

## BANGLADESH: APPLICATION FOR ACCELERATED FUNDING

### For Decision

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#### 1. STRATEGIC PURPOSE

1.1 The purpose of this paper is to request the Grants and Performance Committee (GPC) to approve the Accelerated Funding Request from Bangladesh.

#### 2. RECOMMENDED DECISION

2.1 The Secretariat requests that the GPC approve the following decision:

**GPC/2018/09-XX— Bangladesh Accelerated Funding Request:** The Grants and Performance Committee in its delegated authority from the Board of Directors approves the Accelerated Funding proposal from Bangladesh in the amount of US\$8,332,407 as described in Annex 3 to GPC/2018/09 DOC 02 plus an additional US\$ 583,268 in Agency Fees to UNICEF as Grant Agent.

#### 3. BACKGROUND

3.1 The Global Partnership for Education's (GPE) Guidelines for Accelerated Support in Emergency and Early Recovery Situations (Guidelines for Accelerated Funding) allows for countries to access up to 20 percent of the Maximum Country Allocation (MCA) under a streamlined approval process if it meets the eligibility requirements in the Guidelines for Accelerated Funding.

3.2 The proposal is to provide educational support to Rohingya children and youth who have sought refuge in Cox's Bazar area in Bangladesh, as well as to vulnerable children in the host communities. The requested amount to fund this includes US\$ 8.33 million of the initial US\$100 million MCA for Bangladesh for the 2014-2018 period. The funds were made available in December 2017 from the previous Education Sector Program Implementation Grant (ESPIG) for Bangladesh (US\$ 100 million), for which the World Bank was the grant agent. This portion of the grant was cancelled when some Disbursement Linked Indicators were not met, and the Government of Bangladesh agreed to the preparation of a request to re-allocate the funds to respond to the Rohingya crisis.

3.3 While it is unusual for an accelerated funding application to come after an ESPIG has already been approved, there is nothing that prevents this approach, and given the emergency response context and the selection of a new grant agent (UNICEF), the Secretariat deems it appropriate to treat this case as an Accelerated Funding request and to apply the Guidelines for Accelerated Funding to process this proposal.

3.4 This paper and its annexes present the accelerated funding request from Bangladesh, and the Secretariat assessment of Bangladesh's eligibility for accelerated funding for consideration by the Grants and Performance Committee.

#### **4. IMPLICATIONS FOR SECRETARIAT RESOURCES**

4.1 This proposal, if approved, will be treated as a separate project at the Secretariat and will need appropriate level of monitoring. The Secretariat country lead for Bangladesh will be overseeing the monitoring of the project.

#### **5. NEXT STEPS**

5.1 Should the Committee approve the request for accelerated funding, the Secretariat will communicate the decision to the country.

**6. PLEASE CONTACT:** Daisuke Kanazawa at [dkanazawa@globalpartnership.org](mailto:dkanazawa@globalpartnership.org) for further information.

#### **7. ANNEXES**

Annex 1: Summary information on the Accelerated Funding Proposal

Annex 2: Secretariat Final Readiness Report for the Accelerated Funding Proposal

Annex 3: Accelerated Funding Proposal

## ANNEX 1

### SUMMARY INFORMATION ON BANGLADESH'S ACCELERATED FUNDING PROPOSAL

OVERVIEW	
Country:	Bangladesh
Grant agent(s):	UNICEF
Coordinating agency(ies):	USAID
Period of the TEP/ESP (if available) <sup>1</sup> :	N/A
Estimated ESPIG application date (if known):	TBD
Program name:	Leaving No One Behind: Education for girls and boys of Rohingya refugees and host communities in Cox's Bazar district of Bangladesh
Total ESPIG amount:	\$100 million (approved in May 2015)
Accelerated Funding amount requested (up to 20% of MCA):	\$8,332,407
Agency fees (amount):	\$583,268
Agency fees as % of total Accelerated Funding requested:	7%
Accelerated Funding application date:	8/13/2018
Estimated Accelerated Funding program start date:	10/1/2018
Estimated Accelerated Funding program closing date (must be last day of the month, e.g. June <b>30</b> , 2019):	9/30/2020
Expected submission date of completion report (At the latest 6 months after program closing date):	3/31/2021

<b>Grant modality</b> - (please enter 'X')	<input type="checkbox"/>	Sector Pooled
	<input type="checkbox"/>	Project Pooled/ Co-financed
	<input checked="" type="checkbox"/>	Project/ Stand-alone

<sup>1</sup> TEP/ESP is not a requirement of Accelerated Funding.

