

An evaluation of the INEE Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction: A Uganda Case Study

Inter-Agency Network for Education in Emergencies (INEE)

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Cover photo: Alice (20) and her baby girl Atim attending their second day at school at the Norwegian Refugee Council Youth Education Pack Centre in Pabbo in northern Uganda. Alice was abducted by the rebels at the age of seven. After twelve years in the bush, she managed to escape. At that time she was already pregnant. Photo: NRC/Roald Høvring.

EXECUTIVE SUMMARY

The Lord's Resistance Army (LRA) has waged war in northern Uganda for over two decades, displacing two million people and causing almost a million deaths through war and disease. Moreover, humanitarian needs in the area are periodically exacerbated by the effects of cattle rustling, ethnic conflict, and flooding, as well as by the presence of refugees from neighbouring conflict-affected countries.

A year and a half after the launch of the *INEE Minimum Standards* in December 2004, a small baseline study suggested that awareness of the existence of the handbook among educational stakeholders in Uganda was low; in addition, the study found no instance of utilization of the handbook. The present report contains the findings of a study undertaken in 2008, which examined the current levels of awareness, utilization, institutionalization, and impact of the *INEE Minimum Standards* in Uganda.

Awareness: Approximately two-thirds of the 86 study participants – who comprised representatives of a range of institutions involved in the planning and implementation of educational interventions – were aware of the existence of the *INEE Minimum Standards* handbook. Those most likely to be aware of the *Standards* work for international non-governmental organizations (NGOs), UNICEF, and bilateral donors. The report recommends that government representatives, in particular, are targeted for future trainings. Also, the report recommends that INEE works through the Inter-Agency Standing Committee (IASC) Education Cluster meetings that take place at national and district levels in Uganda to increase awareness of the *INEE Minimum Standards* handbook.

Utilization: 20% of study participants reported using the *INEE Minimum Standards* handbook in their work. This is a marked increase over the baseline study that was conducted in 2006. However, this figure represents only 30% of study participants who were aware of the existence of the handbook; furthermore, a third of the study participants who had participated in a full 3-day training reported not using the handbook. The report recommends that future editions of the *INEE Minimum Standards* explicitly encourage contextualization of the handbook's indicators and recommends that handbook be rewritten to be more user-friendly.

Institutionalization: Only two institutions were found to have formally adopted the *INEE Minimum Standards* in their policies and procedures; in both these institutions, training staff on the handbook is a priority. This report recommends greater advocacy by INEE members within their own agencies and organizations to increase institutionalization of the *Standards*. Furthermore, the report recommends that a focus group discussion on the *Standards* be held in Uganda to discuss this report and to create a local plan for the dissemination and implementation of the *Standards*.

Impact: Little evidence was found on the impact of the *INEE Minimum Standards* handbook in Uganda. Although the *INEE Minimum Standards* are an articulation of best practice in the field of education, more research is needed to determine the level of direct impact, since programming guidance comes from a variety of sources.

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ACKRONYMS

ACOT	African Child Outreach Trust
AEI	Acholi Education Initiative
AMREF	African Medical and Research Foundation
CCC	Christian Communication Centre
CCF	Christian Children's Fund
CCT	Coordinating Center Tutor
CKS	Childcare Kitgum Services
CPA	Concerned Parent's Association
CRO	Child Restoration Outreach
DEO	District Education Officer
DES	Directorate of Education Standards
DIS	District Inspector of Schools
EFAG	Education Funding Agencies Group
FAWE	Forum for African Women Educationalists
FENU	Forum for Education NGOs in Uganda
IASC	Inter-Agency Standing Committee
IDP	internally displaced person
INEE	Inter-Agency Network for Education in Emergencies
IRC	International Rescue Committee
<i>INEE Minimum Standards</i>	<i>INEE Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction</i>
JICA	Japanese International Cooperation Agency
JRS	Jesuit Refugee Service
LABE	Literacy and Adult Basic Education
M&E	monitoring and evaluation
MISR	Makarere Institute for Social Research, Makarere University
MoES	Ministry of Education and Sports
NGO	non-governmental organization
NRC	Norwegian Refugee Council
PTC	Primary Teachers College
SCiU	Save the Children in Uganda
<i>Standards</i>	<i>INEE Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction</i>
UN	United Nations
UNICEF	UN Children's Fund
UNHCR	UN High Commission for Refugees
UNITY	Ugandan Initiative for TDMS and PIASCY
USAID	United States Agency for International Development
WACA	War Affected Children Association
WFP	UN World Food Program
WVI	World Vision International

1. BACKGROUND TO THE STUDY

1.1 The INEE Minimum Standards¹

In December 2004, the Inter-Agency Network for Education in Emergencies (INEE) launched the *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction (INEE Minimum Standards)*, the first global tool to define a minimum level of educational quality in order to increase coordination, access and accountability. Developed with the participation of over 2,250 individuals from more than 50 countries, the *Standards* reflect rights and commitments as well as consensus on good practices and lessons learned across the field of education and protection in emergencies and post-conflict situations. The *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 disaster reconstruction.

A three-tier plan² for the evaluation of these standards was developed in 2005 by the INEE Working Group on Minimum Standards' Applications and Analysis Sub-Group, with the objectives of facilitating dissemination and awareness, systematically assessing utilization, and for the continuing revision and improvement of the standards:

- Tier One: A qualitative and quantitative evaluation of the use and impact of the *Standards*, with baseline and end line measures;
- Tier Two: Distribution and analysis of an in-depth questionnaire on awareness, utilization, institutionalization, and ultimately the impact that the standards have had on improving the quality of education; and
- Tier Three: Self-evaluation of the *INEE Minimum Standards* by INEE members.

This research study addresses Tier One and was undertaken to gain a better understanding of the awareness, utilization, institutionalization, and impact of the *INEE Minimum Standards* in Uganda, following the methodology developed by INEE.

1.2 Research Questions³

The principal research questions for this study were: *Are key actors aware of the INEE Minimum Standards? Are they being used? Are they having an impact? Can they be improved?* To answer these questions, a range of more specific research and evaluation questions were posed, relating to institutional implementation of the *Standards*. The levels of implementation investigated were the following:

- Awareness: Are members and/or clients of organizations aware of the *Standards*? How did they learn about them?
- Utilization: Are the *Standards* being used? How? What factors facilitate the use of the *Standards*? Inhibit their use? Are some standards used more, or used more intensively, than others? Why?

¹ Source: INEE Web site: www.ineesite.org.

