenced. And in terms of filling gaps, I don't know when this happens or is done and when not. There should be more clarity on this. What are the critical gaps, and when do they need to be filled? What funds does UNICEF or Save [the Children] have to step up when there is not enough project funding from donors?"

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64 The IASC 'rule book' provides that CLAs at the country level need not be the same agency as the sector's global cluster lead, but they should be selected based on the local context and capacities of agencies already on the ground. This provision also implies that UNICEF should not automatically be designated the United Nations agency that is the co-CLA for education at the country level.

To address these issues, when developing any new co-lead arrangement and when revising the MoU between the two GEC co-leads, ways to address the accountability gap should receive significant attention. One important way to strengthen accountability is for the co-CLAs to ask each other honest and direct questions about investments made in coordination capacity, resource mobilization efforts and internal agency priorities.

KEY TAKEAWAYS

✓ Clear ToR for the Steering Group would help it play its critical role in overseeing the cluster's operations. There is also a need for a light oversight mechanism at the country level. This could be a mechanism that involves the country directors of the two co-leads.

✓ To ensure accountability, it is specifically important to clarify the concept of POLR in general, and how it falls to the two co-leads in particular.

4. CONCLUDING REMARKS AND WAY FORWARD

The review team has identified achievements by the GEC and its co-CLAs, but also myriad challenges that are not new. These challenges have been ignored for too long. While the GEC has managed to support country-level clusters and fulfil its more technical cluster coordination responsibilities, it has largely been *despite* the co-CLAs' partnership challenges, meaning the true potential of the global partnership arrangement has yet to be fulfilled. At the country level, the picture is also mixed. There are questions as to the designation of the NGO as co-CLA (assuming the designation of UNICEF is a given, while formally dependent on HC approval)[65] and issues in terms of rotation, representation and accountability.

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65 CLARE II notes the following on the issue of CLA designation in relation to accountability and the POLR commitment: "Rarely – if ever – has an HC withdrawn the CLA role from a UN agency at the country level, which could suggest that there have been no cases of significant underperformance since the clusters' roll-out in 2006." This suggests that the system is not working, as it is highly unlikely that there have never been any cases of CLA underperformance.

The global co-leadership arrangement has continued to function suboptimally, as many of the fundamental elements related to the relationship have remained unaddressed or have been ignored by both co-leads. While the MoU presciently laid out ways to adjust and recalibrate the relationship as it progressed, those well-foreseen opportunities seem to have been largely forgotten or put aside over the years. The result is that critical parts of the 2007 MoU have not been implemented, and many of the issues identified in the 2010 review remain unaddressed. Compromises have been made along the way that have resulted in frustration at times – on the part of both co-leads – and a suboptimal use of resources.

This review has exposed issues that must be urgently addressed so that both co-CLAs can ensure that energy and resources are most effectively used to support EiE, at both global and country levels. The time has come for the two co-CLAs to take a step back, unpack their views and opinions on the issues at stake, and engage in honest and frank dialogue if they are to continue the co-leadership arrangement. While the global arrangement takes immediate priority, if country co-leadership is left untouched it would contribute to confusion, considering that both levels are looking to each other for guidance on the way forward.

Way forward at the global level

To move the global co-leadership arrangement forward, this review feels it is a prerequisite for UNICEF and SCI to first engage in a deeper and frank discussion at the senior level on lessons learned, using the findings of this review, and to define what co-leadership means for them. As such, this review refrains from suggesting a definition of co-leadership or defining the comparative advantages of UNICEF and SCI. Instead, it takes the view that inherent in the concept of co-leadership is for the two agencies to agree on their vision for co-leadership and what they expect from it. Only in this way will they be able to better understand their commonalities and differences. The 2007 MoU contained many good ideas and plans, but the agencies neglected to check in with each other on their understandings and expectations. This mistake should not be repeated.

UNICEF and SCI have a unique opportunity to take the findings of this review forward and show true co-leadership by engaging in an open, transparent, consultative and facilitated process with the GEC's partners.[66] A facilitated process aimed at developing an understanding and explicit acknowledgement of each other's strengths and weaknesses – taking into account the different institutional

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66   A first step may have been set with the November retreat of the GEC leadership team. This team comprises cluster coordinators and IMOs from SCI, UNICEF and (standby) partners.

cultures, and demonstrating the willingness to regularly engage each other on the state of the arrangement – would be the ideal way forward. Furthermore, it is essential for the functioning of the GEC that the outcomes of such a process be shared with the entire cluster.

Way forward for co-leadership in general

Whether at the global or country level, in developing a co-lead arrangement, the starting point should be the creation of a set of objectives that the two co-CLAs want to achieve by working in partnership. What can be achieved better together, instead of by a single agency? How do they define success? Do they agree that co-leadership includes coordination and leadership? Do they recognize that the coordination function can be split in terms of tasks, but that the leadership function should be shared for it to be mutually reinforcing?

As we have seen, co-leadership has been interpreted very differently, with mixed results at best. This review maintains that co-leadership can work if the right foundations are put in place. These foundations include a mutual understanding of which parts of the CLA role can (or should) be split; which roles fit best with whom (and why); and clarity on ways of working. Co-leads may agree on a division of labour, but ideally – if not primarily – this division should be based on a mutual agreement based on their respective organizational strengths, i.e., comparative advantages.

Leadership starts with institutional acknowledgement of one's strengths and weaknesses. In defining the co-leads' complementarity, their respective strengths – the ones that they do not have in common – would serve as comparative advantages. In terms of complementarity, the question arises whether one of the co-CLAs can compensate for the weaker points of the other.

Splitting roles and responsibilities in line with comparative advantages requires mutual trust. Trust allows for vulnerability and the belief that someone else will step in and cover for

67   Email exchange with Professor Martha Maznevski, Professor of Organizational Behaviour, Faculty Co-Director of Executive Education, Ivey Academy, Toronto, Canada.

you.[67] The conversation between the co-CLAs on respective strengths (and weaknesses) requires a safe space. Such a dialogue cannot be a single, one-off event if the partnership is to succeed. It would be highly desirable for the wider humanitarian community if the two co-leads would share the outcomes of their global discussions on complementarity.

Regular conversations (e.g., twice a year) between the co-CLAs on achievements, things to be done and leadership behaviours could be seen as a means of guaranteeing some degree of accountability. As noted, accountability in the clusters is fraught with issues. Accountability in a co-lead arrangement, however, should start with the agencies asking each other honest questions about the fulfilment of commitments with regard to coordination and leadership. Using the PoP as benchmarks would create value-driven dialogue and exchange, which would cover issues such as equality.

The other option as an approach to accountability would be to follow a rules-based management approach and compliance system. Control over the agencies' compliance would have to happen through their respective boards, while the staff, especially the co-coordinators, would be appraised by their line managers based on the ToR. These ToR are linked to the contractual agreement between the co-CLAs – an MoU – that stipulates what each partner is contractually obliged to do. An operational mechanism for oversight and compliance needs to be in place. The two partners remain accountable to their various constituencies, whose interest is only whether the organizations fulfil their obligations, not necessarily how the co-leadership advances. This review does not recommend such a model of co-leadership.

Finally, given the **dearth of inter-agency guidance** with regard to the co-leadership of clusters, the GEC – together with country-level co-led education clusters – has an important contribution to make in documenting its experiences and achievements.

5. RECOMMENDATIONS

This review generated two sets of recommendations – directed to the **global** and the **country-level co-CLAs,** respectively – that address the underlying issues identified in the report. The following recommendations have been deliberately kept general. As noted in the report, and in line with the 2007 MoU, the two co-leads should jointly define what co-leadership means to them and decide how to best structure their relationship to create a sense of ownership. This report provides a clear direction which the two organizations should be thinking about, including steps to take,

such as agreeing on a joint vision, developing a common understanding of how leadership can be shared, and identifying their respective strengths and complementarity. The following recommendations provide further suggestions to this end.