## Quality Assurance Review – Phase 3

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Program name: Leaving No One Behind: Education for girls and boys of Rohingya refugees and host communities in Cox's Bazar  
Proposed Grant Amount: US\$ 8.33 million  
reallocated from the ESPIG US\$100 million  
Implementation period: two years  
Projected implementation start date: October 1, 2018  
Grant Agent: United Nations Children's Fund (UNICEF)

### 1. INTRODUCTION

This is a proposal to provide educational support to Rohingya children and youth who have sought refuge in Cox's Bazar area in Bangladesh, as well as to vulnerable children in the host communities. For this purpose, the proposal is to allocate US\$ 8.33 million cancelled in December 2017 from the previous Education Sector Program Implementation Grant (ESPIG) for Bangladesh, for which the World Bank was the grant agent<sup>1</sup>.

Given the emergency response context and the selection of a new grant agent, the Secretariat deems it appropriate to apply the Guidelines for Accelerated Support in Emergency and Early Recovery Situations to process this proposal. Per the Guidelines on Accelerated Support, the GPE Grants and Performance Committee is authorized to approve the proposal.

As per the guidelines, Bangladesh meets the three eligibility criteria for Accelerated Support:

- 1. The country is eligible for education sector program implementation (ESPIG) grant funding.** An ESPIG of US\$ 100 million was approved by the GPE Board in May 2015 to support the implementation of the Third Primary Education Development Program (PEDP3) of Bangladesh.
- 2. The country is affected by a crisis for which a humanitarian appeal has been launched and published by the UN Office of Coordination for Humanitarian Affairs, with education as a part of that appeal.** The Humanitarian Response Plan 2017 and the Joint Response Plan (JRP)<sup>2</sup> launched on March 16, 2018 were drawn up and released by the humanitarian community with close engagement of the Government in Bangladesh. In Cox's Bazar, Bangladesh, the humanitarian response to the influx of Rohingya refugees from Myanmar continues to be coordinated by the Inter-Sector Coordination Group (ISCG) which is led by the International Organization for Migration (IOM) and the UN Refugee Agency (UNHCR).<sup>3</sup>
- 3. The country is able to demonstrate that GPE funds will not displace government**

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<sup>1</sup> An ESPIG of US\$ 100 million was approved by the GPE Board in May 2015 to support the implementation of the Third Primary Education Development Program (PEDP3) of Bangladesh. The grant was co-financed by a US\$ 400 million World Bank IDA loan and managed through a pooled funding mechanism in which eight other donors participate. In December 2017, an amount of US\$ 8.33 million was cancelled as a result of failure of the program to meet several disbursement linked indicators by the agreed date. The grant closed in June 2018.

<sup>2</sup> See <https://reliefweb.int/report/bangladesh/jrp-rohingya-humanitarian-crisis-march-december-2018-0>

<sup>3</sup> See <https://www.unocha.org/rohingya-refugee-crisis>

**and/or other donor funds, but will be in addition to other resources.** The proposal demonstrates the additionality of the GPE funds. Current available funding provides support to 142,000 children. GPE's support will provide support to an additional 76,000 children and youth.

Given the severity of the situation, the proposed program period in this case is for two years. The planned expenses for the second year are mainly for running costs of the learning centers established in the first year. This provision is due to government funds not being available to cover running costs of these centers in camps, since these are outside the government system.

## 2. BACKGROUND

### 2.1. EMERGENCY SITUATION

Bangladesh is a lower middle-income country located in South Asia. Its human development index ranks at 139 out of 188 countries<sup>4</sup>. Since August 25, 2017, there has been a massive influx of Rohingya people who have fled into Bangladesh due to intensified violence in northern Rakhine State of Myanmar. As of July 5, 2018, an estimated 706,000 people have entered Bangladesh since the beginning of this newly intensified violence<sup>5</sup>. Over more than forty years, sporadic violence and persecution in Rakhine State has forced Rohingya people into Bangladesh. As of August 25, 2017, around 33,000 people were registered as refugees and accommodated in refugee camps, more than 55,000 undocumented Rohingya lived in makeshift camps, and an estimated 300,000 - 500,000 lived scattered across Cox's Bazar District-one of the least developed districts in Bangladesh<sup>6</sup>. Together with people in host communities in Cox's Bazar who are negatively impacted from the influx, an estimated 1.3 million people are now in need of humanitarian support<sup>7</sup>.

