

Network Paper

In brief

- Conflicts and natural disasters take a heavy toll on education systems and deny generations the knowledge and opportunities that an education can provide. Of the 115 million primary-aged children not in school, one in three live in conflict-affected and fragile states. Millions more have no access to schooling because they live in areas affected by natural disasters.
- Although education is a basic human right, education in emergencies is only just beginning to be considered as a vital relief intervention. Education is often considered as a long-term development issue, and so struggles to be recognised as a critical area of emergency response. When it is included in emergency responses, interventions usually focus on the supply of school kits and other material or school feeding, interventions that, as stand-alone activities, do not provide for quality education.
- This paper presents the case for education as an essential humanitarian activity, and the INEE Minimum Standards as a tool for quality and accountability within those interventions. It sets out the preliminary implementation experience of the Minimum Standards, with a focus on pilot research in Uganda and Darfur; examines the lessons learned from having a Minimum Standards focal point in Pakistan; and presents key lessons learned to guide the provision of education in emergencies.

About HPN

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Standards put to the test

Implementing the INEE Minimum Standards for Education in Emergencies, Chronic Crisis and Early Reconstruction

Commissioned and published by the Humanitarian Practice Network at ODI

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Chapter 1

Introduction

*We had to leave behind all of our possessions. The only thing we could bring with us is what we have in our heads, what we have been taught – our education. Education is the only thing that cannot be taken from us.*¹

A refugee woman from Darfur, 2004

In times of war and natural disaster, children comprise an especially vulnerable group due to their dependence on adults and on their communities for survival. The threats they face go beyond the physical, to include psychological as well as social consequences, such as separation from their families or abduction or recruitment by fighting forces. At the same time, pre-existing threats, such as sexual or gender-based violence, labour exploitation or malnutrition and disease, may increase. Not only are large numbers of children killed and injured, but countless others grow up deprived of their material and emotional needs, including the structures that give meaning to social and cultural life. The fabric of their societies – their homes, health systems and religious institutions – are destroyed.

Education too suffers in emergencies. Conflicts and natural disasters take their toll on education systems and deny generations the knowledge and opportunities that an education can provide. Lack of education is not, of course, particular to conflict zones: over 115 million primary-aged children around the world are not in school. Poverty forces another 150 million to drop out of school after less than four years of education.² Attitudes about girls' education and the perceived relevance and quality of education can also influence drop-out rates. These problems are, however, particularly acute in countries affected by conflict and natural disasters. Of the 115 million primary-aged children not in school, at least 43 million – one in three – live in conflict-affected and fragile states.³ Millions more have no access to schooling because they live in areas affected by natural disasters. Yet education is a basic human right enshrined in the Universal Declaration of Human Rights, the Covenant on Economic, Social and Cultural Rights, the Convention on the Rights of the Child, the Geneva Conventions, the Refugee Convention and related Protocols, and the Guiding Principles on Internal Displacement, among others.

The primary mandate of relief organisations typically involves the direct provision of food, shelter, water and sanitation and health care. Under the current assumptions, attitudes and traditions that influence aid delivery,



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Students at school in Wedilon, Eritrea

education in emergencies is only just beginning to be considered as a vital relief intervention. Education is often considered as a long-term development issue, and so struggles to be recognised as a critical intervention in emergency response. When it is included in emergency responses, interventions usually focus heavily on the supply of school kits and other material or school feeding, interventions that, as stand-alone activities, do not provide for quality education.

This paper presents the case for education as an essential humanitarian intervention, and the INEE Minimum Standards as a tool for quality and accountability within those interventions. It sets out the preliminary implementation experience of the INEE Minimum Standards, highlighting the process globally as well as focusing on the challenges and lessons learned from initial pilot research in Uganda and Darfur. It also examines the lessons learned from having a Minimum Standards focal point in Pakistan, working to institutionalise the Standards both within one organisation, UNESCO, and the new humanitarian cluster system. Finally, the paper presents a number of lessons applicable to the wider humanitarian community, and describes the next steps for the implementation of the INEE Minimum Standards.

The case for education in emergencies

In many of the bleak and hopeless refugee and internally displaced camps around the world, experience shows that quality education has a preventive effect on recruitment by fighting forces, abduction and gender-based violence, and thereby serves as an important protection tool. Maternal

education is one of the strongest socioeconomic factors associated with children's survival; each year of a girl's schooling equates to a 5–10% reduction in infant death.⁴ Educated women and girls are better able to ensure that their children get the best education and medical care. They understand the value of good nutrition and lifestyles that provide physical, mental and emotional health. And education for all citizens is one of the best defences against sexual exploitation, child trafficking, child labour and the HIV/AIDS epidemic.

Against this background, the need for education provision in emergencies is crucial and irrefutable. Quality education in emergency situations accomplishes several life-saving and life-sustaining objectives, including providing a safe learning environment through which to effectively disseminate survival messages, such as information about the emergency, landmine safety or HIV/AIDS prevention. It serves as a key psychosocial intervention by restoring a sense of normality, dignity and hope by offering structured and supportive activities, and by providing social support through peer interaction. Education in emergencies also builds life skills that strengthen coping strategies, support conflict resolution and peace-building and facilitate future employment.

Despite the numerous benefits afforded by quality emergency education, the current gaps within the education sector are significant. First, there is a lack of standardisation of assessment and response to educational needs in crisis situations, which leads to varying levels of service delivery across different contexts. Second, delivery is *ad hoc*, with no standard mechanism to determine which agency or organisation should respond, or who should be responsible for particular activities. Third, government leadership in education is inconsistent and there is no agreement about how ministries and international actors should collaborate.

Despite the humanitarian community's devotion to and focus on assisting populations *in extremis*, there appears to be a level of insincerity when it comes to asking their opinion and respecting their response. Countless assessments of displaced populations, refugee leaders and community members specifically identify education and schooling as a priority need for their communities. Even during high-profile emergencies, recipients often identify schools as the priority intervention. In many cases, the demand by refugee leaders for children's education often exceeds requests for food, water, medicine and even shelter. For instance:

- During the famine in Afghanistan in the winter of 2001–2002, village leaders' requests for education were declined by aid groups in favour of food and other commodity distributions. Community leaders then asked that teachers be categorised as 'most vulnerable' for priority rationing of food parcels.
- During an assessment mission in Iraq in 2003, the International Rescue Committee (IRC) explored the feasibility of a small community grant programme for

displaced communities. Despite the austere and deprived circumstances that many of these displaced people found themselves in, communities consistently told the assessors that, if they were awarded a grant, they would use it to build a school.

- Many Chechens abruptly fled their homes in the early summer of 1999, when most children had only sandals on their feet. As winter approached, the IRC distributed a large consignment of children's boots in several displaced camps. During a follow-up visit to the camps when snow was on the ground, the IRC staff were perturbed to find children still barefoot or wearing sandals. Families readily produced the children's boots for inspection, but when asked why they were still in their original wrappers, the children explained that they were saving their new footwear for the first day of school.
- In May 2000, during a survey of displaced camps in the Moluccas Islands in Indonesia, people repeatedly cited schools as their communities' primary need, despite the lack of clinics, latrines, wells and other relief commodities.⁵

Assumptions, habits and a lack of information mean that the relief community does not accord education in emergencies the priority it should. In contemplating priorities of intervention, it is crucial to scrutinise the age-demographic of the populations that humanitarian aid workers serve. In most of the developing world, in particular Sub-Saharan Africa, up to half the population is under 18 years of age. The prevalence of young people is even more pronounced in forcefully displaced populations. A refugee or internal displacement camp is a young place, overwhelmingly populated by children. We cannot afford to ignore this reality in the design of relief programmes.

The INEE Minimum Standards

The Inter-Agency Network for Education in Emergencies (INEE)⁶ was established at the end of 2000. It is a global, open network of over 1,400 members representing international and national NGOs, UN agencies, donors, governments, academics and individuals from affected populations. A key priority of the network is the inclusion of education in all humanitarian response, and its advocacy and the combined work of its members have increased awareness of the critical life-saving and life-sustaining role that education plays in emergencies.

In March 2002, INEE members gathered in Paris to share common insights and challenges and chart the way forward for the network. Humanitarian agencies like CARE, the IRC, Save the Children, the Norwegian Refugee Council (NRC), UNHCR and UNICEF, which have all carried out emergency education programmes for children since the 1990s, shared lessons about the life-sustaining and life-saving nature of quality education. But they also shared their frustration with the lack of coordination of these efforts, limited funding, the absence of accepted good practice on which to base their interventions, and the need to link improved quality and accountability to advocacy.