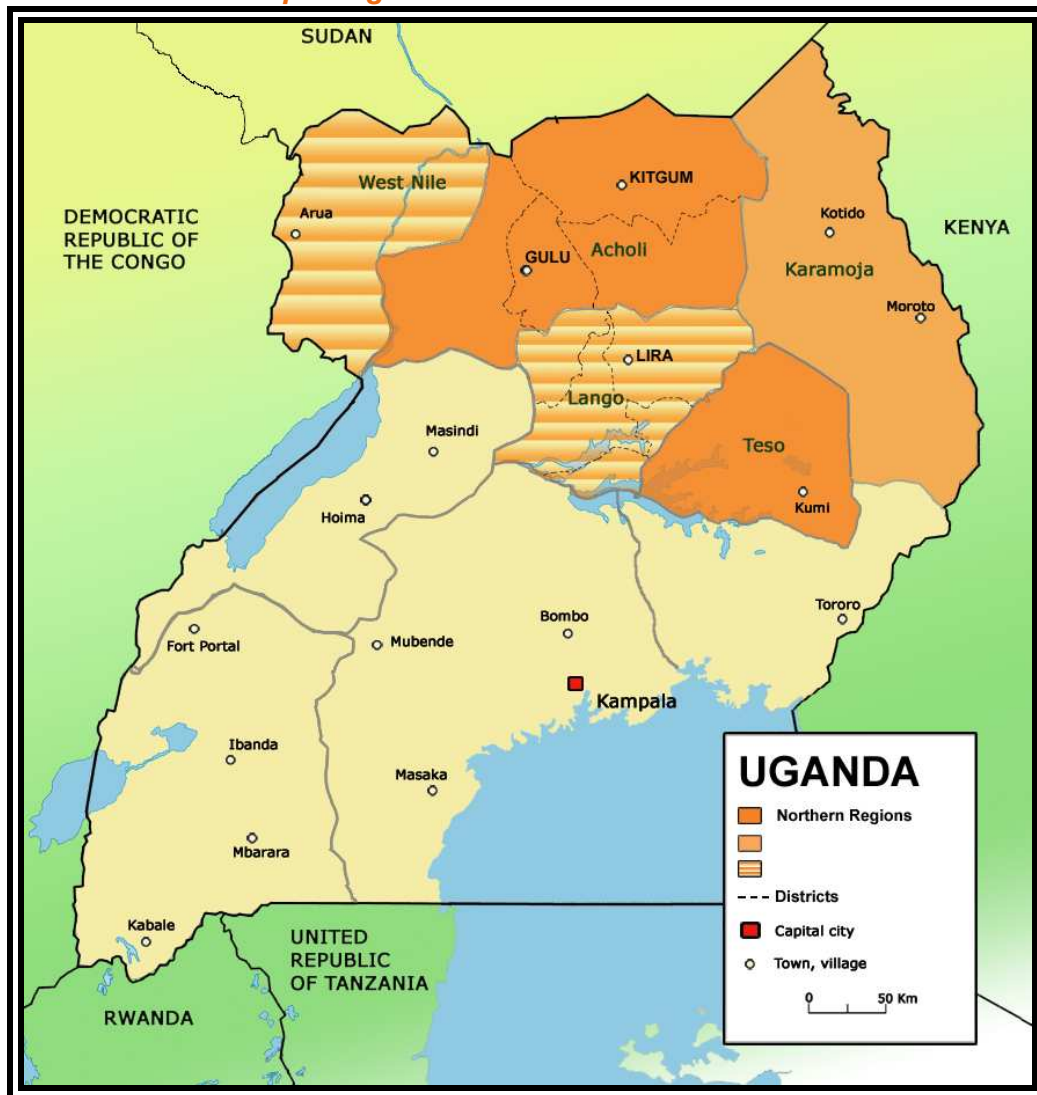
² See *INEE Research Plan for Case Studies on the Utilization of Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* on the INEE Monitoring and Evaluation Web Page for more information: <http://www.ineesite.org/page.asp?pid=1066>.

³ *Ibid.*

- **Institutionalization:** Have any standards or the handbook been institutionalized in the policies or procedures of an organization?
- **Impact:** What is the impact of the *Standards* on educational access? On education quality? On the acceptance of quality education as an emergency response? On a holistic and well-coordinated transition from emergency to early reconstruction?

1.3 The Dissemination of the *INEE Minimum Standards* in Uganda

Map of Uganda's conflict-affected areas.⁴



Over the last two decades in the East African country of Uganda, the Lord's Resistance Army (LRA)'s practice of murder and kidnapping in the northern and eastern parts of the country has displaced 1.8 million people⁵. Peace negotiations between the LRA and the Government of Uganda – which have been ongoing in Juba, southern Sudan, since July of 2006 – have stalled and there are rumors of a

⁴ Source: Adapted from [http://www.internal-displacement.org/8025708F004BE3B1/\(http InfoFiles\)/AB32869627A62AB4C12573800052E206/\\$file/IDP%20map%20Uganda.pdf](http://www.internal-displacement.org/8025708F004BE3B1/(http%20InfoFiles)/AB32869627A62AB4C12573800052E206/$file/IDP%20map%20Uganda.pdf).

⁵ UNICEF, 2008.

renewed offensive⁶. Cattle rustling and ethnic conflict also contribute to instability in the northeastern part of the country. A wide range of international and national institutions thus has extensive experience in implementing emergency and post-conflict interventions in the West Nile, Acholi, Lango, Teso, and Karamoja sub-regions. These interventions often target not only the internally displaced (IDPs) of Uganda, but also refugees from adjoining southern Sudan and – more recently and to a lesser extent – Kenya. Moreover, flooding in the north and northeast of the country required an emergency response by the humanitarian aid community in several districts in 2007-08. The Government of Uganda's *Peace, Recovery and Development Plan for Northern Uganda (PRDP) 2007–2010* sets out a comprehensive development framework intended to stabilize the North and eradicate the disparities that exist between the North and the rest of the country.

Since 2005, ten training workshops on the *INEE Minimum Standards*⁷ – including six follow-up trainings to INEE Regional Trainings of Trainers and four additional training workshops for staff who had already been trained – have been held in Uganda with approximately 150 individuals trained.⁸ These trainings have overwhelmingly targeted International Rescue Committee (IRC), Save the Children in Uganda (SCiU), and Norwegian Refugee Council (NRC) staff, but some have also targeted local and national government education officials and local NGO representatives. In addition to these trainings, trainings on the *Sphere Minimum Standards in Disaster Response*⁹ in Uganda now include a short module on the *INEE Minimum Standards*.

Approximately 800 *INEE Minimum Standards* handbooks have been distributed in Uganda. Due to the nature of the circulation of staff within international institutions, many of the international employees of such institutions had familiarized themselves with the *Standards* prior to their appointments in Uganda.

A small baseline study of the awareness, utilization, and institutionalization of the *INEE Minimum Standards* was undertaken in Uganda in 2006 by Dr. Joan Sullivan-Owomoyela for USAID/Creative Associates.¹⁰ Due to insecurity at the time of the research, the study sample comprised only ten participants, almost all senior-level staff in international institutions, rendering it difficult to treat the report as an authoritative baseline. Although all ten study participants reported to be aware of the *INEE Minimum Standards* in early 2006, the study found negligible utilization and no institutionalization in Uganda. Significantly, prior to the baseline research, only a one-day pilot training had been held on the *Standards* in Uganda. Two years later, the INEE Secretariat received feedback from training workshops on the *INEE Minimum Standards* in Uganda as well as from international NGO staff – largely those from SCiU – expressing enthusiasm for the *Standards* handbook. Conflict-

⁶ Source: BBC News. Ugandan rebels 'prepare for war'. <http://news.bbc.co.uk/1/hi/world/africa/7440790.stm>

⁷ Trainings on the *INEE Minimum Standards* may take the form of A.) INEE Training of Trainers (ToT) workshops; B.) follow-up trainings, in which those who had participated in a ToT workshop train others; and/or C.) INEE Capacity-building workshops, in which those who had participated in either a ToT workshop or a follow-up training receive additional training on the *INEE Minimum Standards*. Additional training opportunities are sometimes also provided by INEE Secretariat staff and INEE Steering Group and Working Group members.

⁸ Two INGO staff who had been trained as trainers on the *INEE Minimum Standards* at the first Anglophone Training of Trainers (ToT) in Nairobi, Kenya, have recently left their long-standing positions. This made it impossible to locate the training reports and participant lists from all of the trainings. The figure cited represents an estimate, taking into account the probable number of repeat trainees during the capacity-building workshops.

⁹ See www.sphereproject.org.

¹⁰ Sullivan-Owomoyela, 2006.

affected Uganda was thus selected as the site of the second country case study for an evaluation of the *INEE Minimum Standards*.

1.4 Research Methodology

In order to investigate the awareness, utilization, institutionalization, and impact of the *INEE Minimum Standards* in Uganda, the study employed a mixed-method case study approach. The case study is 'an empirical inquiry that investigates a contemporary phenomenon within its real-life context'.¹¹ The research relied primarily on three sources of data: documentary analysis, questionnaire, and semi- and unstructured interview.

Documentary sources for the study included largely unpublished documentary data: *INEE Minimum Standards* training reports; government, international agency and non-governmental organization (NGO) framework documents and project reports; and Education Cluster meeting minutes, among other documentary sources provided by INEE and study participants. (See *References for a list of the published documents used in the study.*)

The Application and Analysis Sub-Group of the INEE Working Group on Minimum Standards developed a questionnaire for use in the study to measure the level of awareness, utilization, institutionalization, and impact of the *INEE Minimum Standards*, as well as to investigate which groups could benefit from training and to elicit suggestions for future revisions (see *Annex 1*).