Based on the National Strategy on Myanmar Refugees and Undocumented Myanmar Nationals developed by the Government of Bangladesh (GOB) in 2013, a National Task Force (NTF) was established to provide oversight and strategic guidance to the response from the Government. The NTF is chaired by the Ministry of Foreign Affairs and includes 22 ministries and entities,<sup>8</sup>. Since the influx, the GOB has kept the border open and has led the humanitarian response. The Refugee Relief and Repatriation Commissioner (RRRC), under the Ministry of Disaster Management and Relief, is assigned for operational coordination for the affected population. The UN Resident Coordinator, IOM and UNHCR have been leading coordination among humanitarian aid providers.

The Humanitarian Response Plan 2017 was issued on October 3, 2017 to cover the period from September 2017 to February 2018. A total of 25 partners appealed for US\$ 434 million

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<sup>4</sup> [http://hdr.undp.org/sites/default/files/2016\\_human\\_development\\_report.pdf](http://hdr.undp.org/sites/default/files/2016_human_development_report.pdf), p.200

<sup>5</sup> Inter Sector Coordination Group: Situation Report: Rohingya Refugee Crisis, Cox's Bazar | 05 July 2018, p.2

<sup>6</sup> Program Document (PD), p.6

<sup>7</sup> JRP 2018, p.9

<sup>8</sup> JRP 2018, p.34

to provide humanitarian assistance such as shelters, food, water and sanitation, health, protection and education to 1.2 million people. It is reported that more than US\$ 320 million has been collected<sup>9</sup>. The second and latest appeal was issued on March 16, 2018 as the Joint Response Plan (JRP). The JRP covers the period from March to December 2018 and requests US\$ 950.8 million with 23 partners<sup>10</sup>.

In November 2017, the Governments of Bangladesh and Myanmar signed an arrangement on the repatriation of Rohingya refugees / forcibly displaced Myanmar nationals. The first small group of returnees was planned to be sent back in January 2018, but the repatriation was postponed. The two governments are still in the process of identifying returnees and returning them to Myanmar amid grave concerns expressed by the international community.

## 2.2. EDUCATION RESPONSE

### Overview of the education emergency response

In March 2015 the national task force agreed to provide informal education for Rohingya children in makeshift settlements<sup>11</sup>. However, after the massive influx of additional refugees in August 2017, which put severe pressure on limited resources in the host communities, the GOB hesitated to include education support in its humanitarian operations to Rohingya children and youth in camps, for fear that such support could stimulate further influx of people. Safe and child-friendly spaces were established in camps, however, where children received protection and psychosocial care.

Nevertheless, as a result of a series of discussions with various partners, the GOB made a decision in December to provide "informal education"<sup>12</sup> to Rohingya children on the condition that they are taught in English and Burmese, not in Bangla, the national language and the medium of instruction of the mainstream education system. The Ministry of Finance responded with the reallocation of US \$8.33 million of unspent ESPIG funds.

To date, around 142,000 children aged 4 to 14 are learning in more than 1,100 learning centers in camps<sup>13</sup> but a total of over 620,000 children and youth aged 3 to 24 are in need of education services. It is estimated that around 20% of the total Rohingya and host community populations are youth between the ages of 15-24 and that they are seriously underserved<sup>14</sup>.

### Overview of the Education System in Bangladesh and the situation in Cox's Bazar

Bangladesh's education system caters to about 40 million students. Learning is offered through both formal and non-formal channels. The formal education system consists of pre-primary (for

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<sup>9</sup> <https://www.rfa.org/english/news/myanmar/myanmar-agrees-to-un-plan-for-repatriating-rohingya-refugees-03302018161152.html>

<sup>10</sup> JRP 2018, p.38

<sup>11</sup> PD, p.9

<sup>12</sup> According to current government policy, Rohingya children are not included in the formal and non-formal education established in Bangladesh, and thus beneficiaries of "informal" services.

