



Inter-Agency Network for Education in Emergencies
Réseau Inter-Agences pour l'Éducation d'Urgence
La Red Interagencial para Educación en Situaciones de Emergencias

**The Second Global Inter-Agency Consultation on
Education in Emergencies and Early Recovery**

**Cape Town, South Africa
2-4 December 2004**

Consultation Report
June 2005

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Mission Statement

The Inter-Agency Network for Education in Emergencies (INEE) serves a unique purpose in reaching out to education practitioners around the world working in situations of emergencies and crisis. In view of the Convention on the Rights of the Child, the EFA Declaration and the Dakar Framework, INEE promotes access and completion of education of quality for all persons affected by emergencies, crises or chronic instability. INEE's web site has a wide range of Good Practice Guides for Education in Emergencies and other current research and information. This web site, along with an active list-serve, makes INEE a flexible and responsive mechanism for sharing resources and experiences.

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Acronyms

ADEA	Association for the Development of Education in Africa
CIDA	Canadian International Development Agency
DFID	U.K. Department for International Development
ECHO	European Community Humanitarian Organisation
EFA	Education For All
FAWE	Forum for African Women Educationalists
GTZ	German Technical Assistance Agency
IASC	Inter-Agency Standing Committee (UN)
ICRC	International Committee of the Red Cross
INEE	Inter-Agency Network for Education in Emergencies
IRC	International Rescue Committee
MDGs	Millennium Development Goals
MSEE	Minimum Standards for Education in Emergencies
NEPAD	New Partnership for Africa's Development
NORAD	Norwegian Agency for Development
NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Affairs
OSCE	Organisation for Security and Co-operation in Europe
SIDA	Swedish International Development Agency
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	U.S. Agency for International Development
WFP	World Food Program

Executive Summary

In 2000, delegates at the Dakar World Education Forum insisted that organisers include a strategy in the Education for All Framework that included a call to “promote access and completion of education of quality for all persons affected by emergencies, crises or chronic instability.” Four years later, leaders in the education and humanitarian fields, along with communities affected by conflict and disaster worldwide, have brought education in emergencies to the forefront of both fields. Most global and local actors no longer debate whether education is essential in times of crisis and early recovery. The debate is now moving toward the questions of how to achieve greater quality while still increasing access and how education can add to protection and psychosocial healing.

Themes of quality, minimum and consensual standards, increased access for girls, education as a form of protection and the coordinating and implementing roles of governments were just a few of the themes and issues discussed at the 2nd Global Consultation on Education in Emergencies and Early Recovery organised by the Inter-Agency Network for Education in Emergencies (INEE) and its members. This Consultation report presents the full proceedings of the Consultation, including opening-day speakers’ comments, launch activities for the Minimum Standards, a brief analysis of the recommendations emanating from the 15 thematic working groups and an account of the third day synthesis activity. We have also included summaries of the presentations that were made in each of the Working Sessions and the ensuing group discussion, along with an agenda, participants list and follow-up activities.

Participants

The INEE Secretariat organised the Consultation with substantial input from the over 900 INEE members working on behalf of and with people affected by crises. These members provided guidance on the themes to be discussed and how the Consultation should be organised. With the participation of over 140 individuals from diverse backgrounds and locales, including Ministers of Education, project leaders, researchers, NGO and UN staff and others, the INEE Secretariat and the INEE Steering Group have given shape to INEE’s next work plan and culled important advocacy messages to carry to policymakers, donors, government officials and other actors in the humanitarian and education fields.

The individuals who participated in the Consultation brought with them extensive experience in implementing programmes during and immediately following conflict and natural disasters. Additionally, they brought with them the voices of all those they work with in their ministries, schools and organisations. Some of them are disaster and conflict survivors themselves and, in the case of the Ministry officials, have been charged with rebuilding national education systems.

Themes, Emerging Issues and Challenges

This report documents in detail the discussions of the 15 thematic working groups and points to several issues and challenges based on the consolidation and analysis of the recommendations made by the groups. In past gatherings where education in emergencies was discussed, the focus was on how to ensure the basic human right to education for those caught up in conflict and other disasters, those coping with situations of displacement or trying to rebuild their communities. This Consultation was a turning point in the sense that participants went beyond the question of education as a right in emergency situations to how to improve the quality of education and increase access for all those affected.

The Consultation also provided the opportunity to look more closely at the role of governments in the coordination of education programmes during emergencies and at approaches to rebuilding the education infrastructure and system, particularly in the wake of natural disasters. On the subject of natural disasters, leaders in the field were able to learn a great deal from the Ministers and others who had been affected by hurricanes in the Caribbean earlier in 2004. This exchange and the launch of the

Minimum Standards proved to be helpful to those that returned to Asia and immediately faced the December 2004 Tsunami. A Sri Lankan education official attending the Consultation was able to put to use the tools and ideas he gained from the Consultation and share them with a citizens' group and the Sri Lankan Ministry of Education.

Participants also placed importance on other issues in the field including: i) documenting and sharing research on education in emergencies that is currently available; ii) increasing efforts to promote focused research on education in emergencies; iii) improving quality of emergency response through better trained teachers and the use of the new Minimum Standards for Education Emergencies; and iv) increasing and sustaining peace education and non-formal education programmes. Reinforcing the impact of education programming during emergencies for the most vulnerable populations—particularly women and girls—was examined in sessions on creating and expanding links to psychosocial and protection programming.

Education for women and girls was also discussed in the context of increasing access, as was the case for adolescents and youth. These two groups stand out in emergencies as having the least access to education – particularly when education is noted as a key protection and livelihood tool. Protecting the most vulnerable was also the focus of the participants who called for strengthening the link between HIV/AIDS prevention and formal and non-formal education programmes in emergencies. Noting the potential increased risk of the spread of the epidemic during times of crisis or displacement, the Consultation participants called on the international community and local actors to realise the role children, youth teachers and the entire education system can and do have during and after emergencies.

Consultation participants were also able to discuss bringing education programmes to scale in situations of post-crisis and protracted emergencies, the need for better preparedness and planning, and the need for capacity building within governments, NGOs and UN agencies in order to ensure a higher quality response and improved coordination. At the closing session, speakers – particularly the government officials – noted that more attention needs to be given to these subjects to reflect true government and community partnerships.

Increasing Access, Quality and Protection: Taking up the Challenge

The Consultation provided an opportunity to reflect on the work of INEE since its establishment in 2001. Its accomplishments noted and its commitment to avoiding the creation of another bureaucracy recognised, participants called on INEE to continue its work of advocating for the right to education for all those affected by emergencies; facilitating the sharing of resources; and providing a forum for practitioners and officials to dialogue about increasing quality, access and protection within the context of education programmes and initiatives. The INEE Secretariat and Steering Group have heeded this call and are using the recommendations from the Consultation and feedback from the wider membership to draft a new work plan that will assist INEE members, communities, individuals, governments and the international community to work toward achieving the Education for All (EFA) and Millennium Development Goals (MDGs) by 2015.

Beverly Roberts
INEE Network Coordinator

I. Brief History of INEE

At a Strategy Session on Education in Situations of Emergency and Crisis at the World Education Forum in Dakar, April 2000 a decision was taken to develop a process of inter-agency communication and co-operation in order to improve response to education in emergencies. Following this, UNESCO, UNHCR, and UNICEF convened the first Inter-Agency Consultation on Education in Emergencies in Geneva in November 2000 in order to launch this process of collaboration. The Inter-agency Network for Education in Emergencies (INEE) was then founded with the following aim and objectives:

Aim: In view of the Convention on the Rights of the Child, the EFA Declaration and the Dakar Framework, to promote access and completion of education of quality for all persons affected by emergencies, crises or chronic instability.

Objectives:

- Share knowledge and experience
- Promote greater donor understanding of education in emergencies
- Advocate for education to be included in emergency response
- Make teaching and learning resources available as widely as possible
- Ensure attention to gender issues in emergency education initiatives
- Document and disseminate best practices in the field
- Move towards consensual guidelines on education in emergencies

INEE was not defined as a distinct agency with bureaucratic functions, but rather as an open network based on the principles of collaboration and information sharing, with specific attention to avoiding needless duplication, while at the same time promoting a diversity of approaches and gender sensitivity.

INEE does not have the mandate to implement projects or to coordinate agencies during crises, but works to enable network members to do their work more effectively by sharing information and encouraging collaboration. INEE supports agencies, organisations, communities and individuals in their ongoing work by collating and disseminating information, learning materials, guidelines, and in some cases, providing training opportunities. As a network, INEE is a flexible and responsive mechanism which brings organisations and individuals together to share resources and experiences, to identify and fill existing technical resource gaps and, through advocacy, to urge institutions and governments to work together to ensure the right to education of those affected by conflict and natural disasters.

A. INEE's structure and organisation

The INEE Secretariat and Network Coordinator

While the first topics of joint concern were identified at the first Consultation in Geneva, the work and direction of INEE is increasingly member-led. Members initiate discussion topics on the INEE list-serve and propose and task teams on issues of concern. To facilitate and coordinate the work of the members, INEE has a Network Coordinator, currently seconded by CARE USA, and housed, along with the INEE Secretariat, in the Education Sector of UNESCO in Paris. The Network Coordinator carries out the day-to-day activities of the Network and is supported in her work by the INEE Steering Group. Most of the Network Coordinator's work is focused on advocacy, building and growing the network and INEE's clearinghouse of technical resources, supporting the work of the task teams, maintaining INEE information-dissemination tools, (e.g., the website and list-serve), and other administrative and managerial tasks.

The INEE Steering Group

The INEE Steering Group, in consultation with the broader INEE membership, is responsible for setting plans and goals for the Network and ensuring that these are accomplished. Steering Group members represent organisations or institutions that have made commitments in cash or in kind to support the Network Secretariat. They are individuals who have considerable experience and/or knowledge related to education in emergencies. Each member must commit time to participating in the work of INEE, which includes at least one face-to-face meeting per year, the costs of which are fully paid by members of the Steering Group. Although the Steering Group has a chair with special responsibilities related to the Network Coordinator and Secretariat, the members are all equal in status, and no one Steering Group member may make decisions for INEE in his/her own individual capacity.