For the global co-CLAs

1. UNICEF and SCI should, as matter of priority, undertake an **externally facilitated, consultative process** to **renew** the cluster co-lead arrangement, resulting in a **new**[1]

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68   Or a significantly revised MoU.

MoU that addresses all of the main gaps and challenges that have prevented the co-CLAs from achieving maximum impact through their partnership implementing the current MoU. **At a minimum,** the new **MoU and associated annexes** should address the following key institutional issues:

a) A clear **agreement on what co-leadership means and what it should achieve** as a very specific form of partnership;[69]

b) A **sunset clause** to the MoU and regular reviews, e.g, by strategy cycle;

c) Agreed **mutual expectations** of each co-CLA's contributions, based on a clear identification of each of the co-CLA's comparative advantages, such as the differences in institutional/legal form and ways of working;

d) **An agreement** on leadership and coordination aspects that come with the CLA role,[70] an enumeration of the **specific responsibilities and corresponding tasks**, and a **shared understanding** of the respective organizational support involved;

e) An agreement on **mutual accountability** of the co-CLAs and steps to implement their mutual accountability (see also the recommendation on oversight below).

In addition, the co-CLAs should also decide to cover **other issues in the MoU**, including, for example:

f) Agreement on resourcing the co-leadership of the GEC and on joint resource mobilization for the education sector, also in light of the principle of equality;

g) An agreed theory of change that will serve as a road map for the co-leadership arrangement;[71]

h) Agreement on reviewing the competency frameworks jointly and vital components therein to improve;

i) Agreed indicators derived from the Principles of Partnership for assessing the partnership.

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69 While recognizing that the two may be closely linked, the agreement on what co-leadership should achieve should be distinguished from the vision and strategy of the GEC. The new MoU should clarify the added value of the co-leadership arrangement and define the degree of integration in order to work collectively in relation to the vision for the co-leadership.

70 Keeping in mind that the IASC guidance on the cluster leadership aspects is outdated.

71 This theory of change is for the co-leadership arrangement and should be distinguished from the one that may be part of the GEC's strategy.

2. As part of the facilitated process, **UNICEF and SCI senior management** should fulfil their roles and responsibilities in providing **oversight**. This includes:

   a) Agreement on revitalizing the **Steering Group** or putting in place a new mechanism[72] for oversight of the co-leadership arrangement and establishing clear Terms of Reference;

   b) Agreement that the Steering Group (or the new mechanism) carries **accountability** for GEC leadership, including, for example, joint recruitment of the co-coordinators[73] and the management of the relationship between the two co-coordinators;

   c) For the senior management of UNICEF and SCI, overseeing the Steering Group (or new mechanism) and discussing its functioning at least once every 12 months.

3. The MoU framing the co-leadership arrangement should reflect the notion of **collective leadership** by stipulating that the co-CLAs have the responsibility to work towards shared goals involving the GEC as a whole. The MoU should be shared widely, including with the management of the two organizations and the country cluster (co-)leads, as relevant. The co-CLAs' understanding of co-leadership and their vision for it (as part of collective leadership) should also be shared with the wider cluster members and partners.

4. UNICEF and SCI senior management should make efforts to **present this review report to the IASC** in order to initiate discussions and generate new guidance on co-leadership. They should also share the outcomes of their conversations on their renewed co-lead arrangement, including how they define co-leadership and understand their complementarity.

For co-CLAs at the country level

1. Each country-level co-leadership arrangement (whether UNICEF, SCI or other co-leads) and subnational co-leadership arrangements should be **based on an agreement of what coleadership entails**, taking advantage of the agreement reached at the global level. They should define co-leadership as something that goes beyond a practical division of labour of coordination tasks. Country offices of respective co-leads should **sign off** on this agreement.

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72 The 2010 review suggested the creation of a UNICEF/Save the Children Management Group.
73 One could even envisage one cluster coordinator, who has worked within the UN system and NGOs, jointly recruited by the Steering Group.

2. The co-CLAs at country level should also agree on **a shared understanding** of **mutual accountability** for their performance in leading and coordinating the education cluster. This mutual accountability could include consultations on self-assessments of their co-leadership of the education cluster that they will share with each other and the yearly cluster performance assessment.

3. Country offices of the co-CLAs should support education cluster coordination, including the two co-coordinators. This support role should include ensuring appropriate leadership behaviours and working in (virtual) teams, using the core competency framework for cluster coordinators as a guide. The senior management of the respective country offices should hold regular exchanges between them to discuss progress and their support to the education cluster and co-coordinators as part of and/or in addition to the mutual accountability agreement.

ANNEX 1 – REVIEW MATRIX

	Analytical dimensions/*rationale*	Sub-questions (summative/formative)	Measure/indicator	Data collection method
Relevance and appropriateness	**1. How do UNICEF and SCI conceive of their co-leadership role?**			
	Internal co-lead management processes/resources *The GEC is the only global cluster that is co-led. Whether the co-leads have a similar understanding of what this entails is to be examined.*	1a. What understanding do UNICEF and SCI have of co-leadership? 1b. Do the co-CLAs (roughly) have a similar understanding? If not, what are the differences? 1c. Are the co-CLAs promoting and supporting the collective notion of leadership and the collective nature of the cluster? 1d. What steps need to be undertaken to support a collective notion of leadership?	#1 Understanding of cluster co-leadership among UNICEF and SCI staff	KII/ focus group discussion (FGD)/ document review
	2. How has the co-leadership evolved from the parameters/commitment of the 2007/2013 MoU?			
	Internal co-lead management processes/resources *The MoU includes some provisions, but much is generic and not specific to co-leadership. As a result, much will have developed organically. It is time to take stock of these ways of working.*	2a. As co-CLAs, have UNICEF and SCI agreed on ways of working that meet their co-CLA responsibilities and that have further developed the MoU in a practical sense? 2b. What of the evolved co-lead arrangement should be codified in a new MoU? 2c. Are there new insights or views on the implications of co-leadership for accountability, especially when the co-leadership concerns two different legal personalities?	#2 Evidence of agreed ways of working to implement co-CLA responsibilities #3 Efforts to implement co-CLA responsibilities	KII/document review

Analytical dimensions/*rationale*	Sub-questions (summative/formative)	Measure/indicator	Data collection method
3. Does the co-leadership arrangement enable the fulfilment of CLA responsibilities in line with the principles/standards/roles of the cluster approach? (ToR Q1 – adjusted)			
Internal co-lead management processes/resources *The principles are predictability; accountability; and partnership*	3a. Have UNICEF and SCI as co-CLAs worked to fulfil the CLA responsibilities? 3b. What investments have UNICEF and SCI made to fulfil their CLA role in line with the principles/ roles of the cluster approach? 3c. Do management arrangements in UNICEF and SCI provide a supportive and enabling environment for delivering on co-CLA responsibilities? 3d. What efforts have been made for education cluster coordinators to address new issues and challenges?	#4 Evidence of efforts to operationalize the principles into cluster strategy, policy guidance and tools #5 Proportion of education cluster policies, procedures, tools and guidance that clearly reflect/ operationalize all IASC cluster policies #6 Evidence of investments made to support cluster leadership, leadership approaches and leadership development of cluster coordinators #7 Degree of sentiment among stakeholders that UNICEF and SCI management provide a supportive and enabling environment for CLA #8 Degree of sentiment among stakeholders that UNICEF and SCI are meeting their CLA responsibilities #9 Degree of demonstrated awareness and understanding of co-CLA commitments, responsibilities and implications thereof, among UNICEF and SCI staff	KII/ document review/ survey
4. Have the co-CLAs made efforts to implement the commitments to localization; AAP; the HD nexus; and the CoP?			
Cross-cutting factors *These key commitments call for a specific leadership effort. They are closely interconnected.*	4a. What efforts have been made by UNICEF and SCI as co-CLAs in fulfilling these commitments? 4b. What have the co-CLAs done to support better connectedness at the country level between humanitarian responses and longer-term planning? 4c. What efforts can be made as co-CLAs in terms of next steps in fulfilling these commitments?	#10 Evidence of efforts made to operationalize commitments #11 Suggestions covering potential activities in taking these commitments forward #12 Evidence of efforts to support better connectedness at the country level between humanitarian responses and longer-term planning	KII/document review/survey/ FGD