The sampling strategy used to identify study participants to interview and/or to complete the questionnaire was a non-probability, purposive sample of key stakeholders. A non-probability sample is one in which participants are not selected at random; a purposive sample is one that relies on the researcher's judgment to select participants.¹² For this study, the researcher sought to recruit individuals from a range of institutions – local and international NGOs, United Nations (UN) agencies, and government officials at national headquarters, district-level, and field offices. The researcher made every effort to include participants in the study both from institutions likely to have staff members who are aware of the *INEE Minimum Standards* (i.e., with staff members who are known participants in *INEE Minimum Standards* trainings) and also from institutions unlikely to employ staff members who are aware of the *INEE Minimum Standards* (i.e., with no staff members who are known participants in *INEE Minimum Standards* trainings). This choice reflected the assumption that no evidence could be gathered on the utilization, institutionalization, and impact of the *INEE Minimum Standards* if all study participants were not aware of the *Standards*; furthermore, no evidence could be collected on the characteristics of the population that was not aware of the *Standards* if all study participants had undergone training on the *INEE Minimum Standards*.

Preliminary documentary and interview data collection took place in February – April 2008, followed by a five-week period of field research in Kampala and the northern Ugandan districts of Gulu, Lira, and Kitgum in April and May 2008. The researcher administered questionnaires to and interviewed a total of 86 individuals. The mean duration of study participants' employment at their respective institutions as well as the mean duration in their current position was 2-4 years.

¹¹ Yin, 2003, p. 13.

¹² Robson, 2002.

The documentary evidence was analyzed according to the guidance given in the Research Plan for Case Studies on the Utilization of *Minimum Standards for Education in Emergencies, Chronic Crises, and Early Reconstruction*, developed by the Applications and Analysis Sub-Group¹³. Data collected through the questionnaire were analyzed using the statistical software SPSS (formerly the Statistical Package for the Social Sciences). The unstructured and semi-structured interview data were analyzed using Miles and Huberman's procedures of qualitative analysis: data display, data reduction, pattern-seeking within the data, and data conclusion/verification.¹⁴

Limitations of the study

As the study used a non-probability sample, only very limited claims may be made to the representativeness of the sample and the generalizability of the findings. While the study found evidence on the awareness, utilization, institutionalization, and impact of the *INEE Minimum Standards* across a wide range of institutions, these findings cannot be extrapolated to Uganda as a whole.

It is noteworthy that the researcher attempted to contact some individuals for the study with whom a meeting could not be arranged; study participants comprise a population that were willing and available to meet with the researcher.

Study participants were often reluctant to provide project proposals or other internal documents. Therefore, it was often not possible to verify whether or how the *INEE Minimum Standards* were used in such documents.

The data collected from the questionnaire contain missing values for a number of questions that were omitted by respondents. Therefore, the study cannot speak to the questions for which the non-response rate was high.

A significant source of bias exists in the collected data: only two weeks prior to the researcher's arrival in Lira, SCiU held an *INEE Minimum Standards* training for local stakeholders. Approximately half of the individuals that the researcher contacted in Lira, therefore, had only heard of the *Standards* a few weeks prior to the training and those who participated in the training had not yet had the chance to put their newly acquired skills into practice. Therefore, a significant number of study participants with a high degree of familiarity with the contents of the handbook reported not using them.

A scheduled trip to the Pader district did not take place due to a national holiday. However, many of the institutions that operate in Pader are based in Kitgum; the researcher was, therefore, able to obtain some data for Pader district.

Finally, since the researcher contacted fewer than 100 individuals during the course of the study, the data expressed in percentages in this report has been thus noted only for the purposes of clarity.

¹³ See INEE Website: <http://www.ineesite.org/page.asp?pid=1425>

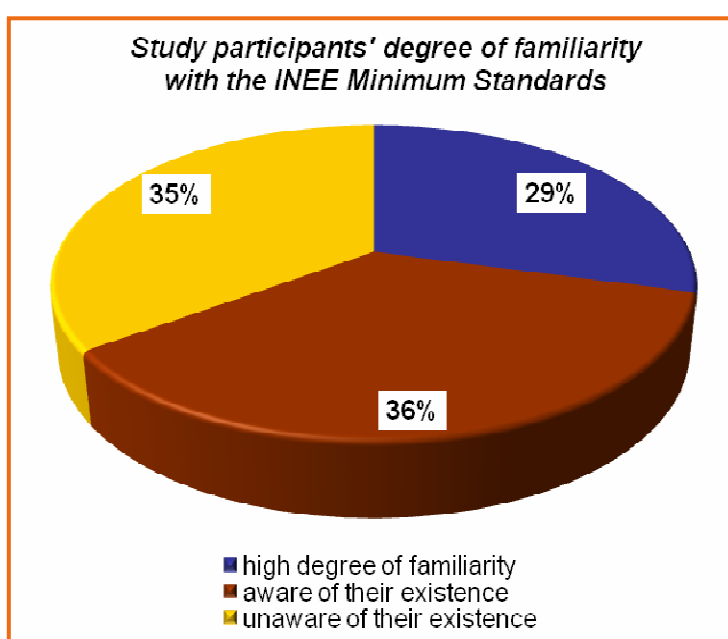
¹⁴ Miles & Huberman, 1994.

2. INEE MINIMUM STANDARDS CASE STUDY FINDINGS AND APPLICATIONS

2.1 Key Findings: awareness, utilization, institutionalization, and impact

Awareness: For the purposes of this study, awareness refers to how people have learned about the *INEE Minimum Standards*, their opinions about the *INEE Minimum Standards* training, and the obstacles to learning about the *Standards*.¹⁵

Three and a half years after the launch of the *INEE Minimum Standards*, approximately two-thirds of the educational stakeholders who participated in this study were aware of the existence of the handbook. Of the 86 participants in the study, 56 had heard about the *Standards* (see Annex 2). Those who had heard about the *Standards* most often learned about the handbook through training. However, several study participants reported learning of the *Standards* through Education Cluster meetings, word of mouth, the Internet, or the handbook itself.



27% of study participants had attended a training on the *INEE Minimum Standards*. It is significant that, of those, about a third had attended training during the course of the study; these 8 individuals had only heard about the *Standards* when the training opportunity was announced at an Education Cluster meeting in Lira. Therefore, they had had no knowledge of the existence of the handbook prior to the beginning of 2008.

The study participants most likely to be aware of the *Standards* work for international NGOs, UNICEF, or bilateral donors. Importantly, almost all of the international staff in these institutions who were aware of the *Standards* had learned of the existence of the *Standards* prior to their posting in Uganda. This suggests that dissemination of the handbook and/or training in one country may benefit another. One donor agency staff member remarked that, when she had accepted her position in Uganda, she packed her copy of the *INEE Minimum Standards* handbook, believing it to be of greater potential use to her in the Ugandan context than many other documents that she was forced to leave behind.

However, 9 out of the 15 study participants who were affiliated with the Ministry of Education and Sports (MoES) were also aware of the *INEE Minimum Standards*. NRC had held a training in Kampala in 2007 for many District Education Officials (DEOs), Assistant DEOs, and school inspectors in the conflict-affected areas. This is clearly a best practice for disseminating the *Standards* at the local government level. Despite rating the training highly and describing the handbook as a useful tool, these individuals have not passed on their training to their staff.

¹⁵ *INEE Research Plan. Op. cit.*

Those who are aware of the *Standards* are likely to believe that their counterparts in other institutions concerned with educational provision are also aware of the *Standards*. However, empirical evidence in this study suggests that those who are aware of the *INEE Minimum Standards* overestimate the level of awareness of their colleagues. The population aware of the *Standards* cited time constraints and scarce resources as the greatest challenges to learning about the handbook. However, several study participants also remarked that they were not aware that trainings had ever been held in Uganda; these individuals were from a wide range of institutions, which suggests that training opportunities may have been internal or not widely advertised.

The population of study participants least aware of the *Standards* were mid- or junior-level employees across the range of institutions. Possibly, these individuals are not aware of the *Standards* because they do not have extensive representational duties. Since they rarely – if ever – attend meetings outside of their institutions, they would not hear about nor see the handbook unless their supervisors informed them of the existence of such a tool. This is the most likely reason for unawareness of the *Standards*: lack of dissemination within institutions to employees occupying junior positions. The *INEE Minimum Standards* handbook is not sufficiently ‘trickling down’ to the colleagues of those trained. Those trained may make a brief presentation about their training experience to their fellow staff, but – in all but a few institutions – the dissemination ends there.

