

Global Education Cluster

Pakistan

Memorandum of Understanding for the Pakistan Education Cluster Co-Lead Arrangement

1. INTRODUCTION

1.1 The 'cluster approach' was adopted by the IASC as a key strategy to address the gaps in humanitarian response. The aim of the cluster approach at the global level is to strengthen system-wide preparedness and co-ordination of technical capacity to respond to humanitarian emergencies by ensuring that there is predictable leadership and accountability in all the main sectors or areas of humanitarian response. Similarly, at the country level the aim is to strengthen humanitarian response by demanding high standards of predictability, accountability and partnership in all sectors or areas of activity. The success of the cluster approach will be judged in terms of the impact it has on improving the humanitarian response to those affected by crises¹.

1.2 In September² 2005, IASC Principals agreed to designate global cluster lead agencies in critical programme and operational areas, and also agreed that the 'cluster approach' should be applied at the country level. UNICEF and Save the Children were designated as Co-Leads of the Global Education Cluster. In line with the global agreement, UNICEF and Save the Children have also been designated Co-Lead Agencies of the Pakistan Education Cluster. The present Memorandum of Understanding outlines the modalities for the co-lead arrangement.

2. TIME FRAME

The timeframe of this MoU is one year, from 14 December 2010 to 13 December 2011. The agreement may be extended with the consent of both co-lead agencies.

3. AIM OF EDUCATION CLUSTER

The aim of the Cluster Approach at country-level is to:

".....strengthen humanitarian response by demanding high standards of predictability, accountability and partnership in all sectors or areas of activity. It is about achieving more strategic responses and better prioritization of available resources by clarifying the division of labour among organizations, better defining the roles and responsibilities of humanitarian organizations within the sectors, and providing the

¹ IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response, 24 November 2006

² IASC Ad Hoc Principals Meeting "Strengthening Humanitarian Response", 12 September 2005, New York, Final Summary Record and Action Points

Humanitarian Coordinator with both a 'first point of call and provider of last resort' in all the key sectors or areas of activity."³

As set out in the IASC's Generic Terms of Reference for Sector/Cluster Leads at the Country Level the two the Co-Lead Agencies are accountable to the Humanitarian Coordinator in Pakistan, facilitating a well-coordinated, coherent and strategic education-in-emergencies response in Pakistan and ensuring the following:

- 1) Inclusion of key humanitarian partners, particularly Pakistani organisations, respecting their mandates and programme priorities,
- 2) Establishment and maintenance of appropriate humanitarian coordination mechanisms, ensuring coordination with national/local authorities, State institutions, local civil society and other relevant actors,
- 3) Utilization of participatory and community-based approaches in needs assessment, analysis, planning, monitoring and response,
- 4) Promotion and application of relevant human rights conventions and internationally recognised standards of good practice in education responses to emergencies and early recovery (i.e. *INEE Minimum Standards for Education in Emergencies, Preparedness, Response and Recovery*), and coordinate and disseminate lessons learned within and between emergency responses,
- 5) Attention to priority cross-cutting issues (e.g. diversity/inclusiveness, gender, HIV/AIDS and human rights), i.e. ensure gender-sensitive programming and promote gender equality, ensuring that the needs, contributions and capacities of women and girls, as well as men and boys, are addressed,
- 6) Emergency preparedness, including adequate contingency planning and preparedness for new emergencies; i.e. develop and update annually Emergency Preparedness Plans (EPPs) at national, local and school level,
- 7) Ensure adequate monitoring and reporting and effective information sharing, with due regard for age and sex disaggregation,
- 8) Advocacy and resource mobilization: identify advocacy needs, resource requirements: i.e. advocate for donors to fund humanitarian actors to carry out priority activities,
- 9) Promote/support training of staff and capacity building of humanitarian partners; support efforts to develop capacity of national authorities and civil society,
- 10) Provision of assistance or services as a last resort (subject to access, security and availability of funding) to meet agreed priority needs and supported by the HC and ERC in resource mobilization efforts.

At the **provincial level/hub level (wherever such presence is indicated by an emergency)**, the cluster system will be established with co-leads taking lead based on the presence and capacity of the respective agency. The provincial level cluster objectives remain the same as above.

The Emergency Education Cluster works in close collaboration with the Government of Pakistan to ensure a more coherent and effective response by mobilizing key stakeholders (including international agencies, INGOs and national NGOs) to respond in a strategic manner across all essential areas of activity related to preparedness and intervention for education in emergencies in Pakistan.

³ IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response, 24 November 2006

In Pakistan, the Education Cluster has developed specific Terms of Reference (ToR) for the Cluster, outlining roles and responsibilities (Please see Annex 1)

4. ROLES AND RESPONSIBILITIES

Principles of Partnership

As Co-Lead Agencies of the Pakistan Education Cluster UNICEF and Save the Children will work together according to the Principles of Partnership as endorsed by the Global Humanitarian Platform (12 July 2007). (Please see Annex) These are:

Both agencies will work together to meet the accountabilities of country-level lead agencies as set out in relevant IASC guidance such as the IASC's "Generic Terms of Reference for Sector/Cluster Leads at the Country Level" and in the "Joint Letter Cluster Lead Agencies to their Directors/Representatives at Country Level". Both Co-Lead agencies are accountable to the Humanitarian Coordinator for the effective functioning of the Pakistan Education Cluster.