Relevance and appropriateness

Analytical dimensions/*rationale*	Sub-questions (summative/formative)	Measure/indicator	Data collection method
5. Is the co-leadership arrangement aligned with the coordination and response needs of country-level clusters and/or other relevant coordination bodies? (ToR Q2 – adjusted)			
Internal co-lead management processes/resources *At the global level, clusters exist to strengthen system-wide capacity. This includes operational support.*	5a. Do UNICEF and SCI as co-CLAs and cluster partners have the same understanding of needs and expectations (at the global and country levels)? 5b. Are UNICEF and SCI as co-CLAs making efforts in terms of collective learning and innovation and supporting country-based clusters in these efforts as well?	#13 Understanding of needs and expectations of global and country-based cluster partners #14 Evidence and type of support provided to country-based clusters	KII/ document review/ survey
6. Have UNICEF and SCI as co-CLAs contributed to greater predictability in the emergency response?			
Internal co-lead management processes/resources *Predictability is an underpinning principle of the cluster approach, but the implications of this commitment may be understood differently, as clusters appear to work in different ways.*	6a. What efforts have UNICEF and SCI as co-CLAs made to ensure predictability in the cluster approach? 6b. Is the variety in the clusters' way of working an issue or not in ensuring predictability? And if it is an issue, can it be addressed, and if so, how?	#15 Degree of consistency in ways of working, e.g., variety in approach and support provided #16 Degree of sentiment among stakeholders that UNICEF and SCI have contributed to greater predictability #17 Degree of sentiment among stakeholders that UNICEF and SCI have contributed to ensuring that roles and responsibilities are clear and to a clear prioritization	KII/document review/survey
7. Have UNICEF and SCI as co-CLAs contributed to greater accountability in the emergency response?			
Internal co-lead management processes/resources *Accountability is an underpinning principle of the cluster approach. The co-CLA arrangement may facilitate and/or complicate accountability.*	7a. What efforts have UNICEF and SCI made as co-CLAs to ensure accountability? 7b. Do the co-leadership arrangements facilitate the education cluster's accountability exercises such as peer review; self-reporting; or evaluation? And to what degree are the outcomes shared with the IASC and/or the ERC, or other mechanisms? 7c. What initiatives or efforts can be developed to strengthen accountability within the education cluster?	#18 Evidence of efforts to facilitate accountability exercises #19 Degree of sentiment among stakeholders that UNICEF and SCI have contributed to greater accountability.	KII/document review/survey

Effectiveness

Analytical dimensions/*rationale*	Sub-questions (summative/formative)	Measure/indicator	Data collection method
8. Have UNICEF and SCI as co-CLAs contributed to strengthened partnership in emergency response?			
Relationship with (cluster) partners *Partnership is an underpinning principle of the cluster approach, and the co-leadership arrangement may have facilitated the partnership concept. Perceptions may differ on the co-CLAs' efforts to follow a partnership approach.*	8a. What perceptions do education cluster partners have of the co-CLA arrangement? 8b. To what extent have UNICEF and SCI made efforts to empower cluster partners and develop a collective orientation in accordance with the PoP? 8c. To what extent are the co-CLAs making efforts to empower diverse local actors as cluster partners? 8d. What initiatives or efforts could/should be developed to strengthen partnerships within the clusters/of the CLA?	#20 Evidence of efforts to empower cluster partners and develop a collective orientation #21 Degree of demonstrated awareness, understanding and perceived application of the PoP by UNICEF and SCI cluster staff #22 Evidence of efforts to empower diverse local actors as cluster partners both in terms of global-level guidance for country-based clusters and at country level	KII/ document review/ survey
9. What is the added value of co-leadership in effectively delivering the six core functions of the cluster and in enhancing quality and coverage of EiE response? Are there specific efficiency gains or losses that appear attributable to co-leadership?			
Internal co-lead management processes/resources	9a. To what extent does the co-leadership arrangement appear to have contributed to an effective delivery on the six core functions of the GEC? 9b. What efforts have been made by the co-CLAs to strengthen quality and identify gaps in the response? 9b. Does there appear to be a positive link between the quality and coverage of the EiE response and the co-leadership arrangement (at global and country level)? 9c. How could the benefit of co-leadership (between a United Nations agency and an NGO) further contribute to effectively delivering on the six core functions of the cluster/enhancing quality and coverage?	#23 Degree to which co-leadership appears to have contributed positively to the delivery of the six core functions of the GEC #24 Evidence of efforts on behalf of the co-CLAs to strengthen quality and identify gaps in the response #25 Degree of sentiment among stakeholders that the co-leadership arrangement has contributed to an enhanced quality and coverage of the EiE response	KII/document review/survey/ FGD

Analytical dimensions/*rationale*	Sub-questions (summative/formative)	Measure/indicator	Data collection method
10. When/where has the POLR concept been invoked, and what happened?			
Internal co-lead management processes/resources	10a. When/where has the POLR concept been invoked? 10b. When the POLR concept was invoked, was it enhanced, promoted and/or further enabled by the co-leadership arrangement? 10c. How could the co-leadership arrangement ensure the POLR concept is enhanced, promoted and/or further enabled?	#26 Evidence of the POLR concept being invoked	KII/ document review/ survey
11. What leadership role are the co-lead agencies playing on the issue of funding for the global clusters?			
Internal co-lead management processes/resources *Resource mobilization is a task of the clusters, and the CLA clearly has a leading role in this.*	11a. What have UNICEF and SCI as co-CLAs done in leading on the issue of funding for the GEC? 11b. Is there a need for changing the work as co-CLAs in resource mobilization and, if so, in what way?	#27 Evidence of efforts made by the co-CLAs in resource mobilization at the global level	KII/document review
12. What efforts have been taken to ensure coherence of approaches between the co-CLAs with regard to the role and work of the education cluster at the global and country levels?			
Relationship with the other co-CLA	12a. What efforts have been made by the co-CLAs to ensure coherence of approaches? 12b. How could the co-CLAs better ensure coherence of approaches with regard to the role and work of the education cluster at the global and country levels?	#28 Evidence of efforts made by the co-CLAs to ensure a coherence of approaches	KII/document review

Coherence/connectedness

Analytical dimensions/*rationale*	Sub-questions (summative/formative)	Measure/indicator	Data collection method
13. Have the co-CLAs/the co-leadership arrangement encouraged linkages with other relevant initiatives and partners beyond the cluster?			
IASC/other clusters *The clusters are often connected to a wider network and need to engage with what is happening outside the cluster in terms of standard-setting, policy guidance, etc.*	13a. What have UNICEF and SCI done as co-CLAs in supporting connections with initiatives and networks that are outside the global cluster? 13b. What can UNICEF and SCI do further to support connections with initiatives and networks that are outside the cluster?	#29 Type of engagement with outside initiatives and the degree to which these efforts are seen as complementary or as beneficial to the work of the global cluster.	KII/ document review

ANNEX 2 – APPROACH

Analytical approach

The logic model used for this review follows that developed for CLARE II, and emphasizes the internal and external factors that the review team deems particularly relevant to analyse systematically in order to understand how the co-leadership role has been carried out. The model depicted in Figure 5 indicates the main causal pathways underlying the (co-)CLA role, indicated by dark blue arrows. The light blue field indicates the specific analytical dimensions considered. The benchmarks for analysis are indicated in dark red. The summative angle has included taking note of and assessing the way

the co-leadership arrangement has allowed for the fulfilment of that role in practice. Progress has been assessed against the cluster benchmarks that apply across the board: predictability, accountability and partnership. In addition, the commitments made at the time of the World Humanitarian Summit and/or in line with the Grand Bargain have been taken into account, as well as the CLARE I recommendations. Given that the CLA role includes responsibilities specifically related to leadership as well as coordination, the evaluation has also considered a set of benchmarks specifically linked to leadership styles.