Delegates at a Training of Trainers Workshop on the INEE Minimum Standards in Dakar, Senegal

The INEE Minimum Standards were designed to be an immediate and effective tool to promote protection and quality education at the start of an emergency, while also laying a solid foundation for post-conflict and post-disaster reconstruction. The establishment of universal standards that articulate the minimum level of educational service to be attained, along with indicators and guidance notes on how to reach these standards, serve as a common starting point – a common language and framework – to enable governments and humanitarian agencies to work together to ensure that the right to education is met. They hold the humanitarian community accountable for providing essential survival and life skills information, and for establishing

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INEE members looked at the Sphere Project as a model through which to mainstream education into humanitarian response, enhance levels of quality, access and accountability within emergency education programming and secure increased funding.⁷ While education was not included within the Sphere framework, INEE recognised the potential significance of standards for the sector. In 2003, 13 INEE member organisations established a Working Group on Minimum Standards. The Working Group facilitated a global consultative process to develop global education standards, involving over 2,250 individuals from more than 50 countries, including students and teachers, staff of NGOs, UN agencies, donors, governments and academics.⁸ In December 2004, INEE launched the resulting Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction, the first global tool to define a minimum level of educational quality in a manner that reinforces the right to life with dignity.

The INEE Minimum Standards are based upon and reflect the principles articulated in the UN Convention on the Rights of the Child, the Dakar Education for All framework and the Millennium Development Goals⁹ and the Sphere Project's Humanitarian Charter and Minimum Standards in Disaster Response. In addition to reflecting rights and commitments, the Standards constitute consensus on good practices and lessons learned across the field of education and protection in emergencies and post-conflict situations. They fall into five categories:

- Minimum Standards Common to all Categories:
 - Community Participation (Participation and Resources).
 - Analysis (Initial Assessment, Response, Monitoring and Evaluation).
- Access and Learning Environment.
- Teaching and Learning.
- Teachers and Other Educational Personnel.
- Education Policy and Coordination.

a safe and secure environment through sectoral linkages with, for example, health, water and sanitation, food aid and shelter, to enhance security and physical, cognitive and psychological well-being. As such, the INEE Minimum Standards complement and augment the Sphere Project's Minimum Standards in Disaster Response.

Implementation

At the launch of the Minimum Standards, at INEE's Second Global Inter-Agency Consultation on Education in Emergencies and Early Recovery in South Africa in December 2004, INEE pledged to move forward with the implementation of the Minimum Standards, facilitated by a newly constituted Working Group on Minimum Standards, in the same collaborative and inclusive spirit that guided the development of the Minimum Standards.¹⁰ Since the launch, more than 25,000 copies of the Minimum Standards Handbook have been distributed worldwide, and it has been translated into nine languages,¹¹ with more planned. INEE encourages members to promote and institutionalise the INEE Minimum Standards within their organisations and networks, and in the communities in which they work, and has developed promotional materials to help them do this (these materials are posted on the INEE website: www.ineesite.org/standards).

Feedback and documentation on the dissemination and implementation of the INEE Minimum Standards¹² show that they are being used in over 60 countries. They are framing and fostering inter- and intra-agency policy dialogue, coordination, advocacy and action. INEE members indicate that the Standards are particularly useful in relation to:

- Establishing a common framework, language and vision among stakeholders, including members of affected communities and governments.

- Assessment design and process, as well as analysis of education needs and capacities.
- Project monitoring and evaluation.
- Training and capacity-building to enhance education management and effectiveness, including strengthening the capacity and resilience of education ministries, educators and humanitarian agency staff.
- Advocacy to promote education as a priority response, including in emergencies.
- Policy formulation.
- Guiding holistic thinking and response.

For example, in the aftermath of the 2004 tsunami in Aceh, the International Rescue Committee and the Consortium for Assistance and Recovery towards Development in Indonesia used the INEE Minimum Standards to conduct a rapid and holistic needs assessment for emergency education and to plan a response to fill identified gaps. In Chad, UNICEF and its NGO partners have used the Standards to assist with decisions about codes of conduct for teachers and to assess the effectiveness of work plans. In Cambodia, the Ministry of Education, Youth and Sport has been using the Standards as an advocacy and capacity-building tool to further plans to achieve EFA goals. After Hurricane Stan in Guatemala in October 2005, CARE used the Minimum Standards while facilitating the formation of a group of teachers to help provide psychosocial and other support to local communities. The Canadian International Development Agency (CIDA) has used the Minimum Standards as both a reference document and an advocacy tool, resulting in a specific focus on education in emergencies within the Canadian government's International Policy Statement. USAID has used the Minimum Standards to help develop a tool to assess the role that education can play in fragile states.¹³

Capacity-building through training on the INEE Minimum Standards

Feedback in 2005 on the INEE Minimum Standards highlighted the need for staff to be familiar with the Standards through training, especially given high turnover rates in crisis situations. As a result, at the end of 2005 the INEE Working Group facilitated the development of modular training materials and, with the help of numerous INEE member organisations, is offering Training of Trainers (TOT) workshops. The training materials were piloted in Northern Uganda and Pakistan (NWFP/Peshawar and Islamabad) in late 2005, and are being used in INEE's regional TOT process in 2006 and 2007, involving ten regional workshops.

As part of the TOT application process, every graduate from an INEE TOT workshop undertakes to conduct a minimum of two training courses for managers and practitioners in education and emergency work within 12 months of completing the workshop. Consequently, over the next two years, some 250 UN, NGO and government trainers are

expected to train thousands of humanitarian workers, government representatives and educational personnel. As of October 2006, seven TOT workshops had been completed, and more than 30 follow-up training sessions on the Minimum Standards have been held as a result, with over 60 more planned for 2007. The willingness of humanitarian organisations to contribute staff time and resources to the workshops and follow-up training is testament to the growing awareness of the importance of education in emergencies, and the institutionalisation of the INEE Minimum Standards within humanitarian agencies.

Piloting, monitoring and evaluating the INEE Minimum Standards

Humanitarian organisations have been encouraged to pilot the INEE Minimum Standards, and reports documenting their use and impact in the field in recent crises are beginning to emerge. For example, in Aceh the IRC, Save the Children and UNICEF distributed the INEE Minimum Standards Handbook to their staff at the outset of the emergency response, and the framework acted as a guide to programme development within each agency, as well as facilitating coordination between agencies on the ground. The Handbook was translated into Bahasa Indonesian and distributed to the Aceh Provincial Ministry of Education. This facilitated acceptance of the Minimum Standards and their use as a common framework to promote coordination and quality programming.¹⁴ As described below, a focal point on the INEE Minimum Standards in Pakistan has taken on the institutionalisation of the Standards in both the earthquake response and internally within UNESCO.

The INEE Working Group has developed a three-tier plan to evaluate the Minimum Standards, using common indicators and performance measures, the results of which will feed into a future revision.

Tier One involves a qualitative and quantitative evaluation of the implementation and impact of the Minimum Standards, with baseline and endline measures. Case studies in Sudan and Uganda are described in Chapter 2. Tier Two, led by a team of consultants from InterWorks and Columbia and George Washington universities in the United States, draws upon Tier One methods and results and involves the distribution and analysis of an in-depth questionnaire on awareness, utilisation, institutionalisation and impact. Responses will be fed into a database that will allow for easy entry and analysis of the information, to determine dominant trends, applications and recommendations gleaned from the questionnaires. This analysis will inform a yearly report, which will be shared with INEE members, particularly donors, to inform advocacy on education in emergencies. The first report is expected in June 2007. Tier Three involves on-going self-evaluation by INEE members; the INEE Secretariat has received over 150 such feedback forms from users since March 2005.¹⁵

Chapter 2

Implementing the INEE Minimum Standards: case-study research in Sudan and Uganda

This chapter documents research into the implementation and impact of the INEE Minimum Standards in Darfur and Northern Uganda. As explained in Chapter 1, these studies represent the first stages of an evaluation process to determine whether and how the Standards are being utilised in a chronic crisis and an acute emergency, to identify the challenges to their implementation and, ultimately, to assess their impact. The baseline data from these studies will be built upon by future data collection, so as to establish an endline over the coming two years. Additional case studies are planned in Pakistan, the Thai/Burma border area and Colombia.



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Research protocol for the case studies

In October 2005, the INEE Minimum Standards Working Group, with assistance from the Women's Commission for Refugee Women and Children, Creative Associates International, Inc. and a consultant, developed a standardised research and evaluation plan, encompassing qualitative and quantitative methodologies and including guidelines on research uses and questions and technical tools on context analysis, research conceptualisation, data sources, data collection and data analysis.¹⁶

The principal research questions in evaluating the INEE Minimum Standards are: Are they being used? Are they having any impact? Can they be improved? More detailed research questions include:

1. *Awareness*: Are members and/or clients of organisations aware of the Standards? How did they learn about them?
2. *Utilisation*: Are the Standards being used? How? What factors facilitate or inhibit their use? Are some Standards used more, or used more intensively, than others? Why?
3. *Institutionalisation*: Have any Standards been institutionalised in the policies or procedures of an organisation?
4. *Impact*: What is the impact of the Standards on educational access? On education quality?