At the end of 2004, INEE's Steering Group consisted of INEE members from the following organisations:

- UNESCO
- UNHCR
- UNICEF
- The World Bank
- Norwegian Refugee Council
- CARE USA
- International Save the Children Alliance
- International Rescue Committee

INEE Task Teams

INEE task teams are member-led initiatives with specific outputs. In order for a task team to be established, the convening organisation(s) must develop a terms of reference for their team and seek approval from the INEE Network Coordinator and the Steering Group (for timing and relevancy purposes). Task team members are chosen based on their experience, interest and/or commitment to the specific task and represent a broad spectrum of INEE members and perspectives.

“Tasks” are defined as distinct products or deliverables to be completed over a defined and relatively short time frame, for instance one year, depending on the nature of the task. They include a range of manageable deliverables, e.g. a monitoring form, a brief or position paper, or recommendations on a specific aspect of education in emergencies.

Task team members agree on a work plan for completing specific tasks, which must conform to INEE objectives and be appropriately linked to other activities and initiatives. The tasks should not compete with or duplicate the work of other members or known institutions. The convening organisation is responsible for ensuring that the work of the task team is transparent and is completed within the proposed time period. Once the work of a task team has been completed, the team either disbands or reconstitutes itself in order to work on a new set of objectives, pursuant to agreement by the Network Coordinator and Steering Group. Task teams that do not achieve their objectives within a given time period are disbanded.

INEE Working Groups

Projects that require more time and resources may be carried out through an INEE Working Group, which may consist of a separate structure to coordinate its activities. Working groups follow many of the same rules and procedures as task teams, including the need for the convening organisation(s) to develop a work plan with agreed objectives and to seek approval from the INEE Network Coordinator and Steering Group. To date, INEE's only working group is the Working Group on Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction, a multi-year project to develop, disseminate and evaluate the minimum standards.

B. Accomplishments since 2001

Following the Geneva consultation in November 2000, the Steering Group (at that time composed of UNICEF, UNHCR, UNESCO, CARE USA and the Norwegian Refugee Council) recruited a Network Coordinator who assumed her responsibilities in June 2001. Based on the results and recommendations from the November 2000 Consultation, the Coordinator and the Steering Group agreed on an INEE work plan for 2001-2004 that was organised around five broad objectives:

1. Monitoring the impact of INEE's work and its contribution to the larger goal of EFA
2. Building the global Network membership, and strengthening and encouraging regional network initiatives
3. Serving and strengthening the Network by providing networking opportunities and information
4. Advocating for education as a legitimate "life-saving" response to emergencies
5. Promoting the discipline of education in emergencies and enhancing its professional practice

With respect to these objectives, the work of INEE over the last four years has been quite impressive. INEE has actively engaged in advocacy with a broad range of stakeholders to put education in emergencies higher on development and humanitarian agendas. Its participation in the UNESCO EFA Flagship for Education in Situations of Emergency and Crisis is another means by which INEE continues to advocate for the importance of addressing education for children affected by emergencies and crises. To support EFA efforts, INEE has produced a checklist of key points to be considered in developing national EFA plans. These points relate to a country's ability to assess: i) education needs for refugee and internally displaced children; ii) co-ordination and preparedness in case of disaster, including budgetary implications; and iii) strategic options, such as safe storage of education records and curricula and capacity building for Ministry of Education administrators and teachers that will enable them to work effectively in emergency situations.

Other advocacy initiatives focused on encouraging donors and the humanitarian community to support education in emergencies as a necessary life-saving and life-sustaining activity, bridging the gap between emergency relief and early recovery and development initiatives. INEE has carried this message to donors and development agencies such as the Norwegian Ministry of Foreign Affairs, the European Community Humanitarian Organisation (ECHO), the European Community, the French Ministry of Education, the U.S. Agency for International Development (USAID), the German Technical Assistance Agency (GTZ), the U.K. Department for International Development (DFID), the Swedish International Development Agency (SIDA), and the Canadian International Development Agency (CIDA). In addition, INEE has consulted with many Ministries of Education regarding their commitment to ensure the right to education during times of crisis. Steering Group meetings are held in strategic locations in order to meet with donors, decision makers and NGO communities as well as to conduct Network business.

The Network itself continues to grow in numbers and effectiveness. At the end of its first year, more than 120 organisations and 60 individuals had joined INEE. By 2004, INEE had grown to a network of more than 900 members representing more than 300 institutions. The members, together with the Network Coordinator and other staff supporting the INEE Secretariat, have assisted in developing INEE's web site so that it consists of useful tools and good practice guides. They also collected education materials from members and subsequently produced and disseminated an initial technical kit to over 150 members. The first technical kit consisted of supplementary learning materials for use in education in emergencies. The materials are examples of good practice curricula for teacher training, HIV/AIDS and health education, peace education, mine awareness, and other topics.

INEE has also supported the work of the following task teams since 2002:

- **Teacher training**

In 2004, the Teacher Training Task Team convened interested parties to assess and compile teacher training materials that would be most useful in situations of emergencies. The team produced a technical kit in the form of a CD-ROM with good examples of the different types of materials available.

- **Learning materials and resources**

From 2002 to 2004, the Learning Materials and Resources Task Team assisted in the development of the INEE web site, produced a three-box Technical Kit of information and resources for field practitioners and updated and digitalized a version of the kit on a CD-ROM.

- **Adolescents and youth**

The Adolescents and Youth Team convened in 2003 and continues to work together to develop actions and tools to improve the quality, quantity and equity of educational activities for youth and adolescents in emergencies in line with EFA. In 2004, members of this group wrote an article on youth livelihoods in emergencies that was subsequently published in Issue 20 of *Forced Migration Review*.

In 2003 INEE launched the working group on Minimum Standards for Education in Emergencies. As discussed in more detail below, this working group, in consultation with more than 2,200 people from around the world, developed the standards that were released at the Cape Town meeting.

INEE provides added value to the everyday work of NGOs, governments and UN agencies in a variety of ways. There is an overall consensus that, in the last four years, the international community has put increased financial resources into programming for education in emergencies, and that technical resources are more widely available. The real accomplishment of INEE is that the members themselves, working collaboratively and strategically (with support from the Secretariat), have come together at the local, regional and international levels to identify gaps and work together to fill them. The proceedings of the Consultation reflect that the focus has remained on the issue of ensuring access to education in emergencies – not on the individuals, organisations, or governments involved. INEE as a network has served as a catalyst for these accomplishments and hopes to continue serving in this role of facilitator, advocate and clearinghouse until the right to quality education for all is fully ensured by communities, governments and the international community.

Because of these accomplishments and the remaining challenges faced by those seeking access to quality education – including the increase in small conflicts around the world and the effect of those conflicts on civilians, education systems and vulnerable populations – it was fitting that the INEE Secretariat, in close consultation with the INEE Steering Group and members, hold a second Global Consultation in 2004 to review INEE's accomplishments and to seek input on the way forward from INEE members.

II. The Second Global Inter-Agency Consultation on Education in Emergencies and Early Recovery

The Second Global Inter-Agency Consultation on Education in Emergencies and Early Recovery was convened in Cape Town, South Africa from 2-4 December 2004 in order to consult with INEE members, donors and individual experts to review INEE's purpose, direction and ways of working; to advocate for the right to education; and to assist governments, communities and humanitarian and development organisations with their efforts to achieve Education for All by 2015. The specific objectives of the Consultation were to:

- Examine the current status and developments in the field of education in emergencies
- Identify emerging issues, with a focus on key concerns
- Identify gaps, challenges and resources in the responses of key actors and in available research
- Review INEE's key areas of work, such as advocacy, networking and information-sharing, and develop strategic direction and priorities for INEE's future work
- Discuss the INEE structure and ways of including more members and actors in the governing and key activities groups in the network
- Launch the final INEE Minimum Standards for Education in Emergencies and take next steps toward the promotion and implementation of the standards

In order to do this, the Consultation was organised to maximize opportunities for sharing information and discussing critical areas of concern to INEE members. In advance of the Consultation, the Secretariat sent a request for presentations to all members via the list-serve. As a result of this query, more than 40 members submitted ideas for critical topics to be discussed at the Consultation. The Consultation agenda (see Annex 1) was then developed based on the suggestions received from INEE members. During the Consultation, participants chose various thematic working group sessions to attend in order to share experience and good practices, discuss critical issues and develop recommendations for addressing those critical issues. These recommendations are included in Annex 2 and are discussed in more detail in section IV that follows.

In addition to the member-led thematic working groups, the Consultation was also the place where the Minimum Standards for Education in Emergencies (MSEE) were officially launched. The MSEE represent the work of many INEE members from around the world, many of whom were present at the Consultation. The Consultation was a fitting time, therefore, to distribute the MSEE, to thank members for their participation in the process and to seek member input with regard to putting the MSEE into practice. To do this, members met in groups to discuss how to:

- roll out, distribute and promote the MSEE
- develop training for using the MSEE
- field test and pilot the MSEE
- monitor, evaluate and revise the MSEE

The recommendations from Consultation participants will be used to develop the work plans for each of the above areas.

The Consultation brought together over 130 INEE members representing governments, UN agencies, non-governmental organisations (NGOs), academics and researchers from 36 countries. The list of participants is included in Annex 3.

III. Consultation proceedings

Summaries of the presentations made during the Consultation are presented in this section, including those made during the opening plenary and during the various thematic working groups. For the 15 thematic working groups (see Annex 1 for the full Consultation agenda), there is also a short summary of the critical issues discussed by the groups and a list of each group's recommendations that were shared during the closing plenary on 4 December.

A. Opening plenary

Mr. Louis-Georges Arsenault, Deputy Director of the UNICEF Programme Division chaired the opening plenary. The following are summaries of the main issues raised by each of the opening speakers.