Utilization: Implementation and use refers to how institutions have or are currently using the *INEE Minimum Standards* and ways which projects have changed as a result of the *Standards*.¹⁶

Only 20% of the study participants – fewer than a third of those aware of the *Standards* and fewer than a quarter of all study participants – reported currently using the handbook. All but 2 of the study participants who are using the handbook had participated in training. The standards related to community participation were those most often reported to be used.¹⁷ The most frequently reported use of the *INEE Minimum Standards* handbook was to advocate for the priority of education in situations of instability, both to donors and communities (see *Annex 2*).

An NRC staff member attributes his organization’s expansion of programming in the education sector to the application of the *INEE Minimum Standards* in the institution’s planning process:*

‘The NRC education policy now has placed increasing attention on the quality of education while previously the focus was only on access.’

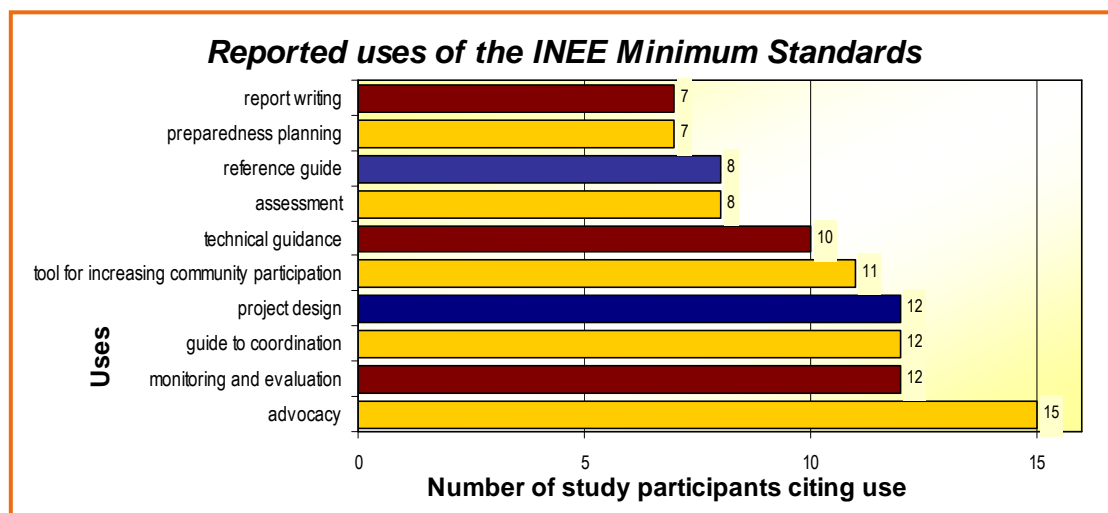
*Source: questionnaire data.

Given that the population of those using the *Standards* comprises only 17 study participants from a spectrum of institutions, it is difficult to make generalizations concerning the make-up of this population. Also, given that 6 of these study participants were SCiU staff members – and the Save the Children Alliance worldwide is highly committed to the *Standards* and to INEE – only 11 non-SCiU study participants were actively using the *Standards* in Uganda at the time of the study.

¹⁶ *Ibid.*

¹⁷ 9 study participants reported using the community participation standards more often than other categories of standards. The reasons cited for their use were that community involvement increased local ownership of programs and/or that community involvement decreased program costs.

As mentioned, many district-level education officials had been trained on the *Standards*, but only two of those interviewed reported currently using the handbook, and one of them could not locate his copy upon request. The education officials who reported not using the *Standards* cited ‘lack of commitment’ and ‘lack of follow-up’ on the part of the training organization as the reason why they were not using the handbook.



A surprising study finding is that – unlike in the Pakistan context¹⁸ – few participants in the Uganda evaluation expressed enthusiasm for the *Standards* handbook. Several of the study participants who had been trained on its use had serious concerns about its applicability: they described the *Standards* as ‘unrealistic’ and too ‘difficult to translate into practice’. One study participant wrote that the ‘current standards are too high to be applied at the field level in the context of northern Uganda’. Even some study participants who considered the handbook to provide a ‘good framework’ and a comprehensive tool – ‘the education bible’, as one participant quipped – still labeled the handbook ‘idealistic’, containing ‘everything under the sun’. Study participants repeatedly complained of the lack of clear – i.e., quantitative – indicators in the handbook and the need for contextualization of the *Standards* for the particular circumstances of Uganda. In the Pakistan evaluation of the *Standards*, those most likely to use the *Standards* were at the top of the hierarchy in their respective institutions. In Uganda, this was not found to be the case; often it was senior-level staff who had the most vociferous complaints against the handbook.

However, the most cited reason for not using the *Standards* among those who were aware of the existence of the handbook was the proliferation of other “standards” and guiding documents. In fact, the MoES has published a policy of its own “minimum standards”¹⁹ since 1999 (see *textbox on the following page*). Several study participants pledged commitment to these standards, rather than those published by INEE. However, the MoES standards are not at all incompatible with the *INEE Minimum Standards*. Indeed, the two documents could be considered complementary.

¹⁸ Karpinska, 2007.

¹⁹ MoES, 2001.

The MoES standards are not the only document that institutions that participated in the study use for guidance: several study participants reported not using the *INEE Minimum Standards* because their institutions have their own standards. Since their own standards are also based on best practices, these tools do not contradict the *INEE Minimum Standards*, study participants stated. These same study participants reported that – although they find the INEE tool a good one – it is their own institution’s guiding document and the Ugandan government’s standards that sit on their desk.

Several study participants, who said that they are not using the *Standards*, did report that they refer to them by name in proposals. Although this may be merely paying lip service to the handbook, the practice suggests that donor agencies recognize the importance of the *INEE Minimum Standards* as a framework. In fact, an enthusiastic user of the *Standards* at FIDA International reported that his institution received funding for two projects because of its stated adherence to the *INEE Minimum Standards*.

The relatively low utilization of the *Standards* by those who are aware of their existence may be due to confusion about the contents of the handbook. For instance, a World Food Program (WFP) staff member – an employee of an agency whose primary concern in the education sector is the provision of school meals – claimed to use sections of the handbook relevant to his work but was unaware that it contained a school feeding checklist. Several study participants who claimed to be familiar with the contents of the handbook were convinced that the numerical indicators therein – of which there are none – were inconsistent with the standards set forth by the government. Several other study participants were afraid that commitment to the handbook implied a moral and financial responsibility to ensuring that the *Standards* be met. A dozen study participants who are aware of the *INEE Minimum Standards* but are not currently using them reported the incorrect belief that the *Standards* were only applicable during acute emergencies and are not pertinent to the current ‘recovery’

The MoES *Basic Requirements and Minimum Standards Indicators for Educational Institutions** is a 16-page booklet that sets forth the necessary components of a primary, secondary, or vocational educational institution, as determined by the Government of Uganda. These include lists of requisite

- administrative records (e.g. ‘A personal file for each student’, ‘Visitors’ book’);
- school management structures (e.g. ‘Staff Discipline Committee’);
- structures and facilities (e.g. flower gardens, general store, chalkboard); and
- teacher requirements (‘Guidelines for induction of new staff’, ‘A lesson plan for each lesson’);

as well as other lists, e.g. broad outlines for student evaluation schedules, a description of what constitutes a General Assembly, sanitation and hygiene infrastructure and practices, etc.

Some of the MoES standards provide greater detail for *certain* indicators listed in the *INEE Minimum Standards* Access and Learning Environment standards, as well as *certain* indicators in the Teaching and Learning, Teachers and Other Education Personnel, and Education Policy and Coordination standard categories. Overall, the *INEE Minimum Standards* address a wider range of concerns than do the MoES standards. Importantly, of the MoES employees who participated in the study and who were familiar with the content of the *INEE Minimum Standards* handbook, none saw it as contradictory to the MoES standards. In short, the two documents vary widely in scope and intent.