Researchers from the Women's Commission conducted a two-phase assessment of the INEE Minimum Standards in

Children playing, Gulu, Northern Uganda

Sudan, focusing on North and South Darfur, to establish a baseline on the awareness, utilisation and institutionalisation levels of implementation. Phase I of the assessment was conducted in November 2005 in Khartoum, North Darfur, focusing on El Fasher, and South Darfur, focusing on Nyala. The researchers interviewed Sudanese government officials (including education officials at national and local levels), international donor organisations, international NGOs, Sudan-based NGOs, teachers, heads of schools, camp education committee members and students. After the baseline data were gathered, the Women's Commission carried out two two-day training sessions, one in El Fasher and one in Nyala, for representatives from all of the above groups, to provide guidance on the use of the Minimum Standards. In Phase II, conducted in June and July 2006, the researchers collected further data in Khartoum and North and South Darfur, and also visited displacement camps in all three regions. In all, focus groups and individual interviews were conducted with more than 150 representatives of the Sudanese government, UN agencies, international and local NGOs, teachers, Parent Teacher Associations (PTAs) and camp members.

The field research in Uganda was conducted by Creative Associates International, Inc. through the USAID-funded Basic Education Policy Support Program. Initial research was carried out in March 2006 in Gulu, Lira, Soroti and Kampala, and the INEE Working Group is seeking funds for a second phase of work during 2007. As in Darfur, written and oral data were collected following the protocol

outlined in the INEE research plan. Oral testimony was collected through interviews with personnel from the Ministry of Education and Sports, international and national education organisations and Gulu University academic staff. The data were cross-analysed to identify emerging areas of commonality and divergence, with lessons learned noted and recommendations provided for next steps. Government policies and national implementation guidelines were reviewed, as well as existing research by other education organisations.

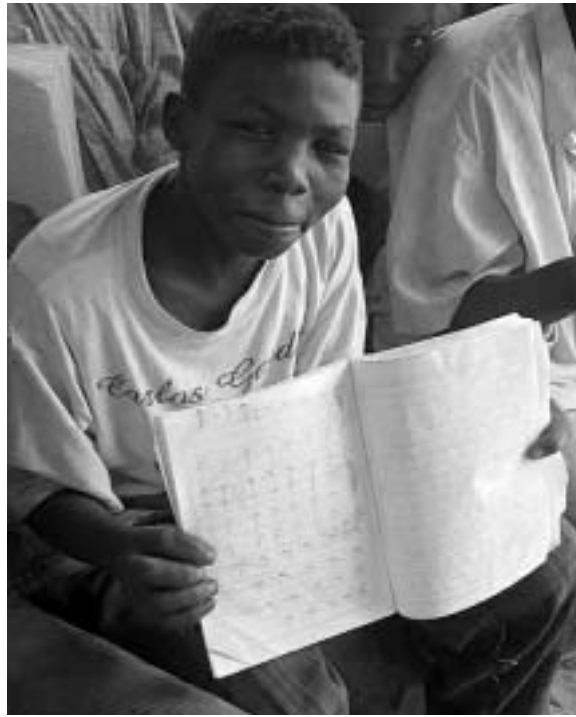
There were limitations to the data collection in both Darfur and Uganda. Most people were only available to meet for a short time (generally one hour), and it was difficult to go into the issues in any depth. Arranging meetings with government officials in Sudan was difficult, as some type of incentive was often expected to compensate for their time; in Uganda many interviewees were unavailable, and insecurity imposed further constraints. Nevertheless, a significant amount of written and oral data were collected following the protocol outlined in the research and evaluation plan.

Background: the crises in Darfur and Uganda and their impact on education

The conflict in Darfur

The conflict in Darfur has precipitated one of the worst humanitarian crises the world has ever seen. Since fighting began in February 2003, more than 300,000 civilians are thought to have been killed, either through violence or from disease or malnutrition, and some two million people have been displaced.¹⁷ Of that number, more than a million are children under 18, and 300,000 are aged five and under.¹⁸ Despite increased displacement, humanitarian assistance is severely hindered by the continued fighting and overall there has been a reduction in food aid, medical services and water and sanitation facilities. As of April 2006, UN accessibility in Darfur still remained beneath the threshold of 80%.¹⁹

Lack of access to education has been a perpetual problem in Darfur; the region is rural with a dispersed population, and it has long been marginalised by the government in Khartoum. UNICEF estimates that approximately 510,000 conflict-affected children between six and 13 are attending school, nearly half of whom are girls.²⁰ That this con-



A boy with his lesson book, part of a literacy class for street children in El Fasher, North Darfur

©Megan McKenna/Women's Commission for Refugee Women and Children

stitutes an improvement on the pre-conflict situation is indicative of the historical neglect and lack of support from Khartoum for education in Darfur. While a positive sign, increased enrolment is heavily dependent on international aid and on social dynamics within the displacement camps. In Chad, for example, children continue to work, but with no livestock and fields to tend they have more time to attend school.²¹ International aid has helped build classrooms, train and recruit teachers, provide uniforms and school materials and conduct campaigns to increase enrolment among girls.²² Funding for education is, however, insecure, and it remains to be seen whether these gains can be maintained.²³ Even in the

absence of funding cuts, resources for education are insufficient and school materials are in short supply.²⁴ Moreover, the persistence of practices such as corporal punishment indicates a continuing need for training.²⁵

The chronic crisis in Northern Uganda

The 20-year conflict between the Ugandan government and the rebel Lord's Resistance Army (LRA) has displaced some two million people in Northern Uganda. Social services are inadequate, camps are overcrowded and mortality rates are high – nearly double the rate in Darfur, according to the Internal Displacement Monitoring Centre. Under-5 mortality in the conflict-affected districts of Gulu, Kitgum and Pader are over three times higher than the national average.²⁶ Some 25,000 children have been abducted to serve as fighters, porters and sex slaves, and another 30,000–40,000 have become 'night commuters', forced to leave their homes every night to seek secure evening shelters. The protracted conflict and resulting internal displacement crisis have created an education situation characterised by inadequate infrastructure, a scarcity of learning materials, high pupil–teacher ratios and low access and completion rates.

The education of girls in particular has suffered.²⁷ A Ugandan government study of displacement camps in Lira District found that:

girls' education has been greatly affected, mainly due to real and perceived fear of sexual abuse which is compounded by night commuting, girls' hygiene not being addressed at home, lack of sanitary facilities for menstruation, and household poverty which forces

*parents to marry girls off in exchange for bride wealth, their being taken on as sex slaves by the rebels, and their spending time foraging for food instead of attending school. Their situation renders them vulnerable to continuous abuse, thereby increasing their exposure to HIV and other sexually transmitted infections.*²⁸

Some of the most critical issues that prevent females from accessing and completing education programme include an increased risk of pregnancy in conflict areas, the costs of schooling and the lack of female teachers who could act as role models.

Key findings of the research: awareness, utilisation and institutionalisation

Awareness

Overall, the majority of individuals and organisations interviewed in Uganda and Darfur knew about the Minimum Standards through their association with INEE, their involvement in INEE training and, in the case of Darfur, through the training sessions the Women's Commission held in November 2005. Most were well-versed in the contents of the INEE Handbook, particularly the individual Standards. In the follow-up research conducted in Darfur, there was a marked increase in the level of awareness of the Standards. Of the 150 individuals researchers met in June, 61 (40%) were familiar with the Standards, compared with only nine (6%) when the baseline research had been conducted the previous November. This increased awareness was largely thanks to a visit by the Women's Commission, and participation in training sessions following the baseline survey. Almost all new staff were aware of the Standards, indicating that they are becoming institutionalised within humanitarian organisations in Darfur. Researchers reported that many people had a copy of the Minimum Standards to hand, and were proud to display it.

Research in Uganda, including interviews with staff working on education from the Christian Children's Fund (CCF), the Commonwealth Education Fund, Gulu University, the IRC, the Save the Children Alliance in Uganda, UNICEF and World Vision, found that organisational personnel were at the stage of deciding how best to utilise the Minimum Standards. For instance, CCF was reviewing its own education standards and guidelines to see how they might link to the Minimum Standards, yielding a single set of quality standards and indicators to guide programming. The IRC has used the INEE Minimum Standards in training and as an informal guide in administering a UNICEF-funded assessment of education structures in Pader District. Likewise, interviewees from Gulu University had used the Standards as a general resource. Others, like UNICEF, reported that they were aware of the Standards, but were still considering ways to integrate them into emergency education programmes. This level of awareness is encouraging, and four training sessions on the Standards

have since been held in Uganda. However, until a follow-up survey is conducted we will not be able to say whether levels of awareness, utilisation or institutionalisation have increased.