FIGURE 5.
Logic model

CLA benchmarks	Education cluster responsibilities	Analytical dimensions of GEC co-lead arrangement	Benchmarks for summative and formative analysis

CLA benchmarks

- Cluster approach principles and standards
- Guidance
- Commitments
- **Recommendations from evaluations, including 2010 review of GEC co-leadership arrangement**

Education cluster responsibilities

Global level

- Consolidated policies, standards and guidelines
- Response capacity built up
- Operational support provided (including advocacy)
- Systematic high-quality cluster (co-)leadership in technical and coordination aspects

Country level

- Coordination mechanisms support service delivery
- HC/HCT decision-making is informed
- Cluster strategies are planned and implemented
- Performance is monitored and evaluated
- Contingency planning/preparedness/national capacity-building in place
- Advocacy on behalf of cluster is carried out

Analytical dimensions of GEC co-lead arrangement

Internal factors

- Cluster and co-CLA management processes/resources
- Balancing of institution v. cluster priorities
- **Relationship with other co-CLA**
- Relationship with other (cluster) partners

External factors

- IASC/other clusters
- The Grand Bargain
- Crisis-specific contextual elements/COVID-19

EVALUATION OF UNICEF IS CLA ROLE

Benchmarks for summative and formative analysis

Progress

- Predictability (clear prioritization, definition of roles and responsibilities)
- Accountability (facilitation of accountability exercises, reporting mechanisms, etc.)
- Partnership (PoP)

Leadership style

- Mission (goals, strategic objectives, vision)
- Adaptability (collective learning, context adjustments, innovation)
- Engagement (empowerment, collective orientation)
- Consistency (collective agreement, coordination with other clusters)
- Added value of GEC co-leadership arrangement

Methodological approach

KIIs

The team held interviews with 94 education cluster informants,[74] of which 26 were at the global level and 68 were at country level, in Burkina Faso, Democratic Republic of the Congo, Ethiopia, Mali, Mozambique, Nigeria, South Sudan, Sudan and Ukraine.[75] The education cluster interviewees were evenly distributed between UNICEF, SCIs and other representatives *(see Figure 2)*. Insights concerning co-leadership arrangements provided through interviews held with other cluster and/or inter-cluster stakeholders for CLARE II have also been borne in mind for this review, as appropriate. Given the nature of the evaluation, and the need for nuanced, qualitative inputs, the interviews did not follow a systematic questionnaire approach, but were shaped as dynamic conversations in which the interviewees were asked to dig deeper into certain issues related to their specific roles and responsibilities (the KII guidance can be found in Annex 2.1). All interviews were coded using MAX-QDA software, both in view of ensuring that all data collected relating to specific evaluation questions can be easily accessed and cross-analysed, and in view of connecting certain topics with stakeholders' opinions related to what works well and what does not in the co-leadership arrangement. The content analysis followed an exploratory approach, starting with a defined set of codes taken from the evaluation questions, which were added to the analysis to account for emerging findings. See the coding table in Annex 2.2.

Online survey

To gather top-level perceptions from cluster coordinators/leads and partners, an anonymous online survey was developed and concurrently rolled out in four languages (Arabic, English, French and Spanish) in 29 countries.[76] The survey was developed for CLARE II, but

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74 Education cluster KIs included the GEC co-coordinators, SAG members, and diverse cluster participants at the global level. For each country under specific study, the review team aimed to speak to the (co-)coordinators of the education cluster, and selected diverse cluster partners, including, where possible, SAG members, representatives of national/local NGOs, INGO representatives, donors and government representatives. The data collection process was explained to all informants prior to their involvement, and verbal consent to take part in the interviews was consistently sought and recorded by the review team.

75 Afghanistan was among the country contexts to be considered initially. However, during the data collection process it appeared that another UNICEF-commissioned evaluation was taking place in the country, and although this evaluation did not look at UNICEF's role in the clusters specifically, it was also covering some of the same issues. The CLARE II evaluation consulted with the team leader of this evaluation (led by Itad) and also received input from Afghanistan-based cluster coordinators and partners who completed the survey.

76 All countries with an HRP in place in early 2021, as well as Bangladesh and Honduras.

education cluster stakeholders also received a series of questions particularly pertaining to this review *(see Annex 2.3)*. Of the 428 complete responses to this survey, 233 were from education cluster stakeholders. Of these 233, close to 25 per cent were from cluster co-leads/coordinators. The survey questions particularly pertaining to this review are available in Annex 2.3.

Document review

Members of the reference group were asked to share relevant documentation for analysis by the evaluation team. These documents were complemented by documents retrieved by the evaluation team during the data collection phase, particularly related to examples of country-level cluster strategies, and documents outlining cluster co-leadership arrangements, where available. The documents provided for review are available in Annex 2.4.

Following the criteria highlighted in the Review Matrix in Annex 1, the semi-structured interviews with selected KIs will focus on the following lines of inquiry and sets of related questions.

The questions will be adjusted in relation to the type of stakeholder (UNICEF staff/non-UNICEF staff/global level/country level, etc.). More specifically, where applicable, the questions in this guidance will be added to/complement the interview guidance developed for CLARE II.

In view of the purpose of the review, the interviews will not follow a systematic questionnaire approach, but rather be shaped as dynamic conversations in which the interviewees will be asked to dig deeper into certain issues related to their specific roles and responsibilities.

Lines of inquiry	Questions
Introduction, confidentiality and consent	• As per the consent form shared with you, do we have your permission to list your name, title and organization in a list of people interviewed, with the understanding that nothing you say will be attributed to you by name? • What is your role, and how long have you been in the position? What is your cluster involvement?

Lines of inquiry	Questions

How do UNICEF and SCI conceive of their co-leadership role?
 	
How has the co-leadership evolved from the parameters/commitment of the 2007/2013 MoU?
	• What, in your view, are the main responsibilities of the cluster co-lead? Why, and for what purpose?
	
	• For cluster partners:
	  • In your view, do the co-CLAs work along this same understanding of co-leadership? Is there a difference between them?
	  • Do you think that the co-CLAs manage well to balance institution versus cluster priorities?
	
	• For co-CLAs: Have you agreed on ways of working among co-CLAs that have further developed the MoU in a practical sense? How and why?
	
	• What do you think could/should be done to better support a collective notion of leadership?

Does the co-leadership arrangement allow for the fulfilment of CLA responsibilities in line with the principles/standards/roles of the cluster approach?	• In your experience, how would you say UNICEF and SCI are managing their co-CLA responsibilities? Would you say that they are meeting them? • In your knowledge, have specific investments been made towards fulfilling this role? • In your view, what additional efforts could/should be made to ensure that co-CLA responsibilities are fulfilled in line with the principles/roles of the cluster approach?
Have the co-CLAs made efforts to implement the commitments to localization; AAP; the HD nexus; and the CoP?	• In your experience, what have the co-CLAs done in the cluster to implement localization? AAP? The HD nexus? The CoP? • Do you think that the co-leadership arrangement is leading towards a positive result in their regard? • When it comes to the next steps in fulfilling these commitments, what could/should UNICEF and SCI do, as co-CLAs, in your opinion?