UNICEF, Mr. Louis-Georges Arsenault

Mr. Arsenault called the session to order, adding that his history with INEE dates back to the First Interagency Consultation on Education in Situations of Emergency and Crisis that was held in 2000 and expressed his pleasure at being present at the second Consultation as well. Mr. Arsenault noted that it was quite gratifying and exciting to see the great interest in education in emergencies and early recovery, as evidenced by the number and variety of people in the room. He thanked the INEE Secretariat, the consultation committee and others who were involved in the organisation of the Consultation.

Mr. Arsenault began his presentation by reviewing the history of INEE beginning with the call to pay special attention to the issue of education in emergencies at the 2000 World Education Forum in Dakar. He stated that this Consultation provides an excellent opportunity to "take stock" for several reasons. First, there have been global developments in the humanitarian context that pose new challenges, and require us to rethink our approaches to emergency preparedness and response so that vulnerable populations can be more effectively protected. These include:

- post-conflict/transition situations such as Afghanistan, Angola, Liberia, Sierra Leone, and Iraq
- natural disasters with a large scale impact, e.g. the earthquakes in Northern India, Turkey and Iran; and recent hurricane disasters in the Caribbean
- new emergency situations, such as Côté d'Ivoire, Darfur and Nepal

Second, Mr. Arsenault noted that, in terms of response to humanitarian crises, there is much to show that education has become a more integral part of emergency response than in the past. While this is progress in the right direction, much more needs to be done. Internationally, there has also been increased attention to child rights – something which is at the core of UNICEF's mandate, evidenced in the Millennium Declaration and the Millennium Development Goals. Accordingly, Mr. Arsenault noted that he was delighted to have Dr. Vernor Muñoz, the UN Special Rapporteur on the Right to Education, as a keynote speaker for this Consultation.

Mr. Arsenault described how this Consultation provides an excellent opportunity for INEE members to discuss the way forward for INEE, given the evolution and growth of INEE and the new challenges in the humanitarian context. He then briefly reviewed the agenda (Annex 1) and the following objectives for the Consultation:

1. To achieve a shared understanding of current key issues and challenges in the field of education in emergencies
2. To develop priority recommendations to address many of the issues and challenges coming out of the presentations and the working sessions. Mr. Arsenault expressed a hope that there will be a set of priority recommendations to INEE for its work, structure and mechanisms. In addition, as many of the recommendations will undoubtedly go beyond INEE's mandate and will be applicable to different types of stakeholders such as governments, NGOs, UN

organisations, academic institutions, etc., he hoped that Consultation participants would take forward the recommendations that apply to their individual settings. For example, he stated that UNICEF hopes to use the recommendations that apply to its particular mandate in order to focus and sharpen its next Mid-term Strategic Plan for 2006-2009 by considering how UNICEF might want to work on advocacy, partnerships, capacity building, and programming in education in emergencies.

3. To develop a set of concrete recommendations for moving forward on the key elements related to the roll out of the Minimum Standards, including distribution and promotion, training, field testing and piloting, monitoring and evaluation, and revision.

He contended that, ultimately, the outcomes should contribute to increasing the access of vulnerable populations affected by crises to a quality education.

South Africa Western Cape Education Department, Mr. Ronald Swartz

The Superintendent-General of the Western Cape Education Department, Mr. Swartz, began his remarks by thanking INEE for hosting the Consultation in Cape Town. He warmly welcomed participants and wished them every success as they tackle the issues involved in meeting the mission of the Consultation. He noted that those involved in education in South Africa look forward to studying the outcomes of the Consultation.

While South Africa is fortunate to not be experiencing the kind of conflict and natural disasters that other countries have experienced in recent years, he noted that South Africa is currently involved in one of the biggest disasters to ever affect humankind, in the form of HIV and AIDS. South Africa has one of the highest incidences of HIV and AIDS in the world. The disease threatens to decimate large sections of the population and its effects can be compared to the impact of any major conflict, especially with regard to the youth of the country. The latest available statistics (October 2003) indicate that about 28% of the population of South Africa is infected. Regional statistics range from 13% in the Western Cape to almost 38% in KwaZulu Natal. He quoted the following from the South African *National Education News Bulletin*:

“The number of people living with this disease is staggering. The fear, loneliness and rejection that many of them experience is heartbreaking and is a sad indictment of our humanity. If the course of the disease is not altered, it is estimated that six to 10 million young South Africans could die of AIDS in the next 10 to 15 years.

An enormous responsibility therefore rests with the education sector to ensure that teachers are informed and that learners are educated about HIV and AIDS – so that prejudice, misconceptions and discrimination can be replaced with compassion and support; so that our children don’t become the infected adults of tomorrow; and so that those that are infected understand how lifestyle and treatment can keep them healthy.”

Mr. Swartz noted that the Western Cape Education Department, along with its national department and colleagues in other provinces, is currently implementing a massive HIV and AIDS education programme in schools to combat this disease. He noted that he and his colleagues looked forward to sharing their experiences with Consultation participants and hoped to learn more from them about international best practice in dealing with the impact of HIV and AIDS on education.

Besides the challenge of HIV and AIDS, Mr. Swartz noted that the South Africa education system is also faced with the challenge of the impact of grinding poverty on its communities. The government of South Africa considers the high dropout rate at the high school level to be an emergency, and recognises that education has a longer-term role to play in dealing with poverty by helping to build human and social capital within the country.

While the South African education system is dealing with many challenges associated with poverty, violence, and HIV and AIDS, he noted that they are grateful to have left the years of large-scale conflict behind them. They are now in a better position to build their education system compared to many colleagues elsewhere on the continent and further afield.

Based on their experiences of the past, he noted that South Africans have learned to apply their minds to conflict resolution, which does not mean sweeping the causes of conflict under the carpet. Instead, these issues must be tackled directly. He quoted the South African Constitution which recognises “the injustices of the past.” He stated that they are committed to healing the divisions of the past and to establishing a society based on democratic values, social justice and fundamental human rights. In all of this, education has a crucial role to play.

He ended by quoting South Africa’s former President Nelson Mandela who said, “Education is the most powerful weapon that you can use to change the world” and stated that he was sure that the deliberations during the Consultation would go a long way to changing the world. He wished participants every success in this noble task.

Special Rapporteur to the United Nations on the Right to Education, Dr. Vernor Muñoz Villalobos

Dr. Villalobos thanked INEE for the opportunity to speak at the Consultation. He noted that the Special Rapporteur to the United Nations on the Right to Education has been mandated since 1999. His predecessor worked to make visible the importance of education as a human right via a schema labelled as the 4-As: availability, accessibility, acceptability and adaptability. She also used the 3-Ds to identify obstacles: disability, difficulty and disadvantage.

While initially the work of Mr. Villalobos’s office centred on these categories, which was very useful at the time because of their comprehensiveness, today the work of the Special Rapporteur merits a more strategic approach as the 4-As do not view development as an educational process based on the quality of education. Today, one should not view disability as an obstacle; rather emphasis should be placed on installing systems to deal with disabilities. These systems should incorporate strategies such as constant monitoring of civil society and relevant organisations. This monitoring should be a transparent and accountable process and adapt to the learning styles of the applicable communities. What was valuable in the past was the incorporation of human rights and human rights education in all the international strategies which further contributes to the strategy of INEE.

Dr. Villalobos noted that there is a need to transcend the concept of education as a business or a uniformed patriarchal mechanism. The link between human rights and life is never more evident than in the educational process, such that the right to education is an individual right and a social right whose uttermost expression is a person who exercises his/her citizenship. Public policies must be changed so that there is access and opportunity for all. The disassociation between the right to education and the right to specific content has created problems, such that some see education as a negotiable service and not a right. The Special Rapporteur, therefore, needs to be vigilant and promote the right to education.

He noted that education should aim for more than just “access to schools” but for building knowledge, developing capacities and personalities, helping students to live a complete life and realise their human rights. Similarly, security is not only understood as physical integrity, psychological and moral, but also as the right to be educated without interruption and in appropriate conditions. Emergencies threaten this right. He provided a number of examples, from Beslan in Ossetia, to Iraq, Guinea, Sudan and the Israel-Palestine conflict as situations where children’s education has been disrupted.

It seems that the concept of the right to education in emergencies is defined by the moment in which that right is violated and not by the lack of realising that right. If the right to education is not realised,

we are faced with an emergency situation, just as is the case in the right to health, work and life with dignity. In conclusion, Dr. Villalobos noted that:

- Working in emergencies requires one to attend to the interests of the child
- It is fruitless to work on this unless donors participate in promoting this view
- There must be a permanent mechanism, with its own strength and institutional home, that supports and promotes this process
- Cooperation between relevant agencies, groups and people needs to be expanded with more participation
- The educational experiences in emergencies should nourish true change in the educational agenda

Minister for Education, Science and Technology, Kenya, The Honourable Mr. George Saitoti

Minister Saitoti began his remarks by noting that this Consultation continues the discussions that have been held previously at international and sub-regional levels to deliberate on the topic of Education for All in crisis and post conflict situations and for children in difficult circumstances. This meeting, therefore, underscores the fact that we cannot achieve quality Education for All without focusing on areas in conflict, as the conference held in Mombasa, Kenya, in June 2004 also observed.

He noted that for those living and working in Africa this meeting is particularly important. About one third of the world conflicts are in Africa. It is estimated that of the 10 million refugees worldwide, about six million are in Africa and are in need of urgent intervention.

Some of the causes of the conflicts include bad governance which is characterised by non-democratic principles and denial of human rights. The denial of development resources on racial and ethnic grounds, greed and ambition have also been causes of civil war and conflicts in a number of African countries. These conflicts have a direct and devastating impact on the lives of millions of people who have died, been maimed or crippled for life. They have also destroyed the economies of the countries, led to the displacement of hundreds of thousands of people and the widespread collapse of infrastructure, including education systems, in the affected countries.