Utilisation

Almost everyone interviewed in Uganda and Darfur stated that the INEE Minimum Standards were very helpful, and researchers collected dozens of examples of how organisations were using them. This was particularly evident in the follow-up research in Darfur. For example, in one focus group discussion in El Fasher, six out of the 28 people in the group said that they had directly consulted the Handbook and were using the Standards to develop and/or implement their activities. One group explained how they were using the indicators in their psychosocial training. Further initiatives using the INEE Minimum Standards include:

- A CHF International assessment of literacy classes for men (Analysis Common Standards).
- UNICEF and the Ministry of Education (MoE) are involving the community in building schools in the camps (Community Participation Common Standards).
- IRC is training their animators in the camps on child development and psychosocial support (Teaching and Learning Standards).
- Asalam camp has an education committee that meets on a regular basis to discuss problems in the community; gender balance is considered (Community Participation Common Standards).
- The MoE has established a directive banning corporal punishment (Education Policy and Coordination and Access and Learning Environment Standards).
- The MoE is training teachers on child rights (Teaching and Learning Standards).
- UNICEF, Save the Children Sweden and IRC conducted an assessment of girl drop-outs in the camps (Analysis Common Standards and Access and Learning Environment Standards).

Likewise, there was general agreement in Uganda that the Minimum Standards Handbook is a useful reference guide, and some organisations and individuals indicated that they had used the Standards as an informal checklist for programme implementation or monitoring. For instance, Save the Children in Uganda reported using the Minimum Standards in developing baseline survey instruments, and in designing its Rewrite the Future Campaign to improve education for children in conflict areas.

The research suggests that the Minimum Standards have been most helpful in reminding users of the importance of community participation in education interventions, and providing specific guidance on how to engage the community in all phases of programming. For instance, UNICEF-El Fasher reported that, following training in the Standards, community members from the camps were invited to participate in the bi-weekly education coordination meetings that the agency chaired. Several factors might facilitate the use of the

Community Participation Standard. First, community participation is a well-accepted principle, and is part of most organisations' own standards sets. Second, it is one of the more straightforward and clear of the Minimum Standards; the corresponding guidance notes are detailed and concrete, and are arguably the easiest to operationalise. Lastly, more than three years into the conflict in Darfur, and after decades of fighting in Northern Uganda, organisations recognise the importance of community participation for the sustainability of the education programmes that they put in place.



A smiling girl in Zam Zam IDP camp, North Darfur

In addition, the research revealed that the INEE Minimum Standards gave humanitarian workers a firm grasp of the interconnectedness of the standards, both within a category and between categories, for holistic and good-quality response. For example, participants in the focus groups understood how community participation was a pre-requisite to equal access and how teacher training directly impacts the protection and well-being of students. They also understood how gender, HIV/AIDS, disabilities and other issues were cross-cutting concerns that need to be addressed within each standard. For example, discussions around facilities must take into account the specific needs of girls, such as having separate latrines, and children with disabilities, in order to ensure access.

While these examples of utilisation are positive, the case studies also identified a number of common challenges. First among these was the need for tools and more specific guidance on operationalising the Minimum Standards. In Uganda, some headquarters offices have provided sensitisation or training to increase awareness of the Standards, but country office or programme personnel had not received assistance from technical experts at headquarters to utilise and adapt the Standards in their programmes. In Darfur, while respondents reported using the Standards, it was at times unclear how they were applying them in practice.

Another criticism was that the Minimum Standards were not sufficiently specific, leaving them open to varying interpretations, which may potentially dilute the quality of the Standard and/or its indicator(s). Several interviewees said that they would like to see a more prescriptive approach, for example an indicator or guidance note with a specific pupil-teacher ratio, instead of the 'locally realistic standard' currently cited in the Handbook. Many schools or learning centres have high pupil-teacher ratios; the Omiya Pachwa centre in Pader District, Uganda, for example, has 253 pupils to every classroom,²⁹ making it extremely difficult to manage teaching. The need for more specific guidance on

classroom management and teacher recruitment, training and compensation was also noted in Darfur.

In all the regions visited by the researchers, there was very high demand for additional training on the Standards, and a great deal of interest in receiving additional copies of the Handbook. This was particularly the case among government officials. Local NGOs were also keen to participate in training, and would have welcomed additional resources and tools. UNICEF-EI Fasher expressed an interest in organising joint training on the Standards with officials from the Ministry of Education.

There was also some concern, both in Darfur and Uganda, that these 'international' standards were meant to usurp national ones. In Darfur, researchers explained that the INEE Minimum Standards are intended to complement existing national standards, and are only broad principles, not prescriptions. They also reiterated that the Standards were developed based on consultations held around the world, and were not the work of any one organisation. In addition, researchers emphasised that the Handbook is a living document, and is meant to be revised based on feedback from users. Some suspicion and reluctance around the Standards remained, however, particularly among government officials.

Uganda's education standards are used in both conflict-affected and non-conflict districts. However, they do not specifically take into account the special circumstances that schools and education institutions operating in a war zone frequently encounter. Individuals interviewed offered differing viewpoints on the viability of using the INEE Minimum Standards given that national education standards already existed. Others indicated that it would be useful to review Uganda's education standards, using the Minimum Stan-

dards as a resource guide, to see how they might be adapted to the particular conditions of conflict-affected areas.

The INEE Minimum Standards Handbook indicates that the Standards ‘are designed for use in emergency response, and may also be useful in emergency preparedness and in humanitarian advocacy’. They are also intended to be relevant for chronic crisis and early reconstruction phases, and have been helpful beyond these situations. However, organisations that were not working in the ‘emergency’ phase, or those that did not identify their situation with any of the three phases of response, often did not see the relevance of the Minimum Standards to their work. One representative of UNHCR-Khartoum told researchers that, since the agency is not focused on the emergency in Darfur, the Standards are not used; as the interviewee put it: ‘if I was working on an emergency, I would definitely use them as I know they are useful and relevant’.

When the researchers first visited Darfur in November 2005, the Handbook was not available in Arabic. By the time they returned the following June, it had been translated into Arabic. This was widely welcomed by interviewees, and the translation will directly contribute to the use of the INEE Minimum Standards. However, demand for the English-language version remained high. This may have been because the Arabic edition had not as yet been produced as a glossy hardcopy handbook, suggesting that both language and format may be important in how people respond to and use the Standards.³⁰

Institutionalisation

Given the short time that has elapsed since the launch of the Standards in December 2004, it is unsurprising that most organisations have not moved into the institutionalisation phase. The research did nonetheless uncover some encouraging examples. In Darfur, for instance, UNICEF-EI Fasher is using the Handbook in its six-monthly planning sessions. UNICEF’s Protection Officer, who participated in the November training session, instructed his colleagues to base their protection plans on the Minimum Standards, as well as government and UNICEF policies.

Save the Children US has used the INEE Minimum Standards in the development of proposals and in the Save the Children Alliance’s Global Challenge National Action Plans, including for Darfur. Alliance members recently held a strategy meeting in Ethiopia where they discussed the Minimum Standards and the need for more training on them in the field. Since then, the Alliance has been working with the INEE Secretariat to identify personnel with the knowledge and skills to conduct training, and the agency is planning additional field training in Darfur as well as in other countries over the next two years.

Impact

It is too early in the research process to ascertain the impact of the Minimum Standards. Future follow-up

research building on these case studies will seek to measure impact. One of the difficulties of measuring the impact of any kind of aid lies in deciding the extent to which any observable changes can be attributed specifically to that aid, or whether other factors – improved security, for example – are primarily responsible. Nevertheless, researchers did document some cases where the INEE Minimum Standards have made a real impact. For example, a representative from UNICEF-EI Fasher described the impact of the Community Participation standard: ‘At the beginning of the conflict, all service providers were acting so fast to put education systems in place that we didn’t adequately consult the community. Now, for example, UNICEF is working with communities in Zam Zam camp to build their own schools. UNICEF provides resources but communities build them and schools are now better, more appropriate, faster and less expensive than using contractors before’. During focus group discussions, participants listed other encouraging advances. While these cannot be directly attributed to the Minimum Standards, they have taken place since the Standards were introduced, and it is plausible that an awareness of the Standards, and ensuing discussions regarding the principles and good practices that underlie them, influenced policy, programming and behavioural changes. Significant changes include:³¹

- increased gender parity in schools in the camps;
- positive behavioural change among teachers in the camps, in terms of corporal punishment;
- more consistent attendance and fewer school drop-outs;
- students and the community are more respectful of schools and do not damage or destroy school property;
- stability has increased in the schools (opening on time, teachers arriving on time);
- improved access to education among the nomadic community;
- increased awareness among camp and host communities that education is a human right; and
- increased community participation in education programming.

Lessons learned and recommendations

The case study research shows that the INEE Minimum Standards are being disseminated and understood, and there are encouraging signs of a positive impact. However, moving from awareness to utilisation takes time, and requires models of operationalisation – tools, good practices, resource documents – to give individuals and organisations reference points. While some larger organisations have fared better than others, there is a general need for greater exchange between headquarters and regional staff, who are familiar and trained in the Standards, and staff in the field who need additional support.