Lines of inquiry	Questions
Is the co-leadership arrangement aligned with the coordination and response needs of country-level clusters and/or other relevant coordination bodies?	• In your opinion, do UNICEF and SCI as co-CLAs and cluster partners have the same understanding of needs and expectations (at the global and country levels)? • Do you have examples of support given to country-based clusters by the global cluster? Was it the right one? If not, what was missing?
Have UNICEF and SCI as co-CLAs contributed to greater predictability in the emergency response?	• Would you say generally that the co-CLAs have contributed to greater predictability in the emergency response? How? • Would you say that the co-CLAs endeavour to ensure that roles and responsibilities are clear? • Would you say that the co-CLAs enable a clear prioritization?
Have UNICEF and SCI as co-CLAs contributed to greater accountability in the emergency response?	• Would you say generally that the co-CLAs have contributed to greater accountability in the emergency response? How? • Do the co-CLAs facilitate the cluster's accountability exercises such as peer review; self-reporting; or evaluation? And to what degree are the outcomes shared with the IASC and/or the ERC, or other mechanisms? • What initiatives or efforts could/should be developed to strengthen accountability within the cluster and of the co-CLA?
Have UNICEF and SCI as co-CLAs contributed to strengthened partnership in the emergency response?	• For UNICEF and SCI co-CLA staff: what do you know about the *Principles of Partnership*? • To what extent would you say that the co-CLAs have made efforts to empower cluster partners and develop a collective orientation in accordance with the *Principles of Partnership*? Can you give examples of such efforts?

Lines of inquiry	Questions
	• To what extent are the co-CLAs making efforts in empowering diverse local actors as cluster partners? • What initiatives or efforts could/should be developed to strengthen partnerships within the clusters and of the co-CLAs?
What is the added value of co-leadership in effectively delivering the six core functions of the cluster and in enhancing quality and coverage of EiE response? Are there specific efficiency gains or losses that appear attributable to co-leadership?	• Generally speaking, would you say that the way in which the co-CLAs have carried out their responsibilities have had a positive impact on the performance of the cluster? • Do you believe that UNICEF and SCI meet their co-CLA responsibilities in guiding cluster partners towards fulfilling the mission, goals and strategy of the cluster? • Do you have examples of how the co-CLAs have endeavoured to strengthen quality and identify gaps in the response? Has it worked? • Do you find that there is an added value in the fact that the education cluster is co-led? How and why?
When/where has the 'provider of last resort' (POLR) concept been invoked, and what happened?	• Do you know of an example when the POLR concept was invoked? • In this case, what happened? Was the concept enhanced, promoted and/or further enabled by the co-leadership arrangement?
What leadership role are the co-lead agencies playing on the issue of funding for the global clusters?	• Have the co-CLAs led on the issue of funding for the global clusters? Can you give examples of what has been done in this regard? • Would you say there is a need to change the work of the co-CLAs in resource mobilization? If so, in what way?

Lines of inquiry	Questions
What efforts have been taken to ensure coherence of approaches between the co-CLAs with regard to the role and work of the education cluster at the global and country levels?	• What have UNICEF and SCI done as co-CLAs in supporting connections with initiatives and networks that are outside the global cluster? Has it been successful in your view? • What could/should the co-CLAs do further in this regard?
What have the co-CLAs done to support better connectedness at the country level between humanitarian responses and longer-term planning?	• To what extent have UNICEF and SCI in their co-CLA role supported better connectedness at the country level between humanitarian responses and longer-term planning? • What role, in your view, could the education cluster, under the leadership of the co-CLAs, play with regard to the HD nexus particularly? • Does the fact of having co-leadership help with regard to connections with long-term planning?

ANNEX 2.2 – KII CODING TABLE

Criteria	Code	Description/indicator
Relevance and appropriateness	Core functions	Discussion/examples of the degree to which co-CLAs carry out core CLA functions well or not
	CLA role versus agency management	Discussion around the degree to which co-CLAs maintain a balance between acting in the interests of their own agency and the cluster
	Technical versus strategic	Discussion around co-CLAs maintaining balance or not between technical and strategic focus
	Information management	Discussion around the degree to which co-CLAs ensure good information management
	Resource mobilization	Discussion around the degree to which co-CLAs ensure resource mobilization for the cluster
	Strengthening capacity	Discussion around the degree to which co-CLAs ensure the strengthening of capacity of cluster partners
	Operational support or not	Discussion around the degree to which co-CLAs ensure the cluster provides operational support where needed
	CLA investment/commitment	Discussion around the degree to which co-CLAs are invested/show commitment to this role through, for example, funding, or investment in, for example, leadership development of cluster coordinator, etc
	Collective effort	Discussion/examples of efforts made by co-CLAs to promote and support a collective notion of leadership/ collective nature of the clusters
Effectiveness	Predictability	Discussion/examples of efforts to ensure predictability through clarity in roles and responsibilities or clear prioritization
	Global cluster support/ linkages	Discussion around the degree to which the global cluster supports the work of co-CLAs at country level
	Accountability (cluster)	Discussion/examples of efforts to facilitate accountability exercises
	Partnership	Discussion/examples of efforts to develop a collective orientation in light of partnership principles
	POLR	Discussion/examples of POLR being invoked
	Gaps response	Discussion around the degree to which co-CLAs ensure the cluster adequately responds to gaps in response

Criteria	Code	Description/Indicator
Coordination/ coherence	Working across clusters	Discussion around the type of engagement with outside initiatives and the degree to which these efforts are seen as complementary or beneficial to the work of the global cluster
	Linkage commitments	Discussion/examples of efforts to ensure a coherent approach towards the three commitments (localization, AAP, HD nexus)
	Promote coherence	Discussion/examples of efforts to engage with other clusters to promote coherent approaches
	Collective effort or not	Degree to which co-CLAs engage the cluster in a collective leadership approach
Enablers/obstacles raised	Personalities	Mention of personalities/personal capacities as influencing the degree to which the co-CLAs carry out their role
	Competition	Mention of competition (internal or external) as influencing the degree to which the co-CLAs carry out their role
	Importance of incentives	Mention of incentives being required to ensure co-CLAs carry out their role well
	Context/momentum	Mention of the context as influencing the degree to which the co-CLAs carry out their role
	Funding	Mention of the availability of funding as influencing the degree to which the co-CLAs carry out their role
	Human resource concerns	Mention of human resource-related factors as influencing the degree to which the co-CLAs carry out their role. This includes mention of staff turnover
	Mismatch/asymmetry/push/ pull	Mention of asymmetry in interests between UNICEF and cluster partners or cluster co-lead as influencing the degree to which the co-CLAs carry out their role
	Power role/imbalances	Mention of the comparatively strong role/size of UNICEF in the humanitarian system as influencing the degree to which it can carry out its CLA role well or not
	Division of labour/roles	Mention of clarity in the division of labour/roles and responsibilities as influencing the degree to which the co-CLAs carry out their role. This includes mention of the ability to share a heavy workload
	Communication	Mention of clear communication/transparency in the cluster as influencing the degree to which the co-CLAs carry out their role well
	Pressure on coordinators/ IMOs	Mention of pressure on coordinators/IMOs (frequently related to workload or competing interests) as influencing the degree to which the co-CLAs carry out their role

Criteria	Code	Description/Indicator
Enablers/obstacles raised	For own agency, not collective	Discussion around the degree to which the co-CLAs operate in the interest of the collective or not
	Double-hatting	Mention of coordinators/IMOs being double-hatted or not influencing the degree to which the co-CLAs carry out their role
	Trust	Mention of trust among partners in the cluster as influencing the degree to which the co-CLAs carry out their role
	Institutional support/internal UNICEF	Mention of the degree to which the co-CLAs are internally set up to support the CLA role as influencing the degree to which they carry out the CLA role well
	Reporting lines	Mention of reporting lines as allowing co-CLAs to carry out the CLA role well or not
	Relationship with government	Mention of the co-CLAs' relationship with the government as influencing the degree to which they carry out the CLA role well or not
	Cluster system	Mention of the cluster system per se as an obstacle, i.e., the degree to which the co-CLAs carry out their role well or not depends on the system rather than on themselves
	Lack of overall clarity/vision	Mention of an overall lack of clarity/vision on behalf of the co-CLAs as to the meaning/importance of the CLA role as influencing how they carry out the role

The full CLARE II survey is available in the Annex to the CLARE II evaluation. The additional GEC review-related questions provided as part of the survey are available below.