<sup>13</sup> Cox's Bazar Education Sector Presentation updated on August 1, 2018, Slide 2

<sup>14</sup> PD, p.10

5 year-olds), primary (Grade 1-5), secondary (Grade 6-12), technical-vocational education and training, and tertiary education. Currently, education up to Grade 5 is free and compulsory. There are two ministries sharing the responsibility for the management of the education system: the Ministry of Primary and Mass Education (MoPME) is responsible for primary education (Grade 1–5) through the Directorate of Primary Education (DPE); and the Ministry of Education (MoE) oversees secondary education (Grade 6–12), technical and vocational education and training, higher education, madrasah and other religious schools. MoE provides overall policy guidance and oversight while the Directorate of Secondary and Higher Education (DSHE) is the main implementing agency for secondary education sector activities. The National Curriculum & Textbook Board (NCTB) under the MoE is responsible for the development of curriculum and production and distribution of textbooks for all the levels of education.

Cox's Bazar District is located in the southernmost part of Bangladesh and has a population of 2.2 million<sup>15</sup>. This district has some of the lowest levels of primary education access and completion in the country. Gross and Net Enrolment Rates in primary education in 2016 were 78.2% and 71.9% respectively in this district, the lowest in the country, compared to the national averages of 112.1% and 98.0%<sup>16</sup>. The survival rates to Grade 5 were 64.3% for boys and 80.6% for girls, against the national averages of 78.6% and 85.4%, respectively.<sup>17</sup>

The huge influx of people fleeing Myanmar has had negative impacts on the environment as well as a reported increase in crime and security-related threats.<sup>18</sup> The influx has put additional pressure on health services and food security, nutrition and the local economy<sup>19</sup>. Notably, the influx of resources and humanitarian activities supporting the refugee camps has "created a sense of deprivation amongst the local population, who are also deprived and struggling". As an immediate impact, school attendance rates of children, especially girls, are falling and drop-out rates are increasing across the district<sup>20</sup>.

### Coordination

In Dhaka, UNICEF, UNHCR and Save the Children have been leading the coordination on education support to Rohingya refugees and their host communities through the local education group called Education Local Consultative Group (ELCG). At this level, the coordination focuses on technical issues such as developing a learning competency framework and advocacy for/ engagement of the central government in strategic planning and monitoring. Formally, the ELCG is chaired by the MoPME. The co-chair role is currently performed by USAID. The ELCG members include other government bodies including MOE, a number of development partners and civil society organizations. In practice, the MoPME is seldom present to chair the meetings, nor have other government bodies participated in recent years. For consensus building, government bodies are therefore consulted separately.

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<sup>15</sup> Census 2011

<sup>16</sup> Final Draft of Annual Sector Performance Report 2017, p.88

<sup>17</sup> Final Draft of Annual Sector Performance Report 2017, p.112

<sup>18</sup> PD, p.9

<sup>19</sup> JRP 2018, p.16

<sup>20</sup> PD, p.9

Coordination in Cox's Bazar is facilitated by Save the Children. The education coordination group in Cox's Bazar is part of the Inter-Sector Coordination Group facilitated by IOM and UNHCR and have as focus the day-to-day operations related to implementation of interventions, ongoing coordination, and exploring further aid needs. The District Education Office (DEO) in Cox's Bazar has so far been well updated on the humanitarian situation in the camps and engaged in activities to support host communities. As this program was approved by the central government, local DEO and upazila (sub-districts) offices are expected to be involved in activities in camps.

At the global level, key partners have been in frequent dialogue on coordination and curriculum/language issues. As part of these efforts to facilitate harmonized collaboration and approaches among existing and potential donors and aid agencies, the GPE Secretariat convened a meeting in February 2018 with donors and development agencies including UNICEF, UNHCR, World Bank, International Rescue Committee, and the Secretariat of Education Cannot Wait (ECW). Partners agree that harmonizing support is critical and that further dialogue is needed around a coherent approach and longer-term perspective on language of instruction and curriculum.

### **Financing**

The Joint Response Plan (JRP) 2018 estimates US\$ 47.5 million will be required for education response in 2018. Of this, a total of US\$ 15.4 million has already been mobilized, not including the present proposal, leaving US\$ 32.1 million as the current funding gap<sup>21</sup>.