While the following recommendations are specific to the INEE Minimum Standards and those using them, they are also applicable to the wider humanitarian community



A classroom in Gulu, Northern Uganda

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Moving from awareness to utilisation will require an investment in time and resources, ensuring that people are not only equipped with Handbooks in their local language but also models and tools to facilitate their use. In particular:

- INEE members should come together to discuss and produce examples of pupil–teacher ratios, pupil–textbook ratios and pupil–desk ratios, and case studies and good practice guidance on teacher recruitment, training and compensation from other emergency, chronic crisis and early reconstruction education programmes in a tool-kit (immediately) and an Annex Section of a revised Handbook (in the future).

- A quick reference guide to the INEE Minimum Standards Handbook should be developed to serve as a complementary tool.

implementing and institutionalising the Sphere standards and other accountability measures.

Specific suggestions around facilitating contextualisation and operationalisation include:

- Institutional education and protection technical advisors at headquarters should conduct training with field staff on specific ways that the Minimum Standards are relevant to their work. These examples should be fed back to the INEE Secretariat.
- INEE's Working Group has developed a Training Guide and Workbook, as well as hosting its series of TOT workshops. This is a sound first step in developing awareness of the Standards. It is recommended that the Training Guide and Workbook be complemented by an additional tool that provides organisations' headquarters with ideas and resources on how to help their country-based programmes actively utilise and institutionalise the standards.
- The INEE Working Group on Minimum Standards should explore more channels for information sharing around the Standards, and provide more opportunities for those implementing programmes to become familiar with the Standards. This could include workshops, presentations, written guidance from technical advisors at headquarters and distance-learning activities.
- Humanitarian organisations, donors and governments should include training on the Standards as part of each organisation's core orientation process, and as part of other ongoing training. While disseminating the Handbook is a good first step, the standards require a certain amount of discussion and training in order to be used most effectively.

Lessons learned to contribute to dissemination and advocacy include:

- It is important to ensure that individuals from the local community accompany any international staff in efforts to promote the Standards. The regional TOT workshops are critical in this regard, as national staff remain engaged and active around disseminating information on the Standards.
- Humanitarian workers, governments and donors should discuss the obstacles they have faced in promoting the INEE Minimum Standards. The INEE Secretariat should continue to update the talking points that are available on the INEE website, and develop a set of Frequently Asked Questions that address, for example, how the Standards are meant to complement, not replace, existing national standards.
- Humanitarian workers and donors working in a particular context should know the existing national standards in a country, and how those national standards link to the INEE Minimum Standards, before engaging in a discussion with government officials.
- When speaking about the Standards, it is important to emphasise their relevance not just in emergencies, but also in situations of post-conflict reconstruction, natural disasters and beyond. As such, humanitarian workers, donors and government officials should make an effort to institutionalise the term 'INEE Minimum Standards', rather than the more specific 'INEE Minimum Standards for Education in Emergencies'.

Chapter 3

Challenges and lessons learned from the earthquake response in Pakistan

This chapter examines the role that the INEE Minimum Standards played in the coordination, implementation and institutionalisation of education interventions in the earthquake response in Pakistan. In particular, it describes the role a Minimum Standards focal point played in piloting and institutionalising the Standards, both within one organisation, UNESCO, and in the new humanitarian cluster system.

The earthquake that struck Pakistan on 8 October 2005 left more than 73,000 people dead and over three million homeless. It also inflicted heavy damage on the education system and infrastructure. More than 18,000 school children and 900 teachers died in North West Frontier Province (NWFP) and Azad Jammu and Kashmir (AJK). In the five most affected districts of NWFP, 46% of schools and colleges were destroyed or severely damaged. The equivalent figure for the three most affected districts of AJK was 96%. In total, more than 6,000 school buildings needed to be reconstructed or retrofitted before teachers and students could move back. The civil servants responsible for the planning and management of the education system themselves suffered the loss of relatives, colleagues, homes and offices.

In its response to the disaster, the Pakistan government pledged to ‘build back better’ than before the earthquake. For the education sector, this meant not only the provision of earthquake-resistant school buildings, but also improved service delivery and quality.

The Minimum Standards in Pakistan

One week before the earthquake, INEE members facilitated a pilot training session on the Standards in Islamabad, for programme managers and officers in agencies working with Afghan refugees. Many of the participants were not involved in education specifically, but were leading emergency preparedness units or larger social service programmes in their respective organisations. Workshop feedback showed that these managers felt that it was less relevant to them than had their education colleagues, who had attended another pilot training session a week earlier. However, when the earthquake hit, 50 people in key positions working in



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A teacher-training session in Muzaffarabad

affected areas became INEE’s strongest advocates for the Standards. The earthquake illustrated to key stakeholders the relevance of the Standards in a multitude of situations, from long-term refugee and IDP situations to natural disaster preparedness and response.

In January 2006, INEE and UNESCO Islamabad jointly submitted a request to the Norwegian Refugee Council for a six-month secondment of a Minimum Standards expert to Pakistan. Two weeks later, a staff member who had been part of the INEE pilot training in September and October 2005 began work within the UNESCO Earthquake Response Programme (ERP). The post’s duties were twofold: to coordinate UNESCO’s ERP, ensuring the application of the Standards in all aspects of planning, implementation, monitoring and evaluation; and to act as a focal point for the INEE Minimum Standards in the earthquake response in Pakistan and the region, promoting their use amongst key actors.

Arguably, the education sector fared relatively well in the earthquake response; funding for education in post-earthquake Pakistan has far exceeded the levels seen in an average emergency appeal. Education has rapidly resumed, and the Minimum Standards have been part of this process. Handbooks have been distributed widely, and dozens of presentations and training sessions have been held. According to the Pakistan focal point on the Standards, ‘as important as the standards are themselves, what they represent is even more significant. The INEE Minimum

Standards are not just a handy guidance book; they represent a common framework for a shared commitment to quality and accountability, which has been codified through an extensive and global participatory process.³² As such, from early on in the response the Standards were promoted as a unifying coordination, assessment, planning, implementation and monitoring tool.

The education cluster

There has been a strong focus on education in the earthquake response in Pakistan. The scale and nature of the devastation within the sector partly explain this: many thousands of children who died perished at school, as school buildings collapsed. That terrible image became an effective appeal for agencies with a child-focused mandate. At the same time, the Emergency Cell, later the Transitional Relief Cell, and the Pakistan Earthquake Reconstruction and Rehabilitation Authority (ERRA) set up by the government to coordinate the response, identified education as a priority sector at an early stage. Another important factor has been that, despite the devastation, prototypes for learning material, most human resources and a functional system of authority remained intact within the sector.

Most importantly, the cluster system set up in Pakistan to coordinate the international humanitarian response included a strong and well-represented education element. Although globally the UN Inter-Agency Standing Committee (IASC) has not established an education cluster,³³ education clusters at country level have been formed in a number of countries, including Pakistan. In fact, the education cluster in Pakistan enjoyed equal status with other sectors throughout the emergency response. This education cluster operated at the central level, with meetings in Islamabad, while at the field level, meetings at local hubs were organised. Headed by UNICEF, under the leadership of an effective Chair, and with the Ministry of Education playing a stronger role over time, the education cluster played a key part in the early promotion of the INEE Minimum Standards. Moreover, there was close collaboration between the education cluster and an education working group, headed by UNESCO, that was formed within the Early Recovery and Reconstruction cluster. This collaboration and coordination at field and programme level helped to promote educational responses in the early relief effort, with a view to longer-term reconstruction and development. It also ensured that activities in the various phases were linked through holistic strategies, funding and coordination mechanisms.

Use of the Minimum Standards in the education response

In collaboration with the cluster lead and UNICEF's education manager for the earthquake response, the focal point promoted the Minimum Standards with the Pakistan ERRA and other government counterparts. In such meetings, the focal point highlighted the fact that people from Pakistan participated in the development of the Handbook, and that the training materials were piloted in

Pakistan just before the earthquake. These links proved very useful. Access to the ERRA was also facilitated by UNESCO's strong links to the government, and its reputation in the education sector for focusing on government capacity-building.

Thanks to the efforts of the Pakistan focal point and of INEE members in other organisations, word of the Minimum Standards spread throughout NWFP and AJK. Requests for the Handbooks have been constant, and over 500 were distributed to key stakeholders in the first nine months after the earthquake, including to the Directorate of Education Extension in AJK, the Directorate of Curriculum and Teacher Education in NWFP, ERRA, ISCOS, UNICEF and members of the education cluster (and later the education working group that was formed after the cluster was closed). With UNESCO's financial support, the Handbook and training materials have been translated into Urdu, and UNESCO's ERP has supported training on the Minimum Standards for over 100 education personnel in Islamabad, Muzaffarabad and Lahore. Training workshops have brought together managers and partners from government departments in Bagh and Muzaffarabad (AJK) and Abbottabad, Battagram, Manshera and Balakot (NWFP); government representatives from teacher training institutions in AJK and NWFP; and national and international NGOs and UN agencies, including Care International, Save the Children-UK, Save the Children-US, BEFAre, Catholic Relief Services, the Norwegian Refugee Council, UNICEF and UNHCR.