The INEE and MoES standards are fundamentally complementary, since the MoES standards – which were first published in 1999, prior to the publication of the *INEE Minimum Standards* in 2004 – are essentially context-specific checklists for only a few of the indicators contained in the INEE handbook, which provide a richer and more comprehensive framework.

*Source: MoES, 2001

phase in Uganda. It is also significant that the handbook is unavailable in any local languages in Uganda; requests came from several study participants for translation into Luo.

There is reason to believe that training quality is an issue in Uganda. Throughout the study, the researcher found that some of those trained on the *INEE Minimum Standards* made mistakes concerning the content and purpose of the handbook. Several believed that the acronym 'INEE' refers to the handbook rather than the professional network; several believed that the handbook was to be used as is, without allowing for contextualization; and several believed that the handbook could not be used during the current recovery period. Two trainers who had participated in the Anglophone Training of Trainers (ToT) in Kenya in 2006 have since left their positions, but trainings have continued. It is possible that some of those currently facilitating trainings in Uganda do not possess the in-depth knowledge to accurately present the handbook, its contents, and its purpose.

Although the number of individuals found to be currently using the *Standards* is low, utilization of the handbook has increased considerably since the 2006 baseline study on the *INEE Minimum Standards*. As mentioned above, the baseline study found no individual who actively used the *Standards*. In this study, two years later, 20% of study participants reported using the handbook. Even more study participants considered the *Standards* a 'useful', or even 'very useful', 'comprehensive' tool.

Ratings of the content and presentation of the INEE Minimum Standards handbook.				
<i>The numbers reflect the number of respondents checking a given category</i>				
	not at all useful	moderately useful	useful	extremely useful
Format of the handbook	0	2	19	4
Standards	0	2	18	5
Indicators	1	2	14	7
Guidance notes	2	3	10	10
Assessment framework	2	4	13	4
Situation analysis checklist	1	3	11	7
Needs assessment questionnaire	0	5	15	4
Psychosocial checklist	0	4	17	3
School feeding program checklist	1	5	12	5
Teacher's code of conduct	1	2	10	10
Terminology annex	0	4	14	5
References and resource guide	0	2	18	4

Institutionalization: This concept refers to ways in which the *INEE Minimum Standards* have been formally incorporated into institutions' policies and procedures and the priority that institutions generally place on the minimum standards as well as education in emergencies, chronic crises and early reconstruction.²⁰

The overall level of institutionalization of the *INEE Minimum Standards* in Uganda is low. While a greater number of study participants reported that their institutions were committed to using the *INEE Minimum Standards* than that of those who reported using the handbook, very few could provide evidence of this commitment. In fact, the study found only two institutions that appear to have formally incorporated the *Standards* into their policies and procedures: SCiU and NRC. In both of these

²⁰ *Ibid.*

institutions, training employees on the *Standards* handbook is a priority. In fact, the NRC staff members interviewed reported that – of all of the education staff members at NRC – the only ones who have not been trained on the *Standards* are the three who were hired only recently.

Despite UNICEF’s strong commitment to the *INEE Minimum Standards* globally, of the 6 UNICEF employees who participated in the study, only one reported currently using the *Standards*. As one UNICEF staff member said, the institutionalization ‘has not trickled down to the field’; another colleague stated that UNICEF’s institutionalization of the handbook – if such a policy does exist – has not been ‘put into practice at the field level’.

The following is an excerpt from a project proposal of an international NGO that is well on its way to institutionalizing the Standards:*

‘The 2007 activities will reflect the Inter-Agency Network (INEE) *Minimum Standards for Education in Emergencies*, which clearly express that all individuals – children, youth and adults – have a right to education during emergencies. [These] echo the core beliefs of the Sphere Project: that all possible steps should be taken to alleviate human suffering arising out of calamity and conflict, and that people affected by disaster have a right to life with dignity. [The *INEE Minimum Standards* are] an important tool in project planning, analysis, implementation, monitoring and evaluation.’

*Source: available on request

Despite the number of high-level MoES officials at the district level who have been trained on the *INEE Minimum Standards*, no government documents were found that contained references to the handbook.

Similarly, while the Education Clusters seem a natural setting to introduce and discuss use of the *Standards*, there were only a handful of references to the *INEE Minimum Standards* in Cluster meeting minutes in the four locations in which the study was conducted, and the majority of those were concerning invitations for the April 2008 training on the *Standards* that took place in Lira.

Institutionalization of the *INEE Minimum Standards* is low in Uganda. This appears to be, in part, due to a failure to disseminate information and training from senior levels down the internal hierarchy of institutions. Institutions that have appointed champions for the *Standards* seem to prioritize the handbook.

Impact: Impact refers to the *INEE Minimum Standards*’ influence on the acceptance of quality education as an emergency response as well as on a holistic and well-coordinated transition from emergency to early reconstruction. It also refers to the impact of using the *Standards* on either access to, or quality of, the education services as well as the level of importance that institutions put on education in emergencies.²¹

²¹ *INEE Research Plan. Op. cit.*

Employees of Save the Children in Uganda are convinced that the INEE Minimum Standards improved both their institution's programs and the outcomes of those programs. SCiU staff members compiled the following list of accomplishments that they attribute to the *Standards*.^{*} These include improvements and/or increases in:

- learning environments,
- community involvement in the monitoring of teaching and learning,
- classroom construction,
- teacher motivation,
- community contribution of scholastic materials,
- enrollment,
- protection of pupils in schools, and
- community participation in school affairs.

^{*}Source: questionnaire data.

Approximately a dozen study participants checked 'yes' on the questionnaire when asked whether the *INEE Minimum Standards* had a positive impact on their program, and then had difficulties with providing a concrete example. However, the textboxes on this page provide anecdotal evidence that – at some institutions, at least – there is a sense that the *Standards* have been very useful.

Most study participants reported that the Education Cluster system had greatly improved coordination and thus had a strong positive impact on both emergency programming and programming in the current transition period. Since everyone involved in chairing or co-chairing the Clusters who participated in the study is highly familiar with the contents of the *Standards* handbook, it is assumed that the guidance offered within the handbook was effective, to some degree, in improving coordination within the education sector. It is important to bear in mind, however, that programming guidance comes from a variety of sources and it is difficult to determine which decisions resulted from the

Cluster, the *INEE Minimum Standards*, or yet other sources.

A staff member of FIDA International, which works in close partnership with the Pentecostal Churches of Uganda, writes that the community participation standards have revolutionized FIDA's program^{*}:

'Because community members participate in project design, implementation and monitoring, they are able to make a valuable contribution including local materials for construction, etc. The cost of running a project then becomes small. Our NGO spends less, for example, on constructing teachers' houses because the community makes contributions. We are therefore able to help more schools.'

^{*}Source: questionnaire data.

2.2 Lessons Learned

Trainings on the INEE Minimum Standards training improve awareness levels. While awareness of the *Standards* is not pervasive among those working in the education sector, the vast majority of study participants had at least heard of the tool, in particular through participation in training workshops. There is, however, a gap between basic awareness of the *Standards* and appreciation of their utility.

Conducting evaluations on the INEE Minimum Standards helps to raise awareness of the Standards and may increase future use. Almost all study participants who had not heard of the *INEE Minimum Standards* were interested in receiving copies for themselves and/or their staff. In fact, during the course of the study, the researcher distributed 30 handbooks and 15 toolkits, as well as over 70 brochures describing the purpose and activities of the INEE network.

Training on the INEE Minimum Standards does not guarantee utilization. One of the more surprising findings of this study – given the findings in Pakistan, which suggested that training equals utilization – was that, in Uganda, individuals who have been trained on the handbook may still not use it. In Uganda, one-third of the trained participants did not use the *Standards* handbook; this included international and local employees. It appears that the non-users did not recognize the utility of the *INEE Minimum Standards* handbook. Since this population made inaccurate statements about fundamental characteristics of the text, it is possible that there has been a failure of communication in the training process.