## **3. SUMMARY OF THE APPLICATION AND ITS ASSESSMENT**

### **3.1 PROGRAM DESCRIPTION**

This program is designed to achieve the following three strategic objectives stipulated in the JRP 2018: 1) Provide immediate access to equitable learning opportunities in a safe and protective environment to crisis-affected refugee and host community children and youth (ages 3-24 year old); 2) Improve quality of teaching and learning for refugee and host community children and youth, aligned with MoE and MoPME and Education Sector standards, and increase teaching-related professional development opportunities; and 3) Increase refugees and host community participation and engagement in children's education.

The proposed program aims at directly supporting (1) 76,000 children and youth (50% girls) affected by the crisis to have access to education opportunities and supplies and be able to learn in a safe and protective environment, (2) 2,000 newly recruited teachers and education stakeholders with strengthened capacity to support learning and psychosocial wellbeing of children in difficult life circumstances and crisis environment, and (3) Cox's Bazar District and upazila education officers with strengthened capacity to provide equitable and quality education to all including evidence-based decision making in education.

As the JRP targets support to 529,000 children, the proposed GPE-financed program would

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<sup>21</sup> PD, p.18

cover 15% of the JRP targets. Among the beneficiaries, 70% are in camps and 30% are in host communities.

Major interventions and expected outputs are as follows:

Component/outcomes	Description	Major outputs
Outcome 1: Improved access to education	Set up and operate learning spaces for children and youth in camps and host communities	<ul style="list-style-type: none"> <li>• 300 new learning spaces with WASH facilities set up in camps</li> <li>• 10,000 adolescent and youth (15-18 years old) provided with education programs</li> <li>• at least 100 classrooms in government-supported schools in host communities newly constructed and/or rehabilitated with WASH facilities.</li> </ul>
Outcome 2: Improved quality of education	Strengthen capacity of teachers and education stakeholders to support children's learning and psychosocial wellbeing in the crisis environment (in camps and host communities)	<ul style="list-style-type: none"> <li>• 325 additional teachers recruited and paid to staff newly established learning spaces</li> <li>• a total of 2,000 teachers trained on newly developed learning framework (only for those in camps) and on inclusive education, life-saving information and basic psychosocial support.</li> <li>• Learning Framework and teaching/learning materials finalized</li> <li>• 85,000 packages of teaching and learning materials procured and distributed in camps.</li> </ul>
Outcome 3: Strengthened systems for management, monitoring and evaluation	Strengthen capacity of Cox's Bazar District to provide equitable and quality education to all including evidence-based decision making in education	<ul style="list-style-type: none"> <li>• 137 public schools receiving school improvement grants (US\$ 2,000 per each).</li> <li>• District education authorities supported by one national consultant for the project implementation.</li> <li>• education staff trained on results-based management.</li> <li>• Six education offices equipped with electronic devices such as laptops and internet for EMIS data collection.</li> <li>• monitoring &amp; evaluation, program communication, coordination</li> </ul>

Program budget summary:

	Year 1	Year 2	Total Amount US\$	% of total
<b>Outcome 1: Improved access to education</b>	<b>2,417,000</b>	<b>2,560,000</b>	<b>5,067,000</b>	<b>60.8%</b>
Output 1.1. Improving access in the refugee camps	1,917,000	-	1,917,000	
Output 1.2. Education programs for adolescents and youth	-	650,000	650,000	
Output 1.3. Improving access in the host communities	500,000	2,000,000	2,500,000	
<b>Outcome 2: Improved quality of education</b>	<b>1,430,000</b>	<b>780,000</b>	<b>2,210,000</b>	<b>26.5%</b>
Output 2.1: Teacher Management and Training	1,000,000	780,000	1,780,000	

Output 2.2: Standards, Learning Framework Materials	430,000	-	430,000	
<b>Outcome 3: Strengthened systems for management, monitoring and evaluation</b>	<b>391,000</b>	<b>357,000</b>	<b>748,000</b>	<b>9.0%</b>
Output 3.1: Systems strengthening at the decentralized level	291,000	157,000	448,000	
Output 3.2: Coordination, communication and program monitoring and evaluation	100,000	200,000	300,000	
<b>Program Management and Supervision</b>	<b>153,703.5</b>	<b>153,703.5</b>	<b>307,407</b>	<b>3.7%</b>
<b>GRAND TOTAL</b>			<b>8,332,407</b>	
<b>Agency fee</b>			<b>583,268</b>	<b>7.0%<sup>22</sup></b>

### 3.3 ASSESSMENT OF THE PROGRAM DOCUMENT

In March 2018, the Secretariat conducted a Quality Assurance Review (QAR) II assessment of the draft program document in accordance with the Accelerated Support requirements and the ESPIG program quality standards. The final proposal has addressed the main points raised in the QAR II – including addition of a detailed implementation timeline and updated results framework, as well as additional information on coordination with the GOB at district and upazila levels.