A review of the education cluster co-leadership is being undertaken in parallel with the evaluation of UNICEF's role as (co-)Cluster Lead Agency. This review is not concerned with the role of UNICEF per se, but aims to understand the benefits and challenges involved in co-leadership. It also invites suggestions as to what can be done differently or needs to happen to confront challenges encountered. The findings from the review of the education cluster co-leadership will also inform the next Global Education Cluster Strategy and the upcoming revision of the MoU between UNICEF and Save the Children.

As you have indicated in the survey that you are involved with the education cluster, we will throughout this survey ask you a few questions that will feed directly into that review.

To what extent do you think that the co-leadership arrangement of the education cluster works to ensure that your needs, as a co-lead/coordinator, are met?
Please choose **only one** of the following:

☐ Yes ☐ Partially (please explain your answer in the comments box)

☐ Not at all (please explain your answer in the comments box)

Make a comment on your choice here:

To what extent do you think that the co-leadership arrangement of the education cluster works to ensure your expectations, as a partner, are met?
Please choose **only one** of the following:

☐ Yes ☐ Partially (please explain your answer in the comments box)

☐ Not at all (please explain your answer in the comments box)

Make a comment on your choice here:

Please indicate the extent to which you agree with the following statements.

Please choose the appropriate response for each item.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Do not know
Education cluster co-leads work together to enhance predictability in the emergency response.						
Roles and responsibilities are clear in the co-leadership arrangement of the education cluster.						
Education cluster co-leads work to enhance accountability in the emergency response.						
Education cluster co-leads work to strengthen partnerships in the emergency response..						
The education cluster co-leads work well together.						
Generally speaking, the fact that the education cluster is co-led has a positive impact on the performance of the cluster.						

Please indicate the extent to which you agree with the following statements.

Please choose the appropriate response for each item.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Do not know
The education cluster co-leadership arrangement leads to positive results vis-à-vis the commitment to localization.						
The education cluster co-leadership arrangement leads to positive results vis-à-vis the commitment to Accountability to Affected People.						
The education cluster co-leadership arrangement leads to positive results vis-à-vis the commitment to the humanitarian-development nexus.						
The education cluster co-leadership arrangement leads to positive results vis-à-vis the commitment to the Centrality of Protection.						

Does the fact that the education cluster is co-led make a difference with regard to how the cluster has approached COVID-19?

Please choose **only one** of the following:

☐ Yes   Partially (please explain your answer in the comments box)

☐ Not at all (please explain your answer in the comments box)

Make a comment on your choice here:

Does the fact that the education cluster is co-led make a difference with regard to collective leadership?

Please choose **only one** of the following:

☐ Yes   ☐ Partially (please explain your answer in the comments box)

☐ Not at all (please explain your answer in the comments box)

Make a comment on your choice here:

Does the fact that the education cluster is co-led make a difference with regard to the level of innovative approaches and initiatives taken in the cluster?

Please choose **only one** of the following:

☐ Yes   Partially (please explain your answer in the comments box)

☐ Not at all (please explain your answer in the comments box)

Make a comment on your choice here:

Does the fact that the education cluster is co-led make a difference with regard to the degree to which its mission and goals remain relevant in light of the changing environment (including humanitarian space)?

Please choose **only one** of the following:

☐ Yes   ☐ Partially (please explain your answer in the comments box)

☐ Not at all (please explain your answer in the comments box)

Make a comment on your choice here:

Do you think the education cluster co-Lead Agencies have a similar understanding of what co-leadership means?

Please choose **only one** of the following:

☐ Yes   Partially (please explain your answer in the comments box)

☐ Not at all (please explain your answer in the comments box)

Make a comment on your choice here:

As you have indicated being involved in the education cluster, we would like to ask you a few more questions that will feed directly into the ongoing review of the education cluster co-leadership.

Please indicate the extent to which you agree with the following statements.

Please choose the appropriate response for each item.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Do not know
The co-leadership of the education cluster helps enhance the quality of the emergency response.						
The co-leadership of the education cluster helps improve the coverage of the emergency response.						
The co-leadership of the education cluster allows for efficiency gains.						
Co-leadership is an added value for the education cluster to support service delivery.						
Co-leadership is an added value for the education cluster to inform the HC/HCT's strategic decision-making.						
Co-leadership is an added value for the education cluster to plan and implement cluster strategies.						
Co-leadership is an added value for the education cluster to monitor and evaluate performance.						
Co-leadership is an added value for the education cluster to build national capacity in preparedness and contingency planning.						

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Do not know
Co-leadership is an added value for the education cluster to undertake robust advocacy, including calling on duty-bearers to fulfil their responsibilities.						
Co-leadership is an added value for the resource mobilization of the cluster response.						
The co-leads of the education cluster have complementary roles.						

In your experience, are there any particular challenges related to cluster co-leadership?
Please write your answer here:

In your experience, who/what type of agency or organization is the best placed to be a co-lead? Why?
Please write your answer here:

Do you have any further comments or suggestions regarding the co-leadership of the education cluster?
Please write your answer here:

	CLA strategy-related	Cluster strategy /workplan	Results mapping /evaluations	Issue-specific (CoP, HD nexus, localization, AAP, etc.)
IASC	Guideline, Using the Cluster Approach to Strengthen Humanitarian Response, November 2006 Guidance, Cluster Coordination at Country Level, 2015 Note on IASC Coordination Structures at Country Level, 2020 Joint UNHCR–OCHA Note Coordination in Mixed Settings, April 2014 Joint UNHCR–OCHA letter, high-level strategic meeting, 2016 IASC guidance on provider of last resort, June 2008 IASC cluster coordination at country level, revised 2015 IASC reference module for the implementation of the humanitarian programme cycle, version 2.0, 2015	Operational snapshots 2019		
UNICEF	Cluster Coordination Guidance for Country Offices, 2015 Guidance for Cluster Coordination Performance Monitoring, (2 PowerPoint presentations), 2016 Cluster coordination performance monitoring – Guidance note, January 2016; coordinator and partner questionnaire Cluster coordination performance monitoring – Revised guidance, 2019 Core Commitments for Children in Humanitarian Action (including annexes) May 2020		CCPM results dashboard 2020	A review of *UNICEF Approach to Localization Agenda in Humanitarian Action*, inception report, Nov 2018
SCI	Accountabilities and Opportunities: Save the Children's Leadership Role in the Coordination of Education in Humanitarian Response, 2020 Country Office Guidance on Education Cluster Leadership: Opportunities and Accountabilities, 2020			