In a context where other published standards exist, the INEE Minimum Standards may be seen as a threat, unless their complementarity is emphasized. In Uganda, the government created its own standards almost a decade ago. Many study participants reported using the government standards in favor of those published by INEE. Moreover, many institutions have their own guiding documents, and – while these are not incompatible with or contradictory to those developed by INEE – the preference is for referring to those. The *INEE Minimum Standards* should, and do, provide the widest scope for best practices in education in situations of instability. All other guiding documents may be seen as complementary and supplementary. This issue should be addressed openly in trainings; in addition, efforts can be made to encourage the endorsement of this view by the publishers of other such guiding documents.

2.3 Recommendations

Awareness

Trainings on the INEE Minimum Standards – with follow-up – need to continue on a long-term basis. Training is the key to raising awareness, utilization, and institutionalization of the *Standards*, as evidenced by the fact that almost all of the study participants who use the handbook in Uganda have been trained. NRC's decision to target District Education Department officials for training is a best practice, but such a strategy must be followed up so that neither the training nor the handbook will be forgotten. Several study participants asked for a national Training of Trainers (ToT) to be held in Uganda, especially for government officials and Teacher Training College instructors. This would increase the number of trainers available for iterative training workshops.

Training and advocacy for the INEE Minimum Standards should work through government institutions. Many study participants suggested that the only manner in which to disseminate the *Standards* at the level of those responsible for education provision within the Ugandan context is to work through government institutions. NRC has already provided training on the *Standards* to DEOs throughout the crisis areas; these government employees approve of the trainings and would welcome training opportunities for their co-workers. The *Standards* must first be introduced at the national level, through training, promotion and inter-agency coordination, and then adapted for use as a training module for future teachers. In the Ugandan context, the incorporation of the *Standards* in the curriculum of the Teacher Training Colleges has been suggested by several study participants as the surest method of increasing dissemination of the handbook.

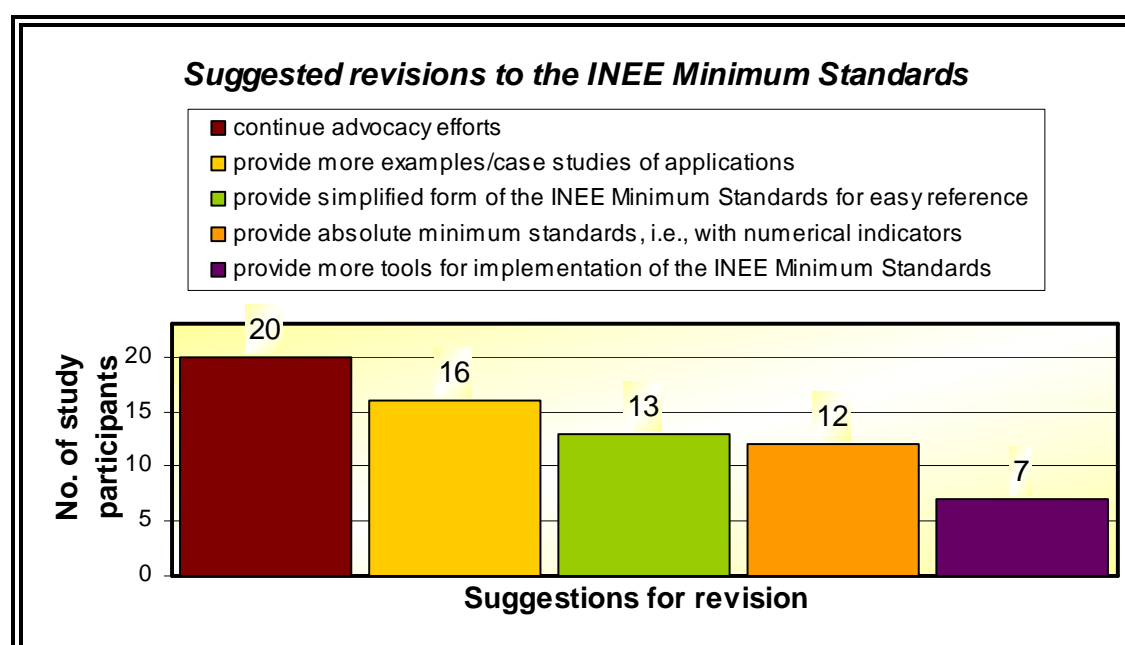
Only those who have participated in an INEE-sponsored Training of Trainers (ToT) on the INEE Minimum Standards should conduct trainings on the Standards. There is evidence that some trainers in Uganda have not participated in a formal ToT.

While in-person quality control of the trainings would prove a costly activity for INEE, a simple circulation of a statement that only graduates from INEE-sponsored ToTs or capacity-building workshops may hold 3-day trainings could guarantee a level of quality control.

The Cluster system is essential to increasing awareness – as well as utilization and institutionalization – of the INEE Minimum Standards. The Cluster approach is a pre-established direct conduit for dissemination of the *Standards*. Since the IASC Education Cluster at the global level is already committed to the *Standards*, all Cluster meetings should contain a short session for discussion on how individual institutions are using the handbook, which would also fulfill the request of many study participants for more concrete case studies. Cluster coordinators, co-chairs, and/or facilitators should stockpile handbooks in order to distribute them at the regular meetings.

Utilization

Future editions of the INEE Minimum Standards handbooks must explicitly encourage the contextualization of the indicators. Some study participants complained that the *Standards* were not applicable to the Ugandan context. A role of an *INEE Minimum Standards* focal point²² or Education Cluster leader would include inviting stakeholders to jointly contextualize indicators based on the *INEE Minimum Standards* handbook so that they contain precise measures that reflect the local situation. One way to ensure that this occurs is to leave a blank (____) prior to a given indicator; thus, those working in a given context can discuss and write in what is appropriate in their particular situation. Moreover, future editions of the handbook must be explicit in their discussion of the purpose of the handbook, highlighting that the indicators are to be contextualized and that their use is not limited to acute emergencies.



Future versions of the INEE Minimum Standards must be more user-friendly. The language and layout of the handbook should be made more accessible. Several study participants suggested within-text case studies and illustrations on how the

²² See the relevant recommendation in the Pakistan evaluation: Karpinska, 2007.

Standards may be applied. While these additions will create a thicker – and thus more expensive – handbook, it is essential that the handbook itself is welcoming to those unfamiliar with the *Standards*. The development of additional tools is costly, as is the burden of their dissemination; the handbook itself should contain tools to facilitate easy utilization.

Institutionalization

Individual members of the INEE Working Group on Minimum Standards should push for institutionalization within their own agencies not only at headquarters but in country programs. It is evident from this study that the *INEE Minimum Standards* have not trickled down sufficiently even within agencies and organizations that are strongly committed to using the *Standards*. If the member organizations of the INEE Working Group on Minimum Standards mount a concerted effort to achieve full institutional incorporation of the *Standards* within their own organizations, then donors, counterparts, and other stakeholders would surely take notice. This would act as a catalyst for wider awareness, utilization, institutionalization, and impact. In essence, community participation and ownership can be coordinated with senior-level appointment of executive champions for the *Standards* to promote and energize the full implementation of the *INEE Minimum Standards* both within and across institutions.

A focus group discussion on the Standards should be held in Uganda after the publication of this report. As mentioned, the very act of carrying out an evaluation of the *Standards* raises awareness of their existence; in addition, for those who were already aware of the *Standards*, the evaluation revitalizes attention to the handbook and reminds educational stakeholders of the guidance it contains. Building on the momentum caused by the evaluation, representatives of key institutions involved in educational provision in Uganda should meet to discuss this report, to share how they use the *Standards*, and to decide among themselves how the dissemination and application of the *Standards* could/should move forward.

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ANNEX 1: QUESTIONNAIRE



Inter-Agency Network for Education in Emergencies

Réseau Inter-Agences pour l'Éducation D'urgence

La Red Interagencial para Educación en Situaciones de Emergencia

I. Background information: Institution and respondent

Name / Job title:

Telephone number/ Email address: _____

Institution name: _____

1. Type of institution: National NGO (includes all types of local civil society organizations)

Government

International NGO

UN Agency

Bilateral Donor (such as USAID, Danida, JICA, etc.)