Upon reviewing the final proposal, the Secretariat verifies that the proposal meets the Accelerated Support requirements as below:

- a. **The proposal must be based on the Education Cluster’s emergency needs assessment and/or an assessment of early recovery needs:** the proposed program is fully in line with the country’s Joint Response Plan (JRP) 2018 issued in March 2018,
- b. **The proposal must provide information on the sources of financing for other emergency and early recovery activities planned and information demonstrating that GPE funds will not displace government or other donor funding:** the proposal demonstrates the full additionality of the GPE funds in the number of beneficiaries as well as financing and that it will be complementary to planned funding from Education Cannot Wait and the World Bank, and;
- c. **The proposal must contain an operational plan indicating activities, budgets, implementation strategies and a description of how activities will be sub-contracted to other organizations as appropriate:** operational arrangements are clearly described as indicated in the ESPIG program quality standards.

In addition, the Secretariat assessment of the proposed program based on the ESPIG quality program standards is summarized below.

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<sup>22</sup> UNICEF has changed their agency fee rate at the global level from 8% to 7% with retroactive application as of January 2018.

## Program Design

The program design is deemed appropriate. The program responds to all of the three strategic objectives of the JRP 2018. The program is **based on the needs assessment of the JRP 2018** and fills educational needs of 529,000 persons targeted in the JRP 2018 by reaching 78,000 persons including 2,000 teachers. The program preparation has also addressed the lack of a common learning competency framework and approach through having established it with the government and development partners in a participatory manner. The program contributes to the expansion of humanitarian operations by increasing education coverage from 142,000 children to 218,000 children and youth (3-18 years old), demonstrating **the additionality of the GPE funds**.

The interventions in the program are guided by the Inter-Agency Network for Education in Emergencies' (INEE) minimum standards<sup>23</sup> and their contextualized version for Bangladesh<sup>24</sup>. The program has a strong results chain with the three JRP objectives supported by a series of interventions including establishing new learning spaces in camps, recruiting additional teachers, training of new and existing teachers according to the new learning competency framework and materials, supporting host communities including constructing/rehabilitating classrooms and strengthening the government capacity in the district. It is noteworthy that Rohingya mother tongue will be used for verbal instruction in learning centers in camps while English and Burmese will be taught as subjects and used in written instructions. At this point, this is considered the best arrangement given that the GOB has not agreed to the use of Bangla. It is also noteworthy that the program will support 10,000 adolescents and youths (15 - 18 years old) – a population that has received little support.

The proposed program period is for two years. Given the dependency on external resources for operating learning activities for Rohingya refugees, as this is outside the formal education system of Bangladesh, the planned expenses for the second year are mainly for running costs of the learning centers established in the first year.

The program reflects GPE's strategic goals and country level objectives including Strategic Goal 2 (increased equity, gender equality and inclusion) and Strategic Objective 3 (GPE financing efficiently and effectively supports the implementation of sector plans focused on improved equity, efficiency and learning) – noting that in this circumstance the JRP is currently the plan in use for the target population.

## Program Budget

A detailed annualized budget is provided for each activity, output, outcome and for total costs. Unit costs indicated for respective items in the budget follow UNICEF's past program implementation and are deemed by the Secretariat as reasonably justified. The costs for construction and teacher salaries rose considerably between the time when the QAR II was conducted in March 2018 and the time of application in August 2018. The amount requested by the grant agent for program management and supervision is 3.7 percent of the total amount (or US\$ 307,407), which is reasonable for such a program and considerably lower than similar

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<sup>23</sup> Inter-Agency Network for Education in Emergencies (INEE), <http://www.ineesite.org/en/minimum-standards>

<sup>24</sup> PD, p.11

GPE-financed programs.