He stated that in order to enhance the environment for sustainable development in Africa, these conflicts should therefore be brought to an end as a matter of urgency, and that resources should be channelled to fighting poverty in order to spur economic development. Conflicts have not only wasted resources but most importantly, they have wasted time. The time and resources that have been wasted in waging war could have been used in development. As a result of the last 20 years, two decades of development for Africa have been lost. He expressed his conviction that discussions such as those that will take place during the Consultation will help the continent to reflect deeper on the political leadership that can provide a clear vision and help to coordinate support to avoid conflicts.

The Government of Kenya, like all other nations, recognises education as the cornerstone of economic and social development. It improves the production capacity of societies and their political, economic and scientific institutions. This suggests that, in any efforts to achieve sustainable development, countries must increase their investment in education at all levels and, even more, for the education of girls.

It is with this in mind that Kenya's commitment to education for all is enhanced by providing educational access to all children, including those affected by conflicts, crisis, natural calamities and vulnerable groups. As a country, Kenya has embraced the Millennium Development Goals (MDGs) which have placed education, equity and access at the centre of poverty reduction for the majority of the population. It will be impossible to achieve the EFA and MDG goals, however, without prioritizing the educational needs of children in conflict and crisis situations.

While Kenya is fortunate in that it has not gone through an armed conflict and crisis, it is surrounded by neighboring countries that have experienced crises over the years. As a result, Kenya has borne the burden to provide for the educational needs of refugee children, even when the government cannot adequately provide for the needs of its own citizens. Notwithstanding the challenges experienced by children in conflicts, in Kenya there are also children whose education is constrained by practices such as early marriage; children who have been displaced by floods, ethnic clashes and insecurity; street children who do not have parents, relatives or a place they can call a home; and children who have become orphans as a result of the HIV/AIDS pandemic.

Mr. Saitoti noted that the Government of Kenya was privileged to host the first Ministerial Conference on Education in African Countries in Crisis or Post-Conflict from 2 to 4 June 2004 in Mombasa, which was co-organised by the Association for the Development of Education in Africa (ADEA) and the Commonwealth Secretariat. The conference brought together Ministers of Education and Training from conflict-torn countries such as Sudan and the Democratic Republic of Congo and colleagues from countries in the post-conflict phase including Liberia, Rwanda, South Africa and Sierra Leone, to explore the challenges of delivering education in conflict and crisis circumstances in Africa. Nineteen countries and representatives of development partners such as INEE, UNESCO, UNICEF, and the World Bank as well as FAWE (Forum for African Women Educationalists) and the ADEA Working Groups on Higher Education and Communication for Education and Development attended the conference.

The Ministers of Education of Africa and their representatives at the Mombasa Conference made the following resolutions to mobilize efforts and resources to:

- Utilise our education system as agencies and forces for peace-building, conflict prevention, conflict resolution and nation building.
- Recognise the unique position which the girl and boy child occupies in African society and honor their right to free primary education even in times of crisis and post-conflict.
- Endeavor to provide education and protection for every child without distinction of race, ethnic group, colour, sex, language, religion, political opinion, national and social origin, among others.
- Commit, in collaboration with our development partners to the provision of education services for refugees, internally displaced persons and any other marginalized groups.
- Seek urgently ways to address provision of education for those in our societies facing difficult circumstances, particularly those arising out of poverty, ill-health, HIV/AIDS, orphan status or remote locations.
- Endeavor to put in place the requisite Legal Framework for facilitating the implementation of these resolutions.

Mr. Saitoti concluded by noting that children are our future. They are the unfulfilled promises of youth; they are the untapped talents and creative power of discovery and innovation. All these can effectively be addressed through good governance, education, and social consciousness. His hope is that we can enhance our efforts to provide education in emergencies and early recovery by the commitments made in the Mombasa Declaration and the lessons learned so far.

Norwegian Refugee Council, Ms. Eldrid Midttun

Ms. Midttun focused her presentation on the projected environment in which the education sector will be working during the coming year. She noted that this is the time of the year when analysts are summing up the past year and predicting developments for the new year. Some are pessimistic, others optimistic, often pointing to different happenings to substantiate their respective views.

She noted that 2005 is the year of the UN's Millennium + 5, and the Summit will take stock of what has been achieved and whether the achievements towards the Millennium Development Goals (MDGs) are on track. Many sources have suggested slow progress towards those goals. For education

it has been indicated that, with the present level of progress, the goals may be attained in 2040; another estimate suggests that we might reach only 20 million children by 2015, not the estimated over 115 million who were out of school in 2000.

Against such early signs of failure, and not forgetting that the goals expressed at the 1990 Jomtien Conference were not met, it is tempting to blame the world's 147 countries party to the MDGs for being extremely poor planners, extremely unrealistic, even extremely irresponsible and unaccountable. A comparable lack of follow-up and results failures would have serious consequences in any business venture.

Within this context, however, it is worth considering what 2005 might bring.

- What general global developments or set-backs will we see?
- Will there be more or fewer conflicts and disasters?
- Can there be a revival of the MDGs with more serious commitment?
- What will these factors mean for our efforts on behalf of bringing education to the world's children and youth in crisis stricken communities?

Ms. Midttun chose to use *The Economist's* "The World in 2005" issue as a backdrop for her presentation. She noted that some present might agree with the authors' predictions, while some would disagree and still others would see certain political biases. In any case, the statements still offer us food for thought.

The Economist editor, David Franklin, summarizes other articles, claiming that optimists for 2005 outnumber pessimists by two to one. He predicts that in such a climate the world's highest building and the world's highest bridge will be built. There will be one billion internet users and more robots will be made.

On a more serious note, he states, "Despite relentless headlines about bombs and bloodshed, there will be fewer deaths through conflict around the world than at almost any time since the 1920s as wars wind down, especially in Africa." Admittedly, there are also worries in Africa, not the least in the Sudan, but also in countries that have not yet addressed the underlying causes of war. This is especially of concern as he notes that, "Studies show that civil wars are more likely to occur in countries with bad governments, stagnant economies and lots of valuable minerals." We have seen several examples of such situations over the past years.

Moving to another part of the world, Lee Sien Loong, Prime Minister of Singapore, speaks about Asia's coming era of change and promise – in spite of evident threats of terrorism, a possible clash between China and Taiwan and civil wars in other countries. He also declares that, "Countries which prepare their peoples for changes and move early to anticipate the strategic shifts, will have the advantage." With regard to two areas very much in the news, *The Economist* offers no firm prediction except that, "In 2005 the Middle East will become either dramatically better or dramatically worse" and "developments in Iraq are equally difficult to predict."

With regard to the lessons learned in the Americas and the positive developments there, *The Economist* cites Paul Martin, the Prime Minister of Canada as saying, "It comes down to this, how well are we doing in helping to make weak states stronger so that they can better fulfill their responsibilities to their own people and to others?" He also brings out the promise made at the World Education Forum in Dakar that, "Where governments need and want our help, we must do everything we can to shore up the forces of tolerance and moderation." As importantly, he adds that, "The UN Millennium Summit + 5 should promote "responsibility to protect" as a clear sign that sovereignty is not inviolable and that States will be held to account for their actions." In this regard, the Watchlist on

Children and Armed Conflict¹ has supported the UN Secretary General's Special Representative's initiatives to "blame and shame" states that violate the rights of children in innumerable ways.

Finally, Jeffrey Sachs, director of the Earth Institute at Columbia University, gives voice to the question we have probably all asked ourselves, "Can the rich world keep dragging its feet over a target it has promised for 35 years? With any serious foreign-policy thinking, the rich countries will finally make good on their commitment." He also claims that, "The goals were ambitious but achievable" and goes on to describe what needs to happen in 2005 to get the Millennium Development Goals back on track. "If all rich countries give 0.7% of their GNP, this would give USD 125 billion in aid for schools, health, water and sanitation, infrastructure etc."

Similarly, the World Bank has estimated that USD 2.5 to 5 billion in annual international assistance would enable 75% of out-of school children to be enrolled in primary school. Obviously, for one reason or another, many countries have not followed up on the commitments made at the World Education Forum or in the Millennium Development Declaration, but is this more likely to happen now? As a positive sign, both Britain and France have pledged that 2005 will be a break-through year with regard to honoring these commitments.

Do we dare believe it? Can INEE as an inter-agency network increase our advocacy and cooperation and help achieve the goals? Can we join forces with governments, donors, organisations and actors outside the network and strengthen our efforts? This is the challenge that confronts us as we reach the end of 2004.

While the challenges are great, Ms. Midttun noted that she has seen some positive developments since the early 1990s. These include:

- Several UN agencies, NGOs and alliances have adopted special policies and activities related to education in emergencies and reconstruction.
- Education is slowly being accepted as an important early response in emergencies.
- There have been opportunities to introduce relevant and meaningful subjects in the curriculum, such as human rights and peace education, conflict management, health with HIV/AIDS, and environment, as well as efforts to introduce participatory methodologies to improve the quality of education.
- Actors have been learning from each other and using resources better.
- Humanitarian and development actors are linking up to ensure support for sustainability.

Yet, there are still gaps and special challenges that need to be focused on, such as:

- Insufficient funding – more can be done if promises are kept
- The backlog of youth who have lost out on schooling for years – special measures are needed for them
- The need for better training for teachers – the key to improvements and quality in education. In addition, there are many other issues associated with teachers such as certification, salaries and benefits
- The misuse of education and schooling for political purposes – there must be an effort to prevent this

In conclusion, Ms. Midttun quoted from an address that the Norwegian Minister of Development, Hilde Johnson, made to the INEE steering group members and Norwegian actors during a meeting in Oslo in 2002.

"Education is not just a right. It is a basis on which individuals build their lives, their futures, and their families. It is the basis on which one builds a country. We have recognised that education must not be interrupted or halted because of war and

¹ For more information on the Watchlist, please see www.watchlist.org.

conflict. It can, and should be carried out in all circumstances: during crises, in camps, in emergencies. Education is just as important in emergency situations as in stable conditions – perhaps even more important. Education is – in fact – the only kind of infrastructure that never will be destroyed by war – infrastructure in people’s hearts, in their minds.”