Foundation

Other (specify): _____

2. Name and location of education projects on which you work _____

3. Where are you based?

Headquarters

Regional Office

Country Office

Sub-national Office

Other (specify): _____

4. What are your key responsibilities? **Please mark all that apply.**

Manage projects

Advise Minister

Train staff

Monitor projects

Provide technical support (e.g., curriculum design, EMIS, statistical analysis)

Teach (children or adults)

Evaluate project outcomes

Design projects

Other (specify): _____

5. How long have you worked for this institution?

0-3 months

4-6 months

7-12 months

13-24 months

2-4 years

5-9 years

10 years or more

6. How long have you held your present position? 0-3 months
 4-6 months
 7-12 months
 13-24 months
 2-4 years
 5-9 years
 10 years or more

II. Awareness of the Minimum Standards

7. Are you aware of the INEE Minimum Standards? Yes No ***If yes, please go to question 9.***

8. If no, what tools and methods serve as the guiding framework or standards in your daily work?

9. Do you have a copy of the INEE Minimum Standards Handbook? Yes No ***If no, please go to question 12.***

10. In what language is your copy? English
 Other (specify): _____

11. Where is your copy?

12. If you are aware of the INEE Minimum Standards, how did you learn about them?

- Training
 - Handbook or brochure
 - Word of mouth
 - Cluster process
 - INEE consultation meeting
 - INEE website
 - Job orientation
 - Other (specify): _____
- _____
- _____

13. What do you think is the biggest challenge to learning about the INEE Minimum Standards?

- Time constraints (no time to attend training)
 - Trainings are inaccessible (distance)
 - Training has not been offered in my area
 - Resources are scarce to support training
 - Standards are not available in my language or the language of the country in which I work
 - Other (specify): _____
- _____
- _____

14. Have you been trained in using the INEE Minimum Standards? Yes No ***If no, please go to question 18.***

15. If yes, how long was your INEE Minimum Standards training? _____ days
16. How would you rate the quality of the INEE Minimum Standards training materials?
 Poor Fair Good Excellent
17. How would you rate the usefulness of your training?
 Not at all useful Somewhat useful Useful Extremely useful
18. Have you conducted training on the Minimum Standards? Yes No
If no, please go to question 23.
19. If yes, for whom?
 Staff from your organization
 Staff from one or more NGOs
 Staff from one or more United Nations organizations
 Ministry of Education (host government) counterparts (administrators)
 Principals, head teachers, and/or teachers employed by the MoE
 Members of the community in which you work (parents, elders, community leaders)
 Other (specify): _____
20. How many participants were trained (estimate number)? _____

21. What would **most** improve the INEE Minimum Standards training? **Please select only one.**

- More than three days to complete the training
- More time for participants to discuss how they are using the standards
- Incorporation of more practical examples of how the Minimum Standards are being implemented
- Incorporation of more real case studies or examples
- Available in local languages (please specify which language(s))

Other (specify): _____

22. What additional suggestions do you have, if any, for improving training outreach in order to increase the number of people who are trained in the use of the standards?

23. Have you *organized or led* formal staff meetings to discuss using the standards?
Yes
No

24. Have you *participated in* staff meetings to discuss using the standards?
Yes
No

25. Have you participated in an INEE Minimum Standards Training of Trainers workshop? YesNo

If no, please go

to question 27.

26. If yes, please specify when and where. Nairobi, Kenya, January 23-25, 2006
 Bangkok, Thailand, February 14-16, 2006
 Lahore, Pakistan, February 21-23, 2006
 Geneva, Switzerland, March 15-17, 2006
 Washington, DC, May 16-18, 2006
 Dakar, Senegal, July 4-6, 2006
 Amman, Jordan, September 19-21, 2006

III. Implementation and use of the Minimum Standards

27. Are you currently using the INEE Minimum Standards in your project/program/work?
 Yes No

If no, please go to

question 29.

28. If yes, how is your institution using the Minimum Standards?

- | | |
|---|---|
| <input type="checkbox"/> Advocacy | <input type="checkbox"/> Monitoring and evaluation to improve quality |
| <input type="checkbox"/> Project design | <input type="checkbox"/> Disaster/emergency preparedness planning |
| <input type="checkbox"/> Technical guidance | <input type="checkbox"/> Guide to coordination |
| <input type="checkbox"/> Assessment | <input type="checkbox"/> Tool for increasing community participation |
| <input type="checkbox"/> Report writing | <input type="checkbox"/> Other (specify): _____ |
| <input type="checkbox"/> Reference guide | |

29. If no, why not?

- They need clarification
- My organization has not accepted them
- I do not have time to use them
- I am not trained to use them
- We are concerned about replacing government standards
- They do not seem relevant to the current situation
- The standards are too high—it is unrealistic to use them
- They do not exist in the language we need
- The wording of the Minimum Standards, Indicators and Guidance Notes is not clear
- The concepts in the standards are difficult to translate into practice
- We do not have enough copies of the Handbook
- We do not have sufficient funding to achieve the standards
- Donor mandate asks us not to use them
- They are missing key elements (specify): _____
- Other (specify): _____

30. Have you changed a project design because of the Minimum Standards? Yes
 No

If no, please go to

question 32.

31. If yes, how?
- Minimum Standards incorporated into MoE policy
 - Minimum Standards incorporated into project proposal
 - Minimum Standards used as a reference when developing project implementation plan
 - Existing project has been redesigned to incorporate Minimum Standards
 - Requested additional funding in order to redesign projects to meet the Minimum Standards
 - Other (specify): _____

32. Have you changed the way your education projects are implemented as a result of the INEE Minimum Standards? Yes No **If no, please go to question 34.**

33. If yes, how?
- Existing projects have been re-designed to ensure that Minimum Standards are incorporated
 - Minimum Standards have been incorporated into monitoring and evaluation activities
 - Other (specify): _____

34. Which standard(s) have you used the most?

35. Which standard(s) have you used the least? _____

36. Which standard/indicator/guidance note(s) would you revise? _____

37. How would you revise it/them? _____

38. Which of the cross-cutting issues have you used in your projects?
 Gender HIV/AIDS Vulnerability/Special education needs Rights

39. Will you use the Minimum Standards in the future? Yes No **If no, please go to question 41.**

40. If yes, how?
- Design or redesign of project
 - Improve quality of existing project
 - Monitor and evaluate project
 - Train and build capacity of staff or counterparts
 - Advocate for greater access to education
 - Improve coordination among education counterparts (government, UN, NGO, community)

41. Do you encourage your counterparts to use the INEE Minimum Standards? Yes
 No
42. Which of your educational counterparts are aware of the Minimum Standards?
 Colleagues at international NGOs **Please mark all that apply.**
 Colleagues at national NGOs
 Colleagues at UN agencies
 MoE policy makers
 Teachers and other project staff
 Don't know
43. Which of your educational counterparts have incorporated the Minimum Standards into their activities? **Please mark all that apply.**
 Colleagues at international NGOs
 Colleagues at national NGOs
 Colleagues at UN agencies
 MoE policy makers
 Teachers and other project staff
 Don't know
44. Which of your educational counterparts are *not aware of or have not incorporated* the minimum standards into their activities but should be targeted to do so in the future (via training, etc.)?

IV. Institutionalization and use of the Minimum Standards

45. Has education in emergencies, chronic crises or early reconstruction been incorporated into your institution? **Please mark all that apply.**
 Yes, it has always been part of our institution (before the Minimum Standards were written)
 Yes, it has been incorporated into our institutional mandate
 Yes, it has been identified as an institutional priority
 Yes, it is included in our humanitarian response team activities
 Yes, it is included in our institution's strategic or annual plans
 Yes, it is included in our institution's orientation manual
 No, it is not an institutional priority
 Other (specify): _____
46. If education in emergencies, chronic crises or early reconstruction is a priority for your institution, why did it place importance on it in the first place? **Please mark all that apply.**
 We respond to specific requests for education from the people with whom we work
 Institutional recognition of education in emergencies as a priority
 The development of the Minimum Standards
 Staff training on the standards
 Available funding for education during humanitarian crises increased
 Other (specify): _____
47. Has your institution committed to using the Minimum Standards? Yes No

If yes, please go to question 49.