In addition, formal relations also have been established between the Pakistan focal point for the Minimum Standards and the Sphere Project's focal point in Pakistan. Various joint preparedness and advocacy activities are being discussed, and a Sphere Training of Trainers course held in Islamabad from 15–19 August 2006 included a session on education and the INEE Standards. All of the 20 participants, drawn from all four provinces of Pakistan, had experience of working in disaster areas; initial feedback was very positive, with participants reiterating that education must be an integral part of humanitarian response. This continued collaboration is critical in order to raise awareness among key emergency actors about the life-saving function of education.

With key stakeholders within the cluster knowledgeable about and promoting the use of the Standards, the Handbook was used actively in the planning, implementation and monitoring of programmes, and as a tool to ensure coordination and consistency in the intervention. Preliminary assessments indicate that awareness and use of the standards amongst national and international actors working in education in Pakistan is high. The rapid adoption and translation of the Handbook, and the preparation of country-specific standards, suggest a good level of national ownership and use.

The clearest evidence of the Standards' institutionalisation within the earthquake response is found in cluster and government strategy documents. According to the



Schooling in Bisham camp, supported by the local NGO BEFAre and UNESCO

stakeholders, thus addressing community participation and coordination, the documentation and presentation of lessons learned, including the production of case studies, and promotion of, and training on, the Minimum Standards. Perhaps most importantly, the Standards have served as a checklist for the ongoing monitoring of the UNESCO ERP. The situation in the affected areas has been changing very rapidly over the past year, making it difficult to assess whether the programme has sufficiently addressed the changing needs of the affected population. According to the Analysis standards and indicators, there is still much work to be done to update assessments and priorities in consultation with communities. The INEE Minimum Standards have also helped to highlight weaknesses in

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Pakistan Education Cluster Closure report, from the outset of the emergency response, the cluster promoted and applied the Minimum Standards as a guiding framework for coordinated efforts across different agencies and stakeholders working in the education sector. Moreover, in the Pakistan Earthquake Reconstruction and Rehabilitation Authority-UN Early Recovery Plan (the document guiding all government, UN and partner interventions in earthquake-affected areas), the Minimum Standards are cited as the guiding framework for all educational interventions, from fundraising and programming to monitoring and evaluation.³⁴ This is a major advocacy achievement. In practical terms, evidence of use and impact are still anecdotal, but significant.

Lessons learned

Both in the field and at UNESCO headquarters, there has been a perception that working with INEE and the Minimum Standards competes for staff time and funding with other, more important, projects. This is unfortunate, as implementation of the Standards directly addresses the issues UNESCO is mandated to tackle. Implementation of the Standards requires investment in the education system as a whole, and focuses on sustainable solutions that will make a difference after the last school tent has been packed away.

Within the UNESCO ERP, the focal point has institutionalised the consistent application of the INEE Minimum Standards: all project proposals and documents refer to the Standards, staff orientation and training include a session on them, and job descriptions and terms of reference for ERP staff members all incorporate the Standards. Furthermore, several of UNESCO's activities are guided by the Minimum Standards, including initial assessments and the mapping of local capacities and other

the ERP data-gathering and analysis system; staff are generally not familiar with data collection systems and UNESCO procedures offer few templates for the systematic collection and analysis of data.

In the emergency response, there has been a strong bias, particularly among the national authorities, in favour of physical reconstruction over so-called 'soft components' like teacher training or trauma healing. Perhaps the most significant accomplishment of the Minimum Standards in the earthquake response was to enforce a holistic approach to emergencies and humanitarian aid, promoting educational responses in the early relief effort that anticipated longer-term reconstruction and development. The lessons from the INEE Minimum Standards work in Pakistan highlight the need for a more inclusive understanding of humanitarian response, with the planned inclusion of education.

Another key lesson learned is the importance of local involvement in the development of the Standards in promoting awareness and support for them in the emergency response. Buy-in from the national authorities was enhanced by the fact that people from Pakistan participated in the development of the INEE Minimum Standards, and by the fact that the training materials were piloted there just before the earthquake. Further sensitisation and training efforts are needed to ensure awareness, utilisation and institutionalisation of the Standards throughout the government, and within humanitarian and education agencies. A baseline survey, with follow-up research and an endline evaluation,³⁵ is being planned by UNESCO and the INEE Working Group. This case study will glean additional lessons learned from the awareness, use, institutionalisation and impact of the Standards, and its findings will be shared with INEE members over the INEE website.

Critically, promoting the Standards in the education response benefited from an active and relatively well-coordinated cluster system; in turn, the cluster system benefited from the unifying framework of the Standards. This was especially important in the smooth transition from the emergency to the recovery phase. Funding often dips once the initial emergency and relief phase is over, before a country is able to access longer-term recovery and reconstruction funding. Because the INEE Minimum Standards represent global consensus on good practice and interventions spanning the emergency to recovery phase, they provided staff in UNICEF, UNESCO and other key partners with a holistic, longer-term

perspective on policy and programme actions, and were used to design longer-term programmes able to transition through different phases.

Future emergency responses will be increasingly coordinated through the UN-led cluster system. Globally, the education sector is still not included in the cluster system for humanitarian response. This is a serious omission, and one that is likely to affect the status of education in emergencies and hamper effective coordination and funding at field level. These are urgent challenges on which the INEE Secretariat and members must advocate.

Chapter 4

Next steps in operationalising and institutionalising the INEE Minimum Standards

Only a year and a half since the launch of the INEE Minimum Standards, they are being used in over 60 countries to increase the quality, coordination and accountability of education interventions. While there is a consensus on the utility and relevance of the Minimum Standards, the data collected from the case studies, the focal point in Pakistan, INEE members at the TOT workshops and from over 150 feedback forms filled out by people using the Standards indicate that staff are generally at the level of awareness and early utilisation. Staff have learned about the Standards through some sensitisation activity, and some have received training on them, but they have not yet started to fully apply the Standards in their programming in a holistic way. When staff are using the Standards, it is often as a checklist or guidance for programme design, implementation or monitoring. The Community Participation and Analysis standards are the most widely used, in part because the corresponding indicators, guidance notes and assessment tools provide more detailed and concrete steps for their operationalisation.

Taken together, the preliminary implementation experience of the INEE Minimum Standards confirms a major finding of other humanitarian accountability research (such as research regarding the application of the Sphere Standards, the IASC Guidelines on Gender-Based Violence and the IASC Guidelines on HIV/AIDS). This is that a gap exists between awareness of standards and guidelines and their actual utilisation. This research has also yielded the following insights regarding essential components in narrowing this gap, which are applicable to the wider humanitarian community:

- While training for field staff is critical, it is not enough to ensure the application of standards and guidelines. Headquarters- and regionally-based technical experts within humanitarian organisations must increase their assistance to field staff in utilising and adapting standards and guidelines to local contexts.
- Country-level leadership, through the establishment of a focal point who is trained in using the Minimum Standards, must be coupled with agency-wide commitment.
- Governments, which have ultimate responsibility for rights and services for their people, have their own



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Young students at a school in Afghanistan

standards and guidelines. As such, any accountability initiatives must be combined with increased dialogue with governments to explore how these initiatives fit with their policies.

- There should be increased inter-agency sharing of challenges in applying standards and guidelines, and of good practices in overcoming those challenges. Where possible, it is advisable to arrange meetings at national and regional levels.
- Accountability initiatives, such as standards and guidelines, must involve wide consultation with and buy-in from a variety of actors – NGOs, UN agencies, governments, donor agencies and the affected population – in order to ensure awareness, utilisation and institutionalisation in the implementation phase.

These lessons learned were a focus of the biannual INEE Working Group meeting in September 2006, particularly the call from users of the INEE Minimum Standards for additional guidance, tools and training in order to contextualise and operationalise the Standards in the field. The Working Group is responding by prioritising the following:

Toolkit: A CD-Rom toolkit is being developed, containing all of the translations of the Standards and the training materials, along with practical tools, guidelines and specific indicators, for instance on teacher–student ratios, distance to school and classroom size. The toolkit will contain select examples of how others have operationalised and contextualised the Standards, including case studies and

best practices. It will also contain a hard copy pull-out quick reference guide to the Standards, one of the suggestions that came out of the case study research.

Regional capacity-building workshops: With a view to capacity-building, the Working Group is planning to organise follow-up workshops in 2007 and 2008 for Training of Trainers graduates who have carried out at least one follow-up training. At these workshops, INEE trainers will share challenges, good practices and lessons learned in the training and implementation process. They will also be introduced to the operationalisation toolkit and other new materials.

Organisational focal points and institutionalisation checklists: One of the lessons of deploying a focal point in Pakistan on the INEE Minimum Standards is that having a staff person trained in the Standards, with their use and institutionalisation written explicitly into their job description, is instrumental in ensuring a high level of awareness, utilisation and institutionalisation. The INEE Working Group is encouraging other organisations to write similar focal point responsibilities into staff job descriptions, and has developed checklists of recommended, tailored actions that organisations can take when applying the Minimum Standards internally and in inter-agency work.