To accomplish this, donors need to see that education is important. They need to see how education works. We need videos and news articles about education in emergencies. On CNN and BBC and other channels, we always see food and water being distributed and shelters being built for people in need, but we rarely see footage of educational activities. We need to insist more strongly. We have to make our work and the results of our actions more visible. Ms. Midttun challenged all participants to develop their websites and promote them. Finally, she stressed that we can continue to further promote the important collaboration represented by INEE in order to advance the collective goal of Education for All.

INEE Network Coordinator, Ms. Beverly Roberts

Ms. Roberts began by welcoming all of the participants to Cape Town and expressing her delight to see so many people from all parts of the world participating in the Consultation. Ms. Roberts then reviewed the founding and mandate of INEE and stressed the importance of INEE being an “open network” of practitioners, UN agencies, non-governmental organisations, education officials, donors and researchers working together to ensure the right to education in emergencies and early recovery. This network structure means that INEE operates in a flexible, member-led manner through various mechanisms which include the Secretariat and the Steering Group and most importantly the member-convened and led task teams and the virtual consultations and resource sharing that takes place among members. She noted that INEE now has more than 900 members, representing more than 300 institutions – an impressive achievement in only four years.

She described the current composition of the Steering Group (see above for more information) and the role of the INEE Secretariat which is responsible for:

- Strengthening and supporting the network at global, regional, and national levels
- Mobilizing members to address issues through policy discussions, advocacy, collaboration and resource-sharing and development
- Conducting advocacy at global, national, and regional levels
- Serving as a clearinghouse for information, resources and contacts

The INEE Secretariat operates with a minimal structure, housed within UNESCO headquarters in Paris. The Secretariat includes the Network Coordinator, an assistant seconded by the Norwegian Refugee Council and the Focal Point on Minimum Standards seconded by the International Rescue Committee. Since its inception in 2001, the Secretariat has focused on:

- Networking through the INEE list serve and through the development and maintenance of a website containing useful references for INEE members and for all those working in education in emergencies and early recovery
- Monitoring the field and current issues, and sharing and facilitating discussions around these issues
- Supporting the Minimum Standards process
- Focusing on advocacy – INEE has worked with national governments and within regional frameworks such as NEPAD (the New Partnership for Africa’s Development) to call attention to the importance of education in emergencies and address the challenges faced by national governments. In addition, INEE has promoted the importance of education in emergencies within UN agencies (including with the UN Inter-Agency Standing Committee and the Office for the Coordination of Humanitarian Affairs (OCHA)) and international NGOs and to donor governments such as ECHO, the Norwegian Agency for Development (NORAD), SIDA, USAID, DFID, and CIDA.

- Compiling and sharing resources found in the INEE Technical Kit
- Organising this Second Global Inter-Agency Consultation in order to provide a forum for members to share information and provide their input regarding the future of the Network

Ms. Roberts again thanked participants for their presence in Cape Town and encouraged them to participate actively during the Consultation so that all could benefit and contribute to the on-going work of INEE.

B. Emerging issues and challenges in education in crisis and early recovery

Following the opening session, the plenary listened to a panel of presenters who spoke on emerging issues and challenges in education in crisis and early recovery. The Honourable Mr. Abass Collier, the Deputy Minister of Education, Science and Technology from Sierra Leone chaired the panel. Mr. Collier opened the discussion by noting that at the current rate we will achieve Education for All in 50-70 years! This estimate is for all countries in the world, not just those affected by crisis, so for countries affected by crisis the challenge is that much greater.

U.S. Agency for International Development, Mr. Mitch Kirby

Mr. Kirby began by noting that he would be discussing his own personal views and not making a policy statement for the U.S. Agency for International Development (USAID). He congratulated INEE on the launch of the Minimum Standards and noted that he had visited the Africa Regional consultations in Nairobi earlier in the year; it is quite impressive to see how the work has progressed.

For his presentation, Mr. Kirby stated that he would share some new information and prospects on education in emergencies from the perspective of one development agency – USAID – which he thinks is moving forward in some new and interesting ways that are relevant to INEE. The new directions emanate from the USAID White Paper which came out in January 2004 (available at www.usaid.gov) which was written to articulate how failed States and complex emergencies now feature more prominently in U.S. Government foreign policy and national security. He noted that USAID uses two broad characteristics to define fragile states, namely:

1. States that are failing, failed or recovering from crisis
2. States where security, service and legitimacy are limited or non-existent

The White Paper is being used to finalise a Fragile States Strategy (FSS) within USAID, which articulates the rationale for a new and more strategic approach to assist fragile States during post conflict stabilization and reconstruction. It recognises that fragile States are different from stable developing countries and require new ways of thinking about, delivering and evaluating assistance. Within the FSS, assistance to fragile States becomes a USAID priority and a key strategy to achieve national security and humanitarian goals. The key messages in the Fragile States Strategy are that USAID can be most effective if it:

1. Better monitors trends, which will allow USAID to better track countries' levels of fragility and respond effectively as the situation improves or worsens.
2. Focuses its goals and programmes in order to promote stability, advance reforms and develop capacity. This includes developing capacity for the delivery of basic social services including education.
3. Ensures a quick and effective response.

The FSS recognises that different situations require different responses and programming. In crisis and conflict situations, programmes will focus on humanitarian assistance, income generation, basic

security and human rights. In early recovery and post-conflict situations, programmes will focus on security sector reform, job creation, school enrolment, and support for functional governments.

Mr. Kirby presented the above background information on the FSS to point out the potential linkages between the new USAID Fragile States Strategy and the INEE Minimum Standards. First, there are similar definitions for fragile states and emergency situations. Second, one of the FSS goals is to ensure human rights. The INEE Minimum Standards rest on a rights-based foundation that all individuals have a right to education during emergencies. Third, both the FSS and the INEE Minimum Standards aim to utilise analytical tools to better understand and address education in emergency situations. The Minimum Standards, for example, provide very useful standards, indicators and guidance to monitor trends, needs and provision of basic education services. Similarly, the FSS sees the provision of basic social services, including education, as a key for post-conflict and early recovery support.

He also noted that in crisis and conflict situations, the FSS aims to provide security and stabilisation. Similarly, the INEE Minimum Standards see the organisation and provision of education as a way to protect against exploitation and harm and provide structure and stability to children and families. Finally, both the FSS and the Minimum Standards see capacity building as a central feature in responding to emergency situations. In his view, therefore, there is a great opportunity to explore how USAID can use the INEE Minimum Standards to promote education in emergencies in the context of the Fragile States Strategy.

Mr. Kirby concluded by putting forward some questions that he hoped would be discussed during the Consultation.

- Should the INEE Minimum Standards be field tested and, if so, where? In sub-Saharan Africa, one potential test site is certainly Sudan.
- How can we promote and utilise the Standards? Is there a dissemination strategy for the INEE Minimum Standards and are the right institutions and individuals targeted to maximise the use of them?
- How can agencies that “buy in” to the Minimum Standards integrate them into their agency policy, programme and budget functions?

UNICEF, Ms. Pilar Aguilar

Ms. Aguilar focused her presentation on UNICEF’s priorities as stated in the agency’s Core Commitments for Children in Emergencies (CCCs) and its Medium Term Strategic Plan. The prevention of violence, abuse and neglect, exploitation and discrimination of children is one of UNICEF’s five corporate priorities and the protective environment approach has provided a common platform for UNICEF’s work on child protection.

UNICEF’s CCCs advocate that the building of safe environments for children and women is primarily defined as a protection issue, which is clearly linked with the education sector where UNICEF supports the “establishment of safe environments, including ‘child friendly spaces’ that integrate psychosocial support in education and protection responses.”

Child Friendly Spaces are an integrated, protective model that is both family-focused and community-based. They provide primary and fundamental services related to:

- Health and nutrition
- Primary and post primary education
- Child care
- Psychosocial needs

Child Friendly Spaces have been designed as a holistic approach within UNICEF's human rights based approach to programming. This approach suggests that:

- In emergencies and in developing and transition societies, quality education requires an emphasis on aspects of “classroom climate”
- In unstable situations, the curriculum should provide a special response for children and youth through:
 - Re-creation of habits
 - Re-establishment of relational behaviours
 - Access to creative expression and safe re-enactment of traumatic experiences, as appropriate
 - Play and humour

The Child Friendly Spaces concept was first used in Albania in 1999 when UNICEF was faced with the challenge of defining minimum standards jointly with the Ministry, NGOs and the Kosovar Forces. One of the successes of CFS was that integrated community services, based on the CFS model, became part of UNICEF's Albania country programme following the crisis. UNICEF also learned the following lessons from the experience:

- The integrated approach of CFS is donor friendly
- CFS requires inter-sectoral planning
- An integrated emergency response can be used to strengthen basic services for children and families in host communities.

Following the discussion of Child Friendly Spaces, Ms. Aguilar shared some of UNICEF's recent experiences related to re-starting education following natural disasters.

- Following the earthquakes in Turkey, UNICEF helped to develop the national capacity to cope with psychosocial trauma.
- Following the Gujarat, India earthquake, UNICEF developed systems for reporting, planning and monitoring of routine education programmes. These systems included the development of key indicators related to the functioning of schools; student and teacher attendance; availability of education materials in schools; and the provision of drinking water and sanitation facilities, school feeding and other topics. Through its response in Gujarat, UNICEF learned that there is a “window of opportunity” for reforming community-based education at the pre-primary and primary levels. Following the earthquake, schools became more participatory and child-centred and a special concern for parents' involvement became part of the post-emergency provision of education.
- Following the Grenada hurricane, UNICEF implemented an integrated, phased back-to-school programme for pre-school, primary and secondary students. UNICEF also worked with communities on emergency preparedness issues.

Finally, Ms. Aguilar discussed UNICEF's back-to-school campaigns. She shared recent experience from Afghanistan and Liberia. The back-to-school campaign in Afghanistan was UNICEF's largest operational effort related to education. More than four million children (or 60 per cent of the child population) have returned to school. Of those children, one million are girls. By March 2005, UNICEF and the Afghan Ministry of Education aim to increase girls' enrolment by an additional 500,000 by focusing on the 12 provinces with the lowest percentages of girls enrolled in school. In addition, special attention will be given to increasing the number of qualified female teachers in schools, and supporting home-based schools and linking them into the formal education system.