	CLA Strategy Related	Cluster Strategy / Workplan	Results mapping / Evaluations	Issue-specific (CoP, Nexus, Localization, AAP, etc.)
GEC	Coaching Programme for Coordinated Education in Emergencies Needs Assessment and Analysis (programme overview and syllabus) Country Cluster Core Coordination Training: Concept Note Global Education Cluster Coordination Training Package; Conceptual framework, 2018 Evaluation reports and participantlists from 2018 country core coordination trainings (Somalia, South Sudan, northeast Syria); 2018 global-regional core coordination trainings (Antalya; Munyonyo); 2019 country core coordination trainings (Ukraine, DRC, Myanmar, Iraq, State of Palestine, Chad, Mali, Yemen, Bangladesh) 2019 global-regional core coordination trainings (Amman, Dakar, Geneva) Guide to Coordinated Education in Emergencies Needs Assessments and Analysis, August 2016 (full and summary) Guide to Education in Emergencies Needs Assessments, August 2016	Terms of Reference of the Global Education Cluster Cash Task Team + Workplan Guide to developing education cluster strategies + Summary (no date, 2018?) + Template EC-WG strategies: Chad (EC thematic paper, ECW MYRPs), Iraq (EC strategy 2019, HRP 2017, 2018, 2019), Libya (HRP 2017, 2019, 2019 + 2018 multi-sector needs assessment), Myanmar (mid-term review EiE sector strategy), Nigeria (NGO education sector strategy), Somalia (EC operational framework; road map towards resilience framework), Ukraine (cluster strategy), Yemen (HRP) 2017 Brussels meeting (annual partners' meeting background paper; annual partners' meeting report, summary points from meeting) 2019 Amman meeting (meeting framing paper, meeting report final, meeting summary report, joint identification of needs and analysis discussion paper, joint implementation and monitoring discussion paper, joint planning and review discussion paper, monitoring and reporting attacks on education discussion paper) GEC Strategic Plan 2017–2019 Revision, August 2017	CCPM presentation CCPM Niger (2017), Somalia (2017), South Sudan (2018), Sudan (2017), Yemen (2017), CAR (prel.), CxB (prel.), DRC (prel.) Education Capacity Self-Assessment Bangladesh Myanmar mid-term review EiE sector strategy, October 2019 Somalia EC annual report 2018 EC operational dashboard, 2018, 2019 Q2 Helpdesk dashboard, monitoring tool + satisfaction survey ECHO; mid-term evaluation for ERC funding, final report 2014 Final Report – Evaluation of DG ECHO's Actions in the Field of Protection and Education of Children in Emergency and Crisis Situations (2008–2015) Strengthening the knowledge base for education in emergencies practitioners and partners (2019) – Rohingya Refugee Crisis Case Study; Ethiopia Case Study; Syria Case Study UNICEF's Contribution to Education in Humanitarian Settings; Commissioned by UNICEF, Evaluation Report, Nepal Case Study – DRAFT (December 2019) Evaluation of the Global Education Cluster Action, 2017–2019: 'Strengthening Coordination of Education in Emergencies'; report + annexes	The Protective Role of Education in Emergencies, background paper Making Cash Transfers Work for Education Responses Framing Paper, November 2018 Cash Transfer Programming for Education in Emergencies, November 2018 Study on Cash Transfer Programming in Education in Emergencies, Validation Workshop Meeting Report, October 2028 Considerations for Cash and Voucher Assistance in Education in Emergencies Needs Assessments, Checklist Documents re CASH training module Terms of Reference (Word) and workplan (Excel) of the Global Education Cluster Cash Task Team

ANNEX 3 – TERMS OF REFERENCE

TITLE/PURPOSE	*Review of Education Cluster Co-Leadership*
RECRUITING OFFICER	*Senior Evaluation Specialist, UNICEF Evaluation Office*
CONTRACT MODALITY	*Individual contracts*
LOCATION OF ASSIGNMENT	*Home-based*
LANGUAGE(S) REQUIRED	*English*
DURATION OF CONTRACT	*September – December 2020 (45 days)*

Background

The cluster approach was introduced in 2005 within the wider context of humanitarian reform by the Inter-Agency Standing Committee (IASC). Its weaknesses in the 2010 Haiti earthquake response were a key factor in stimulating the Transformative Agenda reforms that followed. It was in recognition that a lack of adequate coordination had previously hampered the relevance, timeliness, effectiveness and efficiency of humanitarian response. Defined as the designated responsibility for multi-actor sectoral coordination, the approach was introduced as a means to strengthen predictability, response capacity, coordination and accountability, by strengthening partnerships in key sectors of humanitarian response, and by formalizing the lead role of particular agencies/organizations in each of these sectors.

The Global Education Cluster (GEC) is co-led by UNICEF and Save the Children International. It is the only Global Cluster co-led by a United Nations agency and a non-governmental organization (NGO). This co-leadership arrangement was defined in a Memorandum of Understanding (MoU) between Save the Children and UNICEF in 2007, following the 2005 Humanitarian Reform. The MoU has undergone one minor revision in 2013 to reflect the change in name for Save the Children (from Alliance to International) and made a commitment to review the MoU in 2014 (which was not done). A second revision was proposed in 2015 to reflect changes introduced by the Transformative Agenda. However, this revision was never formally signed off by both agencies. As such the current MoU is the one signed in 2007 with the minor revision of 2013.

The co-leadership arrangement was last formally reviewed in 2010 through an independent exercise run jointly by the two agencies. The review focused principally on the implementation of the MoU and found that the arrangement was contributing well to the achievement of the education cluster's objectives. It also noted a series of challenges in the set-up, overall management and performance of the education cluster at both the global and the country level.

The Global Education Cluster Strategy 2017–2019 guides the work of the GEC. Since the GEC Strategy underwent a full revision in 2017, it was also stated in the Strategy that the Strategy lays out the direction of the GEC beyond 2019, as "The strategic pillars as described in Section IV are linked to global humanitarian processes that are in nascent stages. As these develop and evolve, so too will the strategic direction of the GEC" (p. 4). A light review of the GEC Strategy is planned for the end of 2020, also benefiting from this review and from the CLARE II evaluation results, to make minor adjustments to the Strategy to carry the GEC through to the end of 2021. The plan is to have a new four-year strategy that will span from 2022 to 2025, to align with UNICEF and Save the Children's strategic plans.

Purpose and objectives

UNICEF, as the Cluster Lead Agency (CLA) for three additional clusters/AoRs (Nutrition, WASH and Child Protection AoRs) is currently undertaking an independent evaluation of its CLA role, called CLARE II, following a first evaluation of this same role conducted in 2013. Given that the education cluster will be covered by this evaluation, it was agreed by UNICEF and Save the Children to include/"fold into" the CLARE II evaluation a focus on the GEC as a whole, with a focus on the co-leadership arrangements of the GEC.

The GEC review aligns with the CLARE II objectives, "to assess, as systematically and objectively as possible, the relevance, effectiveness, efficiency, connectedness, coverage and sustainability" of the GEC co-leadership arrangements at both the global and the country level. At the country level, the scope of the evaluation will be contextualized to capture the variety of co-leadership arrangements, including with other organizations. Specifically, the review will pay specific attention to the role and accountability of co-leads at the country level, as this is one of the areas in which there is only limited and generic guidance to support the education cluster's role in fulfilling its functions.

Any changes to the arrangement will then be reflected in the upcoming revision of the GEC MoU between Save the Children and UNICEF.

Similar to the CLARE II evaluation, this review will serve the dual purpose of promoting learning and accountability. It will thus *summatively* assess the progress achieved, or not achieved, by UNICEF and Save the Children in their role and capacity as co-CLAs. Based on lessons captured from the summative assessment,

looking to the future, the review will allow the GEC to **_formatively_ draw lessons** to be better equipped to exercise systematic, high-quality cluster co-leadership and to provide guidance and options to inform the working arrangement in 2021 and beyond. This will also inform the next GEC Strategy and the next MoU between UNICEF and Save the Children.

It will also generate **actionable recommendations and options** for UNICEF and Save the Children to further strengthen the co-leadership and ensure that CLA accountabilities are assigned and met effectively and efficiently. Specific recommendations on the co-leadership at the country level will be provided, specifically with regard to the role and accountability of the co-lead, as in some contexts it might differ from the global arrangement.

Evaluation scope

The **temporal scope** of the evaluation will span from 2013 (when the last CLARE was undertaken) to date.

The evaluation will **focus on UNICEF and Save the Children's CLA roles**, and while it will focus on the **global arrangement**, it will also seek to inform how the global CLA can effectively inform and support country-level arrangements, especially with regard to the role of co-leads in terms of accountability. While the questions that will drive the evaluation will be fine-tuned during the inception stage, the broad areas of inquiry which will determine

the scope of the exercise are outlined in the section below.

The evaluation will not seek to assess impact, understood as long-term changes in the conditions of the affected population as a direct consequence of the co-leadership arrangement role but, rather, will strive to examine UNICEF and Save the Children's _effectiveness in facilitating coordination_.

At the **global level**, assessing effectiveness will cover how the co-leadership arrangement has **strengthened system-wide preparedness and coordination of technical capacity** to respond to humanitarian emergencies by ensuring that there is **predictable leadership** and **accountability**. It will also assess the extent to which the global co-leadership arrangement has been able to strengthen country-level (co-)leadership.