### **Results Framework**

The program document includes a program results framework indicating expected impact, outcomes, and outputs with their baselines and targets. The program document also provides additional detail on program beneficiaries, including by level of schooling, gender, and refugee /host community status.<sup>25</sup>

### **M&E**

M&E arrangements are well described and place a significant emphasis on UNICEF support for all aspects of supervision including: programmatic visits, spot checks and financial audits which are executed by UNICEF staff<sup>26</sup>. It is clearly explained how UNICEF will monitor implementation partners through individual project cooperation agreements. As for the GOB, Directorate of Primary Education, Directorate of Secondary and Higher Education and their field offices will support periodic monitoring and will advise on adjustment to implementation strategies<sup>27</sup>. Program baseline survey, mid-term and final evaluations and research on learning outcomes (impact evaluation) will be conducted by UNICEF.

### **Fiduciary, Implementation Arrangements and Readiness**

Implementation arrangements are clearly described. Interventions in camps will be implemented through implementing partners who are mainly national non-government organizations. Interventions in the host communities will be executed by maximum use of country systems as was done in the PEDP 3<sup>28</sup>. UNICEF signs annual work plans with Director of Primary Education (DPE) and Directorate of Secondary and Higher Education (DSHE) and such plans will serve as a basis for direct cash transfer during the program implementation. The Local Governance Engineering Department and Department of Publish Health Engineering will be responsible for the implementation of civil works within the host communities.

With regards to implementation readiness, major interventions planned in this program are already ongoing through other funds and it is therefore assumed that implementation can begin immediately upon disbursement. The program provides an implementation timeline, including for program preparation such as ongoing site identification and teacher selection, demonstrating implementation readiness.

Fiduciary arrangements are clearly articulated. Funds to implementing partners including government entities will be transferred according to Program Cooperation Agreements for implementing partners in camps and Annual Work Plans for the government entities in host communities, in compliance with the Harmonized Approach to Cash Transfer (HACT).

Reporting arrangements are also articulated. Internal reporting on progress will be done

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<sup>25</sup> PD, p. 15

<sup>26</sup> PD, p.20

<sup>27</sup> PD, p.19

<sup>28</sup> PD, p.14

monthly using the visit reports from UNICEF teams together with inputs from implementing partners and feedback from other sectors/observations as appropriate.

### Risk Identification and Mitigation Measures

There is an appropriate risk identification matrix as summarized below. External risks, fiduciary risks and capacity risks including security deterioration, funding shortage, low implementing partners capacity, land shortage, delays in procurement and civil works, natural disasters and poor coordination are identified and mitigation measures of these risks are adequately described.

Risks	Probability	Impact on program	Key mitigation strategy
Deterioration of overall situation including security situation in Cox's Bazar	Medium	High	<ul style="list-style-type: none"> <li>UNICEF's organizational business continuity measures for carrying on the program at minimal scale at any moment.</li> <li>Working closely with UN Department of Security Services.</li> <li>Continuous high-level advocacy on the importance of education.</li> </ul>
External funding is not available/or sufficient to implement the program.	Medium	High	<ul style="list-style-type: none"> <li>Continuous appeals to donors including private sectors.</li> </ul>
Implementing partners' capacity to implement the program is low.	Medium	Medium	<ul style="list-style-type: none"> <li>Implementing partners assessed through UNICEF's HACT prior to the program initiation and capacity development included as part of the program implementation.</li> <li>For government partners, a number of measures to strengthen the systems for financial management and procurement already identified and to be taken by the fourth Primary Education Development Program.</li> </ul>
Land is not available for learning centers construction and there is a lack of community leaders who support the provision of education.	High	High	<ul style="list-style-type: none"> <li>Alternative arrangements for education including using other community spaces for learning.</li> <li>Continuous advocacy at the Inter Sector Coordination Group for more space allocation.</li> <li>Community mobilization and communication campaigns on the importance of education.</li> </ul>
Demand side for education from parents and primary caregivers is low	Low	High	
There could be major procurement delays, for example in contracting civil works, procuring and distributing textbooks, TLMs and other learning materials	Medium	High	<ul style="list-style-type: none"> <li>Using a mixture of off-shore and in-country suppliers as appropriate.</li> <li>Standardized sets of education supplies made available in stock in Copenhagen</li> <li>For local procurement, long term agreements (LTAs) made for awarding contracts without announcing bidding.</li> </ul>
Civil works may be delayed or resources lost due to corruption or other rent seeking behaviors	Medium	High	<ul style="list-style-type: none"> <li>UNICEF's Supplies and Construction units full responsible for contracting of contractors using established</li> </ul>