In Liberia, the overall objective of the back-to-school campaign was to increase access to education for all children, especially the most vulnerable ones including 0 to 8 year olds, girls, and children associated with fighting forces. Other specific objectives included:

- Support for girls' education to address the gender imbalance – there was more than a 30-percentage point difference between the gross enrolment rate for boys and girls
- Emergency support for the Ministry of Education
- Provision of temporary learning spaces and emergency rehabilitation of some schools
- Support for community participation and capacity building
- Support for a major media campaign for social mobilisation

Ms. Aguilar concluded her presentation by summarising UNICEF's main lessons learned and by issuing some key inter-agency challenges to providing education in emergencies.

Lessons learned

- UNICEF recognises the crucial role of education in emergencies, not only as a fundamental right, but also as critical for the protection and normal development of children.
- Back-to-school campaigns, rapid educational responses or other type of responses need to take psychosocial factors into account to avoid the provision of low quality education.
- In emergencies, agencies should not create “stand alone” educational responses or “stand alone” child protection activities, but strive for an integrated/inter-sectoral response in order to build protective environments.
- The efforts of international and national NGOs should be integrated under the umbrella of the national authorities for education.
- Strategies used to provide education in emergencies can also be used in situations where there is a sense of urgency regarding the need to increase access to education.
- Efforts should be made to re-centre education strategies around child protection activities that move with families and communities from emergency to post-conflict/ transition to reconstruction and development.

Key interagency challenges

- To apply the Minimum Standards in policies and programmes
- To increase inter-agency coordination – education in emergencies should be part of the regular agenda of the UN Inter-agency Standing Committee and there should be a shared vision among a wider range of partners including the World Food Program, the UN High Commissioner for Human Rights and UN AIDS, for example.
- To create a culture of preparedness – there is an urgent need to develop effective mechanisms at national, regional and local levels for disaster preparedness (including early warning systems), mitigation and prevention in order to protect children's right to life (CRC, Art. 6, para. 1).
- To scale-up in order to respond quickly in emergencies
- To ensure donor commitment and effective responses in post-conflict/transition and to develop the necessary capacity to avoid relapses
- To make operational the concept of integrated/inter-sectoral responses so as to build protective environments for children and their families

Save the Children Alliance, Ms. Susan Nicolai

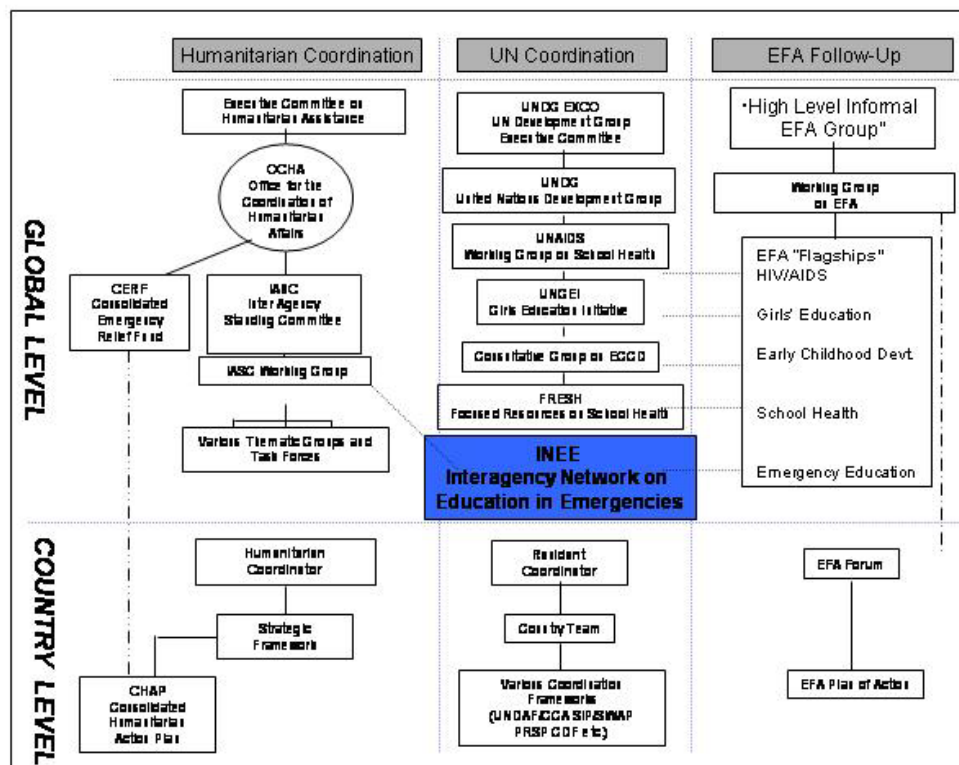
Ms. Nicolai discussed emerging issues in education in emergencies from the perspective of the Save the Children Alliance. She began by noting that the *2003-2004 EFA Global Monitoring Report* estimates that over half of the reported 104 million school-age children not enrolled in school are living in countries in the midst of or recovering from conflict. Members of the Save the Children alliance are supporting education in emergencies in more than 40 countries around the world.

- In Darfur, Save the Children is supporting literacy classes, recreational activities and teacher training for Sudanese refugees.
- In Bam, Iran following the earthquake, Save the Children supported Children's Centres and Girls' Clubs and provided tents and supplies.
- In Colombia, Save the Children advocates for the formal recognition of schools for internally displaced children and for increased financing to support the education of these children.

The above are a few examples of where Save the Children is working. The Alliance focuses its education in emergencies responses in four priority areas: access, quality, protection and financing.

Despite the on-going work of Save the Children and participants gathered at the Consultation, the priority issue is still convincing "others" of the importance of education in emergencies. These "others" include major donors such as DFID, ECHO, SIDA, CIDA and USAID; national governments in countries such as Sudan, Democratic Republic of Congo, Iraq, Afghanistan and Colombia; and key international actors such as the United Nations Security Council, the World Bank and the EFA High Level Group.

Ms. Nicolai then presented the following schematic (originally developed by Mr. Peter Buckland of the World Bank) that illustrates the various United Nations agencies and initiatives that relate to education. INEE is not a part of the United Nations system but tries to work with UN coordination and humanitarian mechanisms to advocate for education in emergencies and to work toward the achievement of Education for All.



As practitioners devoted to the provision of education in emergencies, we must continue to develop our experience and provide evidence related to the importance of education in emergencies with the hope that, from this experience and evidence, political will can be generated to devote desperately needed resources in order to effect true change. Ms. Nicolai concluded with the words of Eglantyne Jebb, the Founder of Save the Children.

“All wars, disastrous or victorious, are waged against children.”

Ministry of Education, Science and Technology, Sierra Leone, The Honourable Abbas Collier
Mr. Collier, the Deputy Minister of Education, Science and Technology in Sierra Leone, presented a situational analysis of how the crisis in Sierra Leone negatively affected the country’s education system from 1990-2001. The conflict in Sierra Leone displaced more than 4.5 million Sierra Leoneans. More than 95 percent of combatants in the country’s civil war were young, uneducated boys and girls. Historically, Sierra Leone’s education system was an elitist system that did not serve the majority of its citizens. During the conflict, teachers were targeted and many either took refuge in other countries or were displaced within Sierra Leone. In 1999, estimates from the Gambia suggested that 60 percent of that country’s teaching force was Sierra Leonean.

In 1996, there were approximately 370,000 students enrolled in school in Sierra Leone. By 2004, the number of students enrolled had increased to 1.2 million, which was a result of innovation and the use of double shifts in all schools. The government of Sierra Leone began its efforts to increase enrolment in 1997 when they implemented an emergency education package through which they paid fees and allowances for children to attend school and instituted a school feeding programme in cooperation with the World Food Program.

In 2000, the government, with the support of the Norwegian Refugee Council (NRC), started the Rapid Response Education Programme, a one year programme focused on literacy, HIV/AIDS information, and coping skills that was designed to help 10-13 year olds re-enter formal school. In 2002, the government in cooperation with NRC and UNICEF began the CREPS (Complementary Rapid Education for Primary School) programme, an accelerated programme that condenses the six years of primary school into three years. This programme is for adolescents and former combatants who have missed out on the years of primary education.

One of the major challenges that Sierra Leone is now facing is that roughly 60 percent of the country’s teaching force is unqualified. In order to upgrade their teaching skills, the government is introducing a one-year distance education programme for lower primary school teachers.

At another level, the government is aware of the need to support post-primary education in order to develop a more skilled workforce in the country. Currently there is one university and three new Polytechnics in the country and the government has plans for two more Polytechnics and is seeking legislation to allow private universities to operate in Sierra Leone.

In recognition of the terrible conflict that engulfed Sierra Leone from 1991-2001, the government has also introduced peace education, psychosocial programmes, and citizenship education into its curriculum. Through these efforts thousands of children, youth and adults are gaining access to educational opportunities in Sierra Leone. Mr. Collier concluded his presentation with the hope that he has provided some “food for thought” for Consultation participants and that he also expects to learn from others during the Consultation.

Law student and refugee from Angola, Pedro Sebastian

Mr. Sebastian thanked INEE for inviting him to speak at the Consultation. He is currently studying law at the University of South Africa in Cape Town and considers himself a “self-styled” advocate for refugee children as a result of his personal experiences. Mr. Sebastian described how in 1992 his

family moved from Soyo in the northern province of Zaire to Luanda. He was in Grade 9 at the time. While in Luanda, there was a “round up” and many young people were forced to join the army. In 1999, Mr. Sebastian managed to escape by truck to South Africa where he sought refugee status. When he first arrived in South Africa, he was not allowed to study as he did not have any papers. He discovered ARC, a refugee centre that gave him the opportunity to study but he had to learn English. He did this by reading and memorising pages and studying as hard as he could. Eventually he reached Standard 10 in South Africa and went to the University. He wanted to study law but did not have money to pay his school fees. He and his friends started a band in order to make some money. Eventually a woman, who heard them playing, offered to pay his fees.