48. If you answered “no”, why?
- Institution has its own standards
 - Institution lacks funds to use the standards
 - Institution has no capacity or trained staff to support the implementation of the standards
 - Education is not viewed as a priority humanitarian response
 - Other (specify): _____

49. Have any of the standards been **formally** adopted into the policies or procedures of your organization? Yes No ***If no, please go to question 51.***

50. If yes, please provide a specific example of a changed policy or procedure.

V. Impact of the Minimum Standards

51. Has your institution carried out any evaluations related to the use of the standards?
 Yes No

If no, please go

to question 53.

52. If yes, please provide the name(s) of the study:

53. Can increased enrollment in schools or education activities supported by your project (or any projects within your institution) be attributed to the use of the INEE Minimum Standards? Yes No

If no, please go to question 55.

54. How do you know that the Minimum Standards have contributed to increased enrollment?

55. Can you attribute any achievements in your project outcomes or improvements in the quality of educational services provided in your project (or by your institution) to the use of the INEE Minimum Standards? Yes No ***If no, please go to question 57.***

56. Please describe the achievements or improvements in quality associated with the use of the INEE Minimum Standards.

VI. The Minimum Standards Handbook

57. Please rate the usefulness of the content and presentation of the INEE Minimum Standards Handbook using the scale shown below. **Please refer to the handbook to remind yourself of details if needed.**

	Not at all useful	Somewhat useful	Useful	Extremely useful
Format of the handbook	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Standards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Indicators	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Guidance notes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Assessment framework (p. 29)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Planning in an emergency: situation analysis checklist (p. 30)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Information gathering and needs assessment questionnaire (p. 33)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Psychosocial checklist (p. 49)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
School feeding programme checklist (p. 51)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Teacher's code of conduct (p. 70)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Terminology annex (p. 79)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
References and resource guide (p. 83)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

58. How could the Minimum Standards be improved? **Please mark all that apply.**

- Provide a simplified form of the Minimum Standards booklet for easy reference
- Continue advocacy efforts to increase awareness and use of the Minimum Standards
- Provide a set of absolute Minimum Standards for use in an acute emergency
- Provide more tools to use in implementing the standards
- Provide more examples of how the standards have been used in practice
- Fine as is; no change needed

59. Are there revisions to the Minimum Standards that you would like to suggest? _____

Thank you for participating in the evaluation of the INEE Minimum Standards in Uganda.

ANNEX 2: SELECT FINDINGS FROM THE QUESTIONNAIRE *

Total study participants	86
Organization type	
national NGO	15
government	15
international NGO	32
UN agency	13
bilateral donor	5
other	5
Aware of the INEE Minimum Standards	
yes	56
no	30
Source of information about the INEE Minimum Standards	
training	15
cluster process	7
Internet	6
word of mouth	6
handbook/brochure	5
other	1
Training	
study participants trained on INEE Minimum Standards	23
attended Training of Trainers workshop	1
Challenges to learning about the INEE Minimum Standards	
resources for trainings scarce	8
time constraints	7
trainings not offered	3
Institutions aware of INEE Minimum Standards (perceptions of study participants)	
int'l NGOs	20
national NGOs	13
UN agencies	16
Ministry of Education	14
teachers/staff	9
Institutions incorporating INEE Minimum Standards into programming (perceptions)	
int'l NGOs	12
UN agencies	7
teachers and other project staff	7
national NGOs	4
Ministry of Education	3
don't know	10

*With the exception of the headings 'organization type' and 'aware of INEE Minimum Standards', the figures in this table reflect the number of study participants who checked the corresponding box on the questionnaire. Multiple responses were permitted.

Current uses of the INEE Minimum Standards	
advocacy	15
monitoring and evaluation	12
guide to coordination	12
project design	12
tool for increasing community participation	11
technical guidance	10
assessment	8
reference guide	8
preparedness planning	7
report writing	7
Future uses of the INEE Minimum Standards	
training/capacity building	17
advocacy	17
coordination	16
monitoring and evaluation	15
project design/redesign	14
quality improvement	12
Standards used most	
community participation	9
education policy and coordination	4
access and learning environment	2
teaching and learning	2
Suggested revisions to the INEE Minimum Standards	
continue advocacy efforts	20
provide more examples/case studies of applications of INEE Minimum Standards	16
provide simplified form of the INEE Minimum Standards for easy reference	13
provide absolute minimum standards	12
provide more tools for implementation of INEE Minimum Standards	7
Responses as to whether education in emergencies is an institutional priority (perceptions)	
education in emergencies was always part of our institution	12
has been incorporated into our mandate	6
has been identified as institutional priority	12
included in humanitarian response team activities	12
included in our strategic plans	10
included in our orientation manual	2
Reasons for prioritization of education in emergencies (perceptions)	
response to request for education from communities	11
institutional recognition of education in emergencies as priority	20
staff training on INEE Minimum Standards	9
increased funding for education in crises	3
development of INEE Minimum Standards	4

ANNEX 3: BASIC FACTS ABOUT UGANDA

<i>Political structures</i>	The Republic of Uganda has a population of approximately 31 million ²³ . Unlike many other countries that suffer from internal conflict, a sophisticated government infrastructure is in place in Uganda. The Ministry of Education and Sports (MoES) is decentralized at the primary level, with District Education Departments having control over the schools in their areas. The introduction of Universal Primary Education (UPE) in 1997 tripled the number of students in the educational system, increasing their numbers from 2.5 million pupils to 7.5 million ²⁴ , virtually overnight.
<i>Aid coordination</i>	Uganda was one of the pilot countries for the IASC cluster approach, one that is intended to coordinate international humanitarian response. Education Clusters function at the national level – with a dedicated IASC/UNICEF Education Cluster Coordinator – and at the district levels with monthly meetings of representatives of institutions responsible for educational provision.
<i>Social factors</i>	Approximately a third of children under five years of age suffer from moderate to severe malnutrition in Uganda. ²⁵ Adult literacy rates are at approximately 67%. ²⁶ A quarter of children finish the 7-year primary school cycle; and only 5.2% of the population in northern districts has completed secondary education. ²⁷ In the disadvantaged North, teacher/student ratios are 1:100, falling short of the national target of 1:54. ²⁸ Gender parity in education has been all but achieved at the lower primary levels; however, girls' retention is far below that of boys at higher levels, and these differences are exacerbated in the conflict-affected areas. ²⁹
<i>Economic factors</i>	80% of the Ugandan work force works in agriculture. ³⁰ 38% of the population lives below the poverty line, ³¹ with substantial differences between urban and rural areas. Approximately half of the Ugandan budget is provided by external aid. Heavily dependent on these external resources, government annual budgets and workplans include the figures for the projected aid.
<i>Protection issues</i>	During the course of the conflict, over 25,000 children were kidnapped and forced to serve as soldiers or sex slaves ³² . Although the majority has since returned, formerly abducted children are the most vulnerable population in Uganda as they suffer from psychosocial trauma and isolation. Other protection concerns include violence against girls and women, child-headed households, and street children.

²³ Source: CIA World Factbook. <https://www.cia.gov/library/publications/the-world-factbook/geos/ug.html>.

²⁴ PRDP, 2007.

²⁵ UNICEF – Pakistan – Statistics.

http://www.unicef.org/infobycountry/pakistan_pakistan_statistics.html.

²⁶ *Ibid.*

²⁷ PRDP, 2007.

²⁸ *Ibid.*

²⁹ United Nations, 2008.

³⁰ CIA World Factbook.

³¹ World Bank – Uganda at a Glance. http://devdata.worldbank.org/AAG/uga_aag.pdf.

³² UNICEF Uganda, 2008.

Government planning The document that guides the reconstruction process is the Government of Uganda's *Peace, Recovery and Development Plan for Northern Uganda (PRDP) 2007—2010*, which sets out a comprehensive development framework intended to stabilize the North and eradicate the disparities that exist between the North and the rest of the country. The goal is to achieve this 'through a set of coherent programmes in one organising paradigm that all stakeholders will adopt when implementing their programmes in the region'.³³ Development partners, i.e., agencies and NGOs, are required to refer to this framework in their planning processes. The PRDP includes budgets that take into account both existing and future externally funded projects, thus assuming that the 'development partners' will be responsible for a percentage of the financial burden of meeting PRDP objectives.

³³ GoU, 2007, p. iii.