Continued data on implementation and evaluation: The baseline data from the case studies in Uganda and Darfur will be built upon by future data collection, so as to establish an endline over the coming two years. Additional case studies are being planned in Pakistan, the Thai/Burma border and Colombia. That data will be combined with data arising out of the Tier Two database in order to determine dominant trends, applications and recommendations. All of this analysis will inform a yearly report on the awareness, utilisation, institutionalisation and, as far as possible, impact of the Minimum Standards.

Advocacy for institutionalisation within humanitarian response

There is consensus among humanitarian actors that the INEE Minimum Standards Handbook is an extremely useful, comprehensive and informative document. But it is still not well known by all stakeholders. More advocacy and strategic linkages are needed in order to make the Standards a core activity, and to institutionalise education as an essential component of humanitarian response. INEE members also report that there is a need for more funding for education in emergency programmes, and that sometimes the Standards are not followed because of lack of funds. This lack of financial and material resources is a particular problem for local NGOs. Funding is also needed to maintain the INEE's work.

INEE members recommend increased advocacy on the use of the Minimum Standards at all levels, particularly targeting decision-makers within governments and donor agencies in charge of programmatic funding. The INEE Working Group

and Secretariat are working to link this advocacy with donors to other efforts to increase measurability and accountability in humanitarian action, and thereby address concerns about the quality of international responses to crisis. These include the Good Humanitarian Donorship initiative, the IASC cluster system and the Sphere Project. Indeed, within this context of increased attention to accountability and measurability at all levels, the INEE Minimum Standards provide timely guidance.³⁶

Internal coordination and collaboration around the issues contained in the INEE Minimum Standards – from humanitarian response and protection to human rights and education – can facilitate advocacy within organisations where these issues are divided among units and divisions. One concrete example to illustrate this point is an initial training day on the INEE Minimum Standards held at CIDA in February 2005. This event brought together staff from a number of different units within CIDA: education advisers and staff from various geographical branches; the Policy Branch, including education, gender equality, child rights and child protection specialists; the Humanitarian Assistance and Food Aid Division; and the Multilateral Program Branch's Peace and Security Unit. Country desk officers of conflict and crisis-affected countries also attended. Such a gathering was unique within the agency, and it was acknowledged that this sort of cross-agency and multi-sectoral response is necessary in order to ensure quality education for children affected by emergencies. INEE hopes that such coordination around the INEE Minimum Standards will lead to increased funding possibilities through existing channels, and to internal advocacy for increased allocations to education in emergencies.³⁷

The experience of the Pakistan education cluster, as well as feedback from INEE members participating in other country-level clusters, strongly suggest that an official and institutionalised education cluster should be established at the global level. Indeed, the challenges to the provision and quality of education in crisis situations, discussed earlier in this paper, are exacerbated as education is being managed in different ways within the current cluster system. In Uganda, education was included in the sub-cluster for child protection led by UNICEF; in the Democratic Republic of the Congo, education was created as a national cluster also led by UNICEF; in Lebanon, education was subsumed under the cluster for early recovery, and led by UNDP. This uncoordinated and unsystematic approach, together with a lack of meaningful participation by education professionals, ultimately leads to an overall absence of accountability and a devaluation of the critical role that education plays in humanitarian response. As such, the INEE Steering Group and INEE members have been actively involved in advocacy with the IASC on the establishment of an education cluster. In November 2006, a cluster approach to education as a sector was agreed by the Inter-Agency Standing Committee's Working Group, with UNICEF and Save the Children proposed as co-chairs.

The INEE will be a key resource for the cluster with regard to information exchange, knowledge- and tool-sharing and creation and continued advocacy, particularly among donors. The INEE Minimum Standards will be a framework for ensuring the accountability, predictability and coordination of the education cluster at global and field levels, and training on the Minimum Standards will be a key capacity-building initiative for those involved in the cluster.

INEE is also continuing to work with the Sphere Project to link the two sets of standards, including through training in the field. INEE is urging the Sphere Board to recognise education in emergencies as one of the pillars of humanitarian assistance, and is lobbying for the inclusion of a technical chapter on emergency education in a future Sphere revision, planned for 2008–2009. This was called for by users of the Sphere Handbook in the report of the consultation process on its future (May 2004): 'In terms of future revisions of the handbook ... education was considered the most important [sectoral area] to be developed for a future edition'. This call for a technical chapter on education has been reinforced by increased collaboration between users of Sphere and the INEE

Minimum Standards over the past year and a half. Given the challenge that the Sphere Board faces in keeping the Sphere handbook a manageable size, INEE could serve as a focal point in pulling together a shortened version of the Standards, focusing only on the emergency phase.

INEE will continue to disseminate the Standards, raise awareness of them, create tools to operationalise them, support training and capacity-building and collect feedback from members and data from the on-going case studies and database. The data from this implementation and analysis process over the next two years will feed into the INEE Global Consultation, planned for the end of 2008. This wealth of data will present INEE members with the opportunity to determine where the network goes next with the Standards. Whatever the future holds, however, our experience with the INEE Minimum Standards reinforces our belief that quality education is a lifeline for communities in crisis, and is vital to sustaining the lives and dignity of those affected by disaster or conflict. The development of these Standards, and their implementation, monitoring and evaluation, also represents humanitarian agencies' commitment to accountability, greater coordination and predictability.

Annex

INEE Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction

<p>Common Category: Community Participation</p>	<p>Category: Teaching and Learning</p>
<p>Standard 1: Participation. Emergency-affected community members actively participate in assessing, planning, implementing, monitoring and evaluating the education programme.</p> <p>Standard 2: Resources. Local community resources are identified, mobilised and used to implement education programmes and other learning activities.</p>	<p>Standard 1: Curricula. Culturally, socially and linguistically relevant curricula are used to provide formal and non-formal education, appropriate to the particular emergency situation.</p> <p>Standard 2: Training. Teachers and other education personnel receive periodic, relevant and structured training according to need and circumstances.</p> <p>Standard 3: Instruction. Instruction is learner-centred, participatory and inclusive.</p> <p>Standard 4: Assessment. Appropriate methods are used to evaluate and validate learning achievements.</p>
<p>Common Category: Analysis</p>	<p>Category: Teachers and Other Education Personnel</p>
<p>Standard 1: Initial assessment. A timely education assessment of the emergency situation is conducted in a holistic and participatory manner.</p> <p>Standard 2: Response plan. A framework for an education response is developed, including a clear description of the problem and a documented strategy for action.</p> <p>Standard 3: Monitoring. All relevant stakeholders regularly monitor the activities of the education response and the evolving education needs of the affected population.</p> <p>Standard 4: Evaluation. There is a systematic and impartial evaluation of the education response in order to improve practice and enhance accountability.</p>	<p>Standard 1: Recruitment and selection. A sufficient number of appropriately qualified teachers and other education personnel are recruited through a participatory and transparent process based on selection criteria that reflect diversity and equity.</p> <p>Standard 2: Conditions of work. Teachers and other education personnel have clearly defined conditions of work, follow a code of conduct and are appropriately compensated.</p> <p>Standard 3: Supervision and support. Supervision and support mechanisms are established for teachers and other education personnel, and are used on a regular basis.</p>
<p>Category: Access and Learning Environment</p>	<p>Category: Education Policy and Coordination</p>
<p>Standard 1: Equal access. All individuals have access to quality and relevant education opportunities.</p> <p>Standard 2: Protection and well-being. Learning environments are secure, and promote the protection and mental and emotional well-being of learners.</p> <p>Standard 3: Facilities. Education facilities are conducive to the physical well-being of learners.</p>	<p>Standard 1: Policy formulation and enactment. Education authorities prioritise free access to schooling for all, and enact flexible policies to promote inclusion and education quality, given the emergency context.</p> <p>Standard 2: Planning and implementation. Emergency education activities take into account national and international educational policies and standards and the learning needs of affected populations.</p> <p>Standard 3: Coordination. There is a transparent coordination mechanism for emergency education activities, including effective information sharing between stakeholders.</p>