Mr. Sebastian concluded by reminding participants that refugees face xenophobia, loneliness, and numerous other struggles. It is hard work for a refugee to succeed but it takes only an outstretched hand to willing refugee youth to help them succeed.

C. Launch of the Minimum Standards for Education in Emergencies: Panel Presentation

The panel presentation was chaired by Mr. Christopher Talbot from the UNESCO International Institute for Educational Planning (IIEP) and chair of the INEE Working Group on Minimum Standards for Education in Emergencies (WGMSEE). Mr. Talbot had the great privilege of officially launching the publication *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction*. He thanked all those present who worked so hard to develop the standards and expressed his enthusiasm for the widespread dissemination of the standards in order to improve the quality of education provided in emergencies.

Background and overview of the process: Christine Knudsen, Save the Children-US and focal point for the WGMSEE Operations Group

Ms. Knudsen noted that the effort to produce the minimum standards for education in emergencies derived from a desire to increase the professionalism within this field similar to other sectors of humanitarian response that are covered in the Sphere Project *Humanitarian Charter and Minimum Standards in Disaster Response*.² The model used to develop the Minimum Standards for Education in Emergencies therefore reflects lessons learned from the Sphere Project and emphasises transparent, cost-effective and consultative decision-making.

In 2002, INEE members held a meeting to discuss the possibility of creating standards for practitioners and for use as an advocacy tool to promote the importance of education in emergencies. The WGMSEE was established in January 2003 and developed a structure to allow for widespread participation throughout the process. The Working Group consisted of members from nine NGOs and three UN agencies (CARE Canada, CARE USA, Catholic Relief Services, the International Rescue Committee, Norwegian Church Aid, Norwegian Refugee Council and the Norway United Nations Association, Save the Children UK, Save the Children USA, the Foundation for the Refugee Education Trust, UNESCO, UNHCR, UNICEF and World Education/The Consortium) and had the following sub-groups:

- Operations group, which focused on funding, advocacy and outreach
- Consultation group, which focused on the consultative process that was used to develop the standards including the regional and on-line consultations
- Drafting group, which had responsibility for the peer review process and honing the four sets of regional consultation standards into one set of global standards

² For more information on the Sphere Project, please see www.sphereproject.org

Overview of the consultations process: Nancy Drost, CARE Canada and focal point for the WGMSEE Consultations Group

Ms. Drost reviewed the consultations process that took place in order to develop the minimum standards. The Consultations Group was made up of the WGMSEE representatives from CARE Canada, Norwegian Church Aid and UNHCR. From the beginning of the minimum standards process, the Working Group sought to facilitate a broad base of stakeholders to develop standards, indicators and guidance notes to articulate the minimum level of educational access and service to be attained in emergencies through to early reconstruction. The main components of the standards' consultative development process were inputs via the INEE list-serve; regional (covering Africa, Latin America, Asia, the Middle East and Europe), sub-regional, national and local/community-based consultations

Prior to the regional consultations, delegates and INEE members in the regions coordinated local, national, and sub-regional consultations in 47 countries to gather input and information from over 1,900 representatives of affected communities, including students, teachers and other education personnel; NGO, government and UN representatives; donors and academics. INEE also received almost 100 responses to questions aimed at stimulating thought and discussion on minimum standards for education that were posted on the INEE list-serve, drawing on first-hand experience from members. The delegates at the regional consultations built upon the standards, indicators and guidance notes developed at the national and local consultations in their regions as well as the list-serve responses to develop regional minimum standards at the collective consultations.

The 137 delegates to the regional consultations worked in the areas of education, health and protection issues in emergency, chronic crisis and early reconstruction situations in 51 countries around the world. Delegates to the regional consultations included representatives from affected populations, international and local NGOs, governments and UN agencies.³ *In all, more than 2,250 people participated in the consultative process!*

Experience participating in the consultations process: Sterling Perera, Vice Chairman, National Education Commission, Sri Lanka

Mr. Perera stated that he was nominated by the UN Population Fund (UNFPA, as a consultant to the Asian Development Bank) to participate in the Asia regional consultation, held in Nepal in April 2004. Before the regional consultation, he organised and participated in a local consultation in Sri Lanka. The local consultation was held with people who had been internally displaced due to the war, and thus, the standards produced at the local consultation were geared particularly toward education for IDPs. Mr. Perera described how the process set forward by the INEE focal point for the WGMSEE facilitated the work of the local consultation. The standardized reporting format of the facilitator's guide was useful and provided comprehensive guidance on how to organise the reporting of outcomes from the local consultation sessions that were held with IDPs with first-hand experience of the conflict situation in Sri Lanka. During the local consultation, several areas of education requiring development and identification of minimum standards were identified. Mr. Perera stated that INEE had done much preparatory work to make the consultative process focused and productive.

With regard to the Asia regional consultation in Kathmandu, Nepal, Mr. Perera noted how the standard reporting format and facilitator's guide helped to ensure that all participants had the same interpretation of the terms used (i.e. standards, indicators, guidance notes). This made the consultation process smoother and allowed participants to focus more on the main issues. In summary, he found that the consultative process was very comprehensive and produced widespread consensus regarding the minimum standards.

Mr. Perera noted that the outcomes of the participatory process were revealing for him. Some, such as not locating IDP schools next to swamps or garbage dumps, were easier to implement; others, such as reviewing the national curriculum for ways in which it makes it impossible for any child who has

³ The final reports from these regional consultations are available on the INEE website www.ineesite.org.

missed several months of schooling to catch up, were more challenging. He stated that issues such as these were “jolts to the complacency regarding education in general” and noted that in Sri Lanka changes in the curriculum that are due under the education reforms will rectify these shortcomings.

Overview of the drafting process: Helge Brochmann, NRC/UNA and focal point for the WGMSEE Drafting Group

Mr. Brochmann reviewed the drafting process that was followed in order to merge the inputs from the four regional documents into one document that could be sent out for peer review. (See Annex 4 for a complete description of the facilitation process, developed by the Peer Review Facilitator, Joan Sullivan Owomeyela.) The work of the drafting group (consisting of six people) began in May 2004. The drafting process consisted of the following four phases:

1. The Working Group on Minimum Standards for Education in Emergencies (Drafting Group) and the Peer Facilitator developed the draft MSEE categories, which were distributed to the peer reviewers for their comments and suggested edits.
2. Peer reviewers analysed the draft standards, indicators and guidance notes for standardised terminology and analytic frameworks, and refined or modified the categories’ contents accordingly.
3. Working Group members, following a protocol, reviewed the draft standards, indicators, and guidance notes. Subsequently, the Peer Facilitator analysed Working Group feedback and revised the draft categories, the INEE Focal Point revised the Introduction Chapter and developed introductions for each MSEE category, and the INEE Intern collated suggestions for the Terminology Appendix. Finally, each Drafting Group representative reviewed his/her MSEE category and made all final recommendations on content and wording.
4. Working Group members conducted a final cross review of the standards to edit for clarity: 1) were the standards, indicators, and guidance notes grammatically correct and 2) were the standards, indicators, and guidance notes framed in a direct and concise manner?

Reactions by a Government Representative, The Honourable Claris Charles, Minister of Education, Grenada

Minister Charles used this opportunity to present her views on the Minimum Standards for Education in Emergencies. She noted that she was pleased that the standards had been developed as hopefully they will decrease disparities in education, improve the analysis of educational programmes and increase both advocacy for and the quality of education provided in emergencies.

She remarked that there are many challenges with regard to the application and implementation of the minimum standards, particularly with regard to convincing governments that they should follow the standards. She also noted that, as the standards are voluntary, there will be a great need for advocacy around them and looked forward to the discussion of how to launch the work of the advocacy group. She concluded by committing her Ministry of Education to implementing the minimum standards.

Next phase of the Minimum Standards and overview of working sessions: Allison Anderson, INEE Focal Point on Minimum Standards for Education in Emergencies

Ms. Anderson began by thanking everyone that was involved in the process of developing the Minimum Standards and reviewed the five broad categories included in the publication, which participants received. She noted that the Minimum Standards for Education in Emergencies follow the same format as the Sphere Standards for Humanitarian Response.

- *Minimum Standards Common to All Categories:* focuses on the essential areas of community participation and utilising local resources when applying the standards in the handbook, as well as ensuring that emergency education responses are based on an initial

assessment that is followed by an appropriate response and continued monitoring and evaluation.

- ***Access and Learning Environment:*** focuses on partnerships to promote access to learning opportunities as well as inter-sectoral linkages with, for example, health, water and sanitation, food aid (nutrition) and shelter, to enhance security and physical, cognitive and psychological well-being.
- ***Teaching and Learning:*** focuses on determining what to teach and how to teach it; the critical elements that promote effective teaching and learning, curriculum, training, instruction methodology; and assessment.
- ***Teachers and Other Education Personnel:*** focuses on the administration and management of human resources in the field of education, including recruitment and selection, conditions of service, and supervision and support.
- ***Education Policy and Coordination:*** focuses on policy formulation and enactment, planning and implementation, and coordination.

The minimum standards will be a strong tool for humanitarian agencies, governments and local populations to enhance the effectiveness and quality of their education assistance. The standards give guidance and flexibility in responding to needs at the most important level – the community – while providing a harmonised framework to coordinate the educational activities of funding agencies and other development partners.

Ms. Anderson thanked the various donors that supported the Minimum Standards process, the Academy for Educational Development and the Global Learning Portal, the Canadian International Development Agency (CIDA), the International Rescue Committee, the International Save the Children Alliance, Save the Children Norway, the Swedish International Development Cooperation Agency (SIDA), UNESCO, UNHCR and UNICEF, as well as the hundreds of organisations that contributed staff time and travel to the development process.