			processes.
Natural disaster risk in Cox's Bazar (cyclone and earthquake)	High	Low	<ul style="list-style-type: none"> <li>Disaster Risk Reduction element embedded in the proposed program.</li> <li>Emergency Preparedness and Response Plan (EPRP) for Cox's Bazar already developed.</li> </ul>
Child safeguarding measures are not in place or are not properly enforced	Low	High	<ul style="list-style-type: none"> <li>Child safeguarding policies to be observed by UNICEF, its implementing partners and teachers in learning centers and periodical monitoring conducted.</li> </ul>
Sustainability and continuity of education of Rohingya children is not ensured within repatriation agreement plan implementation efforts	Medium	High	<ul style="list-style-type: none"> <li>Learning framework for education of Rohingya children is designed to help children to reintegrate easily in case they repatriate.</li> <li>Multi-year programming linking with development interventions being discussed.</li> </ul>
Lack of coordination among humanitarian workers including with Government of Bangladesh may lead to ineffective use of resources and unnecessary tensions, which cause higher transaction costs and could lead to wasted resources	Low	High	<ul style="list-style-type: none"> <li>Engagement of Education Local Consultative Group (local education group) as a coordination platform in reinforce the existing coordination structures.</li> </ul>

### Sustainability

It is well noted that capacity strengthening of district offices for running the education system in the district are included in the program. Capacity strengthening is also expected at the central level through actively engaging MOPME, DPE and DSHE in formulating implementation strategies and approaches for humanitarian responses. Thus, over time, it is expected that the government will take on a stronger role in the humanitarian response.

### Aid Effectiveness

The proposed program is aligned with the JRP 2018 which was endorsed by the government. While camp interventions will be executed through UNICEF and its implementing partners, interventions in the host communities will be executed by maximum use of country systems as done in the PEDP3, which will avoid overlap/ duplication with interventions supported by national primary and secondary development programs. In terms of harmonization, it is not yet clear how monitoring and reporting will be harmonized with interventions funded by other funding sources. It is expected that such harmonization will be promoted through Cox's Bazar Education Sector and the ELCG.

Local education partners have been consulted and endorsed the application. After partners' endorsement in April 2018, the government including the MoPME, MoE and MoF reviewed the program proposal and expressed their concurrence in August 2018. The government concurrence includes the learning framework and approach, which is also expected to be used in programs supported by the World Bank (US\$ 25 million) and the ECW (US\$12 million). Thus, the proposed program will contribute to harmonization of incoming resources.

#### 4. CONCLUSION

Recognized as a humanitarian emergency, the influx of Rohingya children and youth seeking refuge in the Cox's Bazaar District poses challenges to host communities and is regarded as a matter of national security by the GOB. The proposed program, which would enable provision of education to the Rohingya refugees with official agreement by the GOB, can be regarded as an important milestone in securing Rohingya refugee children's right to education. Given high sensitivities, the program has been built on a carefully negotiated balance, particularly around curriculum and language, and thus seeks to offer the best possible interventions for which there is consensus at this time. Among partners, there is a clear tension between the urgency of providing support and the need to ensure that interventions fulfil the longer-term education rights of refugee children and youth, with the latter requiring more time and negotiation amid continuously evolving circumstances and negotiations between Myanmar and Bangladesh. Exploring ways to achieve an agreed longer-term perspective on language of instruction and learning certification will be a critical next step. However, given the circumstances, the partners request and the Secretariat recommends the immediate launch of the proposed program to address these urgent needs. The Secretariat recommends the GPC to consider a specific report-back on efforts to secure the longer term education rights of Rohingya refugee children.

In view of challenges in coordination among various actors for provision of educational support to the Rohingya population and their host communities, the Secretariat recommends the GPC to request the Coordinating Agency, the co-chair of the ELCG, to share quarterly updates on the number of people in need of educational support, the number receiving such support and the number not yet covered, as well as funds received against the total amount estimated in the Joint Response Plan. This would promote information sharing among implementing agencies and thus leverage coordination.

Based on its final readiness review, the Secretariat 1) deems the proposed program relevant in addressing the needs expressed in the Joint Response Plan; 2) confirms that the country context meets the eligibility requirements for Accelerated Funding; and 3) confirms that the program application meets the standards expected of Accelerated Funding proposals, as well as ESPIG program quality standards.