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Notes

- 1 Lori Heninger and Allison Anderson, *Education in Conflict Zones: The Vital Step to Better Tomorrows*, Global Beat Syndicate, 2005, www.bu.edu/globalbeat/syndicate/heninger-anderson062005.html. Also printed in the summary of the *Global Survey on Education in Emergencies*, Women's Commission on Refugee Women and Children, New York, 2006.
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- 3 Save the Children, *Rewrite the Future: Education for Children in Conflict-affected Countries*, September 2006, p. 1.
- 4 *Women's Education and Fertility Behavior, Recent Evidence from the Demographic and Health Surveys*, UN Document ST/ESA/SER.R/137 (New York: United Nations, 1995).
- 5 These examples were provided by Gerald Martone, International Rescue Committee, September 2006.
- 6 The INEE is led by a Steering Group, which provides regular strategic guidance to the two-person Secretariat. In consultation with the broader INEE membership, the Steering Group is responsible for setting plans and goals for the Network and ensuring that these are accomplished. Steering Group members represent organisations or institutions that are actively engaged in education in emergencies at the international level.
- 7 The Sphere project was launched in 1997 as a collaborative effort of humanitarian NGOs and the Red Crescent and Red Cross movements to strengthen the quality and accountability of humanitarian assistance in response to the failures and criticisms of the humanitarian response in Rwanda in 1994.
- 8 Allison Anderson and Dean Brooks, 'Implementing Minimum Standards for Education in Emergencies: Lessons from Aceh', *Humanitarian Exchange*, no. 32, December 2005.
- 9 The Education for All Framework for Action was adopted at the World Education Forum in Dakar, Senegal, in 2000. The Forum adopted six major goals for education, two of which (the attainment of Universal Primary Education and gender equality within 15 years) also became Millennium Development Goals, adopted by 189 governments later the same year. The fact that the Education for All Framework and the Millennium Development Goals include time-bound targets, which human rights treaties do not, is a step towards holding both governments and international organisations accountable in meeting their international commitments.
- 10 INEE's Working Group on Minimum Standards comprises 20 organisations with education expertise in situations of crisis and early reconstruction: the Academy for Educational Development, AVSI, BEFAre, CARE India, CARE USA, Catholic Relief Services, Foundation for the Refugee Education Trust, Fundación Dos Mundos, GTZ, the IRC, Ministry of Education, France, Norwegian Church Aid, the NRC, Save the Children USA, UNESCO, UNHCR, UNICEF, USAID, the Windle Trust and World Education. The INEE Minimum Standards process (2003–2006) has received funding from the Academy for Educational Development, BEFAre, the

- Canadian International Development Agency, CARE, Catholic Relief Services, the Christian Children's Fund, the IRC, the International Save the Children Alliance, the Norwegian Ministry of Foreign Affairs, NRC, the Swedish International Development Cooperation Agency, UNESCO, UNHCR, UNICEF, USAID, WFP, the World Bank and World Education.
- 11 These translations have largely been undertaken in collaboration with INEE members: Spanish with UNICEF, French with UNICEF and UNESCO, Arabic with UNESCO, Japanese with Osaka University, Bahasa Indonesian with UNICEF, Portuguese with Escola Superior de Educação de Viana do Castelo, Bangla with UNESCO, Thai with UNICEF and Urdu with UNESCO.
 - 12 Informal feedback is collected by the INEE focal point from INEE members via the INEE Minimum Standards Feedback form, which is included in each Handbook and is emailed to everyone who requests a copy. Over 150 feedback forms have been received since January 2005.
 - 13 These examples were provided to the INEE Focal Point on Minimum Standards by INEE members via the INEE Minimum Standards Feedback form. For more information, see the global report on promotion and use, 2005 (<http://www.ineesite.org/page.asp?pid=1301> and <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-2107401-GV3>).
 - 14 Anderson and Brooks, 'Implementing Minimum Standards for Education in Emergencies'.
 - 15 *Ibid.*
 - 16 The Research Plan was prepared by Mitch Kirby, USAID, Lori Heninger, Women's Commission for Refugee Women and Children, Rudi Klaus, Academy for Educational Development, Margaret McLaughlin, Creative Associates, John Middleton, Consultant, Joanne Murphy, Creative Associates, Joan Sullivan-Owomoyela, Consultant and Carl Triplehorn, Save the Children US, with the involvement of the Application and Analysis subgroup of the INEE Working Group and the INEE Secretariat.
 - 17 Russell Smith, 'How Many Have Died in Darfur?', *BBC News*, 16 February 2005, <http://news.bbc.co.uk/1/hi/world/africa/4268733.stm>.
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 - 24 *Ibid.*
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 - 26 Calculated by the authors using statistics from the Ugandan Ministry of Health.
 - 27 Internal Displacement Monitoring Centre (IDMC), *Uganda: Relief Efforts Hampered in One of the World's Worst Internal Displacement Crisis. A Profile of the Internal Displacement Situation*, 12 December 2005.
 - 28 *Ibid.*
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 - 30 The production of a hardcopy Arabic-language Handbook was completed in July 2006.
 - 31 These examples were given during focus groups discussions led by the Women's Commission. UNICEF has some quantitative data to support these assertions; see *UNICEF Sudan 2005 Consolidated Emergency Thematic Report*, 2005.
 - 32 INEE interview with Eli Rognerud, CIDA-INEE Policy Roundtable on Education in Emergencies, Fragile States and Reconstruction, New York, 22 June 2006.
 - 33 Following the recommendations in OCHA's Humanitarian Response Review (HRR), the cluster system has been tested in the earthquake response in Pakistan. Under the cluster system, agencies involved in humanitarian response form strategic and long-term partnerships at sector level. According to the recommendations, the IASC identifies and assigns lead organisations for each cluster and equips these organisations with the funds and authority to perform their lead role. Cluster leads are subsequently responsible and accountable for the humanitarian response in their particular sector, and coordinate responses among all members of that cluster.
 - 34 Cluster Closure report, Pakistan Education Cluster, 2006.
 - 35 The methodology for this research will follow the research plan developed by the INEE Working Group and used in Uganda and Darfur.
 - 36 Jackie Kirk, Framing Paper prepared for the CIDA-INEE Policy Roundtable on Education in Emergencies, Fragile States and Reconstruction: Addressing Challenges and Exploring Alternatives, 2006.
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Network Papers 1996–2006

Network Papers are contributions on specific experiences or issues prepared either by HPN members or contributing specialists.

- 16 *The Joint Evaluation of Emergency Assistance to Rwanda: Study III* ed. J. Borton (1996)
- 17 *Monetisation: Linkages to Food Security?* by J. Cekan, A. MacNeil and S. Loegering (1996)
- 18 *Beyond Working in Conflict: Understanding Conflict and Building Peace (The CODEP Workshop Report)*, by J. Bennett and M. Kayitesi Blewitt (1996)
- 19 *Human Rights and International Legal Standards: what relief workers need to know* by J. Darcy (1997)
- 20 *People in Aid Code of Best Practice in the Management and Support of Aid Personnel* ed. S. Davidson (1997)
- 21 *Humanitarian Principles: The Southern Sudan Experience* by I. Levine (1997)
- 22 *The War Economy in Liberia: A Political Analysis* by P. Atkinson (1997)
- 23 *The Coordination of Humanitarian Action: the case of Sri Lanka* by K. Van Brabant (1997)
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- 31 *The Impact of Economic Sanctions on Health and Well-being* by R. Garfield (1999)
- 32 *Humanitarian Mine Action: The First Decade of a New Sector in Humanitarian Aid* by C. Horwood (2000)
- 33 *The Political Economy of War: What Relief Agencies Need to Know* by P. Le Billon (2000)
- 34 *NGO Responses to Hurricane Mitch: Evaluations for Accountability and Learning* by F. Grunewald, V. de Geoffroy & S. Lister (2000)
- 35 *Cash Transfers in Emergencies: Evaluating Benefits and Assessing Risks* by D. Peppiatt, J. Mitchell and P. Holzmann (2001)
- 36 *Food-security Assessments in Emergencies: A Livelihoods Approach* by H. Young, S. Jaspars, R. Brown, J. Frize and H. Khogali (2001)
- 37 *A Bridge Too Far: Aid Agencies and the Military in Humanitarian Response* by J. Barry with A. Jefferys (2002)
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- 42 *The Role of Education in Protecting Children in Conflict* by Susan Nicolai and Carl Triplehorn (2003)
- 43 *Housing Reconstruction after Conflict and Disaster* by Sultan Barakat (2003)
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- 45 *Reproductive Health for Conflict-affected People: Policies, Research and Programmes* by Therese McGinn et al. (2004)
- 46 *Humanitarian futures: practical policy perspectives* by Randolph Kent (2004)
- 47 *Missing the point: an analysis of food security interventions in the Great Lakes* by S. Levine and C. Chastre with S. Ntububa, J. MacAskill, S. Lejeune, Y. Guluma, J. Acidri and A. Kirkwood
- 48 *Community-based therapeutic care: a new paradigm for selective feeding in nutritional crises* by Steve Collins
- 49 *Disaster preparedness programmes in India: a cost benefit analysis* by Courtenay Cabot Venton and Paul Venton (2004)
- 50 *Cash relief in a contested area: lessons from Somalia* by Degan Ali, Fanta Toure, Tilleke Kiewied (2005)
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- 2 *Emergency Supplementary Feeding Programmes* by J. Shoham (1994)
- 3 *General Food Distribution in Emergencies: from Nutritional Needs to Political Priorities* by S. Jaspars and H. Young (1996)
- 4 *Seed Provision During and After Emergencies* by the ODI Seeds and Biodiversity Programme (1996)
- 5 *Counting and Identification of Beneficiary Populations in Emergency Operations: Registration and its Alternatives* by J. Telford (1997)
- 6 *Temporary Human Settlement Planning for Displaced Populations in Emergencies* by A. Chalinder (1998)
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