Staffing and Resourcing

Both Co-Lead Agencies agree to appoint one staff member each as Cluster Co-lead for the Education Cluster in Pakistan. These Cluster Co-leads will ensure appropriate development, and management of the Education Cluster in Pakistan, in close collaboration with the Ministry of Education and other stakeholders.

The Cluster Co-Leads and Information Management Officer are employed by their respective agencies and on the terms and conditions of the respective agency. Each Co-Lead Agency is responsible for meeting the costs related to the staff responsible for cluster coordination subject to availability of funding. Each Co-Lead Agency is responsible for providing all necessary equipment and transport for their employee to effectively and efficiently perform their functions.

Management and Reporting Lines

The Cluster Co-Leads will report to, and be line-managed by their respective agency. The Cluster Co-leads shall together prepare and submit bi-annual cluster reports to the UN Humanitarian Coordinator. The Cluster Co-leads also provide talking points to the Heads of their respective Agencies for the Humanitarian Country Team meetings.

Working Practices

To fulfill the joint responsibilities of the Education Cluster, it is necessary for the Cluster Co-leads to work as closely together as required for the effective functioning of the cluster and according to the Principles of Partnership.

As set out in the "Joint Letter from Cluster Lead Agencies to their Directors/Representatives at Country Level", it is of utmost importance to the cluster approach that the Cluster Co-leads both act as, and are perceived as, neutral, impartial and fair representatives of the cluster as a whole, rather than as representatives of their particular agency. Both Co-Lead Agencies agree that only in exceptional cases, and where no other alternative exists, is it viable for the Cluster Co-leads to also represent their agency as well as the Education Cluster. In these circumstances it must be made clear that the Cluster Co-lead is representing an individual agency's perspective. This dual responsibility will be reflected in their job descriptions and performance appraisals.

Both Cluster Co-leads are however, allowed flexibility as may be necessary to maintain close links with their respective agencies, including attending agency-specific meetings, as long as this does not interfere with their Cluster Coordination responsibilities. Cluster responsibilities shall normally be given priority over agency's priorities.

Detailed responsibilities for Cluster Co-leads will be reflected in the work plan.

5. PAKISTAN EDUCATION CLUSTER TERMS OF REFERENCE AND WORK PLAN

An Education Cluster work plan covering the period until 31 December 2011 has been developed by both co-lead agencies, see Annex C. The work plan will be reviewed and updated on a regular basis as humanitarian circumstances in Pakistan dictate.

The Cluster Co-leads are responsible for the implementation of the agreed work plan, and are required to collaborate on all main tasks in the work plan. Many tasks require the attention of both Cluster Co-leads however; some main activities will be assigned according to each agency's relative strength and experience.

6. PROVIDER OF LAST RESORT

UNICEF and Save the Children share the responsibility of "Provider of Last Resort" (*see IASC Operational Guidance on the Concept of provider of last Resort*). With this responsibility, both agencies commit themselves to ensure the provision of education-in-emergencies services throughout Pakistan to address critical unmet gaps, provided there is access, security allows and adequate funding is available. However in case of lack of access, security or funding the two agencies through the cluster approach will advocate for the provision of education-in-emergency services in the affected areas.

7. REVIEW OF THE MoU

This MoU may at any time be reviewed by the management of the two Co-Lead Agencies, based on developments of the security situation, humanitarian needs, funding etc. The MoU will, on a six monthly basis, be reviewed by the management of the two Co-Lead Agencies, with a view to both performance and impact of the Education Cluster and the co-leadership arrangement.

8. SECURITY

The Cluster Co-leads will at all times follow the security and safety guidelines and procedures of their respective agencies.

9. DISPUTE RESOLUTION

This MoU is based on a mutual commitment to open communications and a desire to see any potential disagreements resolved as quickly as possible.

Issues that cannot be resolved at these meetings will be brought to the attention of the UNICEF Country Representative and Save the Children Country Director for resolution. In the event that a major disagreement remains after this process, both parties agree to seek reconciliation through the involvement of a mutually acceptable external facilitator.

In the event that a final resolution of issues is not possible, leading to either agency no longer wishing to remain as co-lead, a notice period of three months will be given to terminate the MoU, in order to allow for due transition processes to take place.

Any significant disagreement between the Cluster Co-leads shall be resolved by the management of both co-lead agencies.

ANNEXES

- a. Terms of Reference for the Education Cluster in Pakistan
- b. Principles of Partnership: A Statement of Commitment – Endorsed by the Global Humanitarian Platform, 12 July 2007
- c. Pakistan Education Cluster Work Plan 2011
- d. Education Cluster Capacity Mapping Sheets – UNICEF and Save the Children
- e. Inter Agency Standing Committee, Operational Guidance on the Concept of “*Provider of Last Resort*”
- f. Inter-Agency Standing Committee (IASC) Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response (24 November 2006)
- g. IASC Generic Terms of Reference for Sector/Cluster Leads at the Country Level
- h. Joint letter from Cluster Lead Agencies to their Directors/Representatives at Country Level

Signed:

*Pascal Villeneuve
UNICEF, Country Representative
Date: 14/12/2010*



*David Wright
Save the Children, Country Director
Date: 14/12/2010*