Evaluation users

The main users of this review will be UNICEF and Save the Children as GEC co-CLAs. Other key intended users of this evaluation include the following:

- The GEC coordinators and teams

- The GEC Strategic Advisory Group

- UNICEF EMOPs and Programme Division

- Save the Children International Humanitarian Section and the Save the Children Global Education in Emergencies Working Group

- Regional Directors and Regional Emergency Advisors from Save the Children and UNICEF

- UNICEF Representatives in Country Offices (COs), SCI Country Directors, Cluster Coordinators, and other relevant colleagues in COs where clusters have been activated

- The Global Cluster Coordination Group (GCCG)

- Donors.

The evaluation will be made available publicly, and Member States, academic institutions and the public will have access to the final publication.

Guiding evaluation questions

The following evaluation questions are indicative. During the inception phase, the Evaluation Team will discuss with Evaluation Steering Group members, use their insights from the desk review of key documents and propose a 'definitive set' of evaluation questions and relevant **specific indicators** which the evaluation will use as a reference to draw its findings on (to be formalized in the evaluation matrix).

Criteria	Suggested questions/sub-questions
Relevance/ appropriateness	1. To what extent is the co-leadership arrangement aligned with the principles and standards prescribed by the cluster approach? 2. How has the co-leadership evolved from the parameters/commitments of the 2007/2013 MoU? 3. How far has the GEC and the co-leadership adopted and adapted the WHS and other commitments? 4. To what extent is the co-leadership arrangement aligned with the coordination and response needs of field operations?
Effectiveness	5. To what extent has the co-leadership arrangement improved EiE response through greater predictability, accountability and strengthened partnership? 6. To what extent has the GEC effectively delivered on the six core functions of the clusters it (co-)leads? What is the added value of the co-leadership in strengthening the delivery of functions and enhancing the quality and coverage of EiE response? 7. In what ways has the co-leadership arrangement enhanced, promoted and/or further enabled the 'provider of last resort' role when identified gaps have not been addressed? 8. To what extent does the co-leadership arrangement enable affected communities and local actors to participate through clusters and have decision-making power in the planning and delivery of humanitarian assistance?
Efficiency	9. How efficiently has the co-leadership arrangement harnessed the resources at its disposal to fulfil its CLA responsibilities at country and global levels? 10. To what extent does co-leadership promote efficiency gains and enhance effectiveness for the quality and coverage of education cluster at the country level? What about the global level?
Coherence/ connectedness	11. What efforts have been taken to ensure coherence of approaches between the co-CLAs with regard to education cluster effectiveness at the global and country level? 12. To what extent and how has the co-leadership arrangement linked with other relevant initiatives and partners both within and outside the GEC? 13. How far has the education cluster supported better connectedness at the country level between humanitarian responses and longer-term planning? 14. To what extent does or could the benefit of co-leadership (between a United Nations agency and an NGO) further contribute to linkages between humanitarian, peace and development, in particular the different coordination mechanisms for development, humanitarian and refugee response coordination?
Coverage	15. To what extent has the co-leadership arrangement contributed to enhance and maintain quality and coverage (geographic and programmatic) of education clusters? 16. To what extent has the co-leadership arrangement enhanced the quality and coverage of the EiE response through inclusion and meaningful participation of wider partner contributions?

Evaluation methods

The evaluation will employ a **mixed-methods** approach including qualitative and quantitative data collection. Data will be triangulated to the extent possible to ensure soundness of findings. Given the **unfolding COVID-19** pandemic, related travel risks and the significant disruption experienced by countries at large, the extent of primary data collection will have to be assessed carefully, and **alternative, creative approaches to data collection** are being identified for CLARE II. Similar approaches can be adopted for this supplementary piece.

The inception report will provide a complete list of data sources to use to answer each evaluation question, and the list of informants to be contacted for focus group discussions (FGDs) and individual interviews.

Key informant interviews (KIIs) and **FGDs** with key stakeholders. Key stakeholders will include, but will not be limited to: GEC Steering Group members, Strategic Advisory Group members, core CLA staff at headquarters, regional and country levels, cluster coordinators, donors, other cluster leads/co-leads, key IASC members and other cluster partners.

Structured document review of key documents – such as strategic policy documents related to the CLAs, plans, project proposals, reports, meeting materials, lessons learned and previous evaluation exercises, at both global and country level – in pursuit of specific data points or facts.

Norms and standards

The guidance documents mentioned below are those that the evaluation team is expected to comply with:

- United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System 2016[77] (including impartiality, independence, quality, transparency, consultative process)

- Ethical Guidelines for UN Evaluations will guide the overall process[78]

- UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis[79]

- The evaluation should incorporate human rights-based approaches and gender perspectives.

Evaluation management

The evaluation will be managed by the **UNICEF Evaluation Office**. Given the unique nature of the co-leadership and the scope of the evaluation, SCI will assign a senior MEAL/ evaluation expert to act as a day-to-day liaison/ support between the Evaluation Office and SCI.

A Reference Group, comprising the GEC Steering Group, one representative from OCHA/GCCG, three GEC Strategic Advisory Group and two country cluster representatives will be formed. Additional members might be proposed during the inception phase.

Please see the ToR for the Reference Group for specific roles and responsibilities of the group.

Team composition and required qualifications

The evaluation will be conducted by an external evaluation team of consultants, who have been selected for the CLARE II evaluation. The three consultants will be responsible for designing the evaluation, undertaking the data collection and analysis, conducting the debriefing sessions and recommendations workshop, as well as preparing the evaluation deliverables and reports.

Time frame, tasks and deliverables

This evaluation will be undertaken from September 2020, with a final report expected by end of December 2020. The table below provides an overview of the tentative time frame and key deliverables.

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77 United Nations Evaluation Group, *Norms and Standards for Evaluation,* 2016.
78 United Nations Evaluation Group, *Ethical Guidelines*, 2008.
79 UNICEF, *Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis*, 2015.

Task/deliverable	Dates (consultant days)	Responsible party
Draft Terms of Reference and scoping	20 August 2020	Evaluation Office + Steering Group
Final Terms of Reference	31 August 2020	Evaluation Office + Steering Group
Initial interviews and consultations, and drafting of Inception Report	1–10 September 2020 (7 days)	Evaluation team
Review Inception Report + its finalization	20 September 2020 (2 days)	Evaluation Office + Steering Group
Data collection	20 September to 20 October 2020 (23 days)	Evaluation team
Draft Report	1 November 2020 (5 days)	Evaluation team
Recommendations workshop	5 November 2020 (2 days)	Evaluation team
Review Draft Report	5–15 November	Evaluation Office + Reference Group
Final Report	1 December 2020 (5 days)	Evaluation team

Outputs:

1. Inception Report
2. Draft Report
3. Final Report, which will contain:
    a. Evaluation of effectiveness of the co-leadership arrangement
    b. Recommendations
    c. Options for future working arrangements.

Annex 1: Previous evaluations and additional resources

Cluster/evaluation	Agency/year
Evaluation of UNICEF's Cluster Lead Agency Role in Humanitarian Action, 2013	UNICEF, 2013
Evaluation of ECHO–GEC Action 2017–2019	April 2020
Review of Global Education Cluster Co-Leadership Arrangement	UNICEF, 2010
Accountabilities and Opportunities: SC Leadership Role in Coordination of Education in Humanitarian Response	SCI, 2018
2019 Global Education Cluster Annual Report	GEC, 2020
2019 Global Education Cluster Annual Meeting Report	GEC, 2019

Annex 2: MoUs

MoU	Date
Evaluation of UNICEF'S Cluster Lead Agency Role in Humanitarian Action, 2013	UNICEF, 2013
Evaluation of ECHO–GEC Action 2017–2019	April 2020
Review of Global Education Cluster Co-Leadership Arrangement	UNICEF, 2010
Accountabilities and Opportunities: SC Leadership Role in Coordination of Education in Humanitarian Response	SCI, 2018
2019 Global Education Cluster Annual Report	GEC, 2020
2019 Global Education Cluster Annual Meeting Report	GEC, 2019

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