Now that INEE has met the goal of developing the MSEE, the enormous task of implementing and achieving them lies before us. Thus, in the spirit of consultation and collaboration which this process has followed in the development of the standards, Ms. Anderson announced that the Working Group would like to open up the discussion on how to most effectively implement and achieve the MSEE with the delegates at the global consultation.

Ms. Anderson encouraged the group to actively engage with and use the standards in their own work and stressed that the next critical step is developing a strategy for promoting and implementing them. Working Group and Steering Group members have begun to brainstorm next steps for the promotion, training, piloting and monitoring and evaluation of the MSEE. In the Global Consultation folders, all delegates received a two-page summary of the key ideas, recommendations, dilemmas and questions generated within the groups. Accordingly, in the next session, participants were asked to join one of four groups in order to work together to identify concrete steps to take the MSEE forward, including the ways in which delegates at the Global Consultation and their organisations want to be involved. The goal of the break-out sessions on the next steps for the minimum standards was for practitioners and policy makers to share their practical knowledge of how to most effectively implement and achieve these standards and help make connections to make that happen. The break-out working groups included:

- **Roll out, Distribution & Promotion:** what are the most effective ways to do this and how do we promote the use of the standards in the field for advocacy and policy change at regional and global levels?
- **Training:** What should this look like, how will it be carried out and by whom?

- **Piloting and field testing:** How to operationalise the standards? How will this be carried out? What organisations and/or networks can take this forward and how should it be carried out?
- **Monitoring, evaluation and revision:** Once piloting begins, how can we most effectively monitor to capture feedback and evaluate the standards? How can we measure the impact of the standards and whether they help us to increase quality, accountability, access and coordination? How can we include the data generated from through monitoring and evaluation to revise and improve the standards in the future?

Working Group members summarised the key findings and recommendations from these breakout groups, and reported back to the plenary with the recommendations on Friday afternoon of the Consultation. These final recommendations will be used to enrich the Working Group meeting discussion and debate on Sunday, immediately following the Global Consultation.

IV. Thematic working groups

The second day of the Inter-agency Consultation was devoted primarily to 15 thematic working groups on topics suggested by INEE members. Each working group session consisted of three to four short presentations, followed by a group discussion of critical issues with regard to the topics and the development of recommendations on how to address emerging and challenging issues.

A. The importance of research in education in times of crisis, highlighting existing research and current gaps

Group facilitator: Kathryn Tomlinson, National Foundation for Educational Research

The thematic working group on the importance of research related to education in times of crisis consisted of three short presentations that focused on bridging the gap between academia and field practitioners; recent work and gaps in research related to education in conflict, emergencies and early reconstruction; and an example of applied research related to the impact of armed conflict on children. Following the three presentations, the group discussed the following critical issues:

- Ways of ensuring trust in the research process – possible ideas included:
 - Western researchers should not be allowed to go to the field in certain instances.
 - Work with research institutes in the various countries; or find neutral institutes to conduct the research, depending on the situation.
 - Inquire about the attitudes of the people – try to obtain a clear understanding of the different groups.
 - Find ways of bringing influential people within the conflict-affected population into the research process.
 - Investigate an appropriate code of conduct related to research in these areas. (Many already exist and could/should be used in this field.) For example, issues related to the practices that will be followed for a given research project should be discussed with those involved prior to the commissioning of the research project. INEE could play a useful role in defining/promoting this code of conduct.
 - Share good practices related to designing research in ways that minimize certain risks. For example, how can research be conducted in situations where researchers question the status quo and may be perceived differently by the various fighting groups?
- How to conduct research projects in ways that benefit the beneficiaries/conflict-affected countries
 - Encourage joint research involving foreigners and local researchers as this could be very beneficial to both parties.

- Investigate using Masters students in the conflict-affected countries so that they gain experience and because they will have more time to devote to carrying out research or evaluation activities.
- Link research activities with various government priorities.
- Investigate the role of education programmes in conflict-affected regions.
- How to increase or preserve “institutional memory” in order to avoid the loss of key information and expansion of the body of knowledge related to education in emergencies
 - Explore role of INEE in pulling together the “grey literature” that exists in this field. (Note: grey literature refers to all of the unpublished documents and reports related to research, evaluation and programme activities conducted by UN agencies, NGOs, graduates students, etc.)
 - Include academic research (or links to academic research) on the INEE website to capture unpublished research reports).
 - Extend the Women’s Commission for Refugee Women and Children’s *Global Survey on Education in Emergencies* and bring together data/statistics from multiple sources to continue building a better picture of education in emergencies.
 - Explore ways of linking academia and practitioners to benefit from the efforts of both.
- How to promote/advocate for more research in the field of education in emergencies and during early recovery
 - Work with NGOs to determine how research results could benefit their projects and to address any sensitivities that may be involved in proposed research.
 - Consider an INEE Task Team on research to help solve some of the problems related to conducting research on education in emergencies and during early recovery.
 - Encourage/nurture the emergence of this sub-discipline.

Priority recommendations from the research working group

Based on the discussion, the group agreed on the following recommendations:

1. To INEE: establish a task team on research to:
 - a. establish a list-serve for people interested in research on education in emergencies, conflict and reconstruction
 - b. investigate how best to provide a database of grey literature
 - c. gather and synthesize existing research (not only developing new case studies)
2. To all actors: develop partnerships between local researchers (including MA and PhD students) for mutual benefit – that is, capacity building in conflict areas and increasing research (and evaluation) output for NGOs, governments and UN agencies
3. To NGOs, governments and UN agencies: encourage the sharing and central pooling of grey literature
4. Deepen and extend the gathering of data and statistics on education in emergency, conflict and reconstruction.

Summary of presentations

What can research do for you?

Presenter: Kathryn Tomlinson, National Foundation for Educational Research

Kathryn Tomlinson’s presentation focused on the gap between research and practice. On the one hand, much of the key literature accessed by practitioners is funded and published by UN agencies and international NGOs. On the other, she noted that there is a substantial amount of research published in educational journals or books, which may or may not be accessible to practitioners but may be of use to them, if the gap could be more effectively bridged. For her, one primary objective for researchers must be to ensure that research is accessible to, relevant to and used by practitioners

and policy makers. In order to achieve this objective, Ms. Tomlinson suggested that researchers consider the following questions before embarking on a research project:

- Why do we want to know X?
- Who needs to know?
- What will we do with the results?
- How can we be sure that we answer X and that the right people will use the answer?

Ms. Tomlinson offered the following suggestions for bridging the gap between research and practice:

- Developing partnerships between researchers, NGOs, and governments
- Systematically using the internet to disseminate academic and NGO research
- Conducting more evaluations
- Asking why/who/what/how in commissioning or designing research

Research in education in conflict, emergencies and reconstruction: recent work and gaps

Presenter: Christopher Talbot, UNESCO International Institute for Educational Planning

Mr. Talbot suggested several reasons why research and teaching opportunities are becoming more common in the field of Education in Emergencies and Reconstruction. These include:

- Conflict-affected and donor governments' concerns about orientations and impacts of investments
- Agencies' concerns about policy, best practice and staffing quality
- INEE impetus through networking
- Universities' and research institutes' interests

He cited four recent research projects that are helping the field to advance:

1. Women's Commission for Refugee Women and Children – *Global survey on education in emergencies*
2. World Bank – *Post-conflict reconstruction in education*
3. UNESCO IBE – *Curriculum change, conflict and social cohesion*
4. UNESCO IIEP – *Educational planning and management in conflict, emergencies and reconstruction*

He also identified priorities for further research related to education in emergencies and early post-conflict recovery. These included:

- Obtaining more and better data as a statistical basis for research – extending the *Global Survey*
- Making “grey literature” or unpublished organisational reports of education programmes more accessible, perhaps available on-line, as a documentary source for researchers
- Identifying priority “themes” or research questions. Possibilities include:
 - Operationalising child protection through education in emergencies and post-conflict reconstruction
 - Conceiving education in emergencies and post-conflict reconstruction as a humanitarian relief *and* a development assistance activity
 - Emergencies and post-conflict reconstruction as opportunities for transformation of education systems – *testing the Pigozzi thesis* (see Mary Joy Pigozzi's “Education in Emergencies and for Reconstruction: A Developmental Approach” available at <http://www.unicef.org/girlseducation/files/EducEmerg.PDF>)
 - Alternative education programmes for adolescents and youth
 - Accreditation, validation and certification of pupil attainments
 - Effective programming for life skills and thematic awareness-raising issues

Applied Research on the Impact of Armed Conflict on Children

Presenter: Ezra Simon, Social Science Research Council

Mr. Simon presented his work with the International Research Network on Children & Armed Conflict. He observed that, while this project was not just education-related, it was a good example of what Ms. Tomlinson was referring to with regard to bridging the gap between researchers and practice. The research network is driven by the idea that there is a real need for the information that is being pursued. The network seeks to bring together researchers, practitioners (primarily relief and development workers), and policymakers (including donors) who may be working on projects related to children and armed conflict, but in separate domains. The project consists of the following planning components:

- Mapping of existing definitions, terminologies and indicators
- Testing methodologies and tools for household surveys and rapid child assessments
- Identifying key information needs
- Developing country background papers on political and economic factors
- Compiling an inventory and analysis of existing knowledge (research circle forum model, interviews with partners, annotated bibliographies)

During field implementation, the project's research circles conducted the following activities:

- Semi-structured interviews
- Focus group discussions
- Key informant interviews
- Household questionnaires
- Child questionnaires
- Collection, processing and analysis of information and incorporation into an initial database

As a result of the research conducted to-date, the network has identified the following barriers, gaps and challenges to conducting research in countries affected by armed conflict:

- Rapidly-changing environments that result in ever-changing research parameters
- Effects of the peace-brokering process on content, when sensitive to specific areas
- The need to localize versions of the same language (registers) to make them child-accessible and include the necessary *tournures* (shapes)
- Limited timeframe for the research in the context of difficult road conditions, budget, and other project constraints of partner institutions
- Large volumes of translation

He suggested that the International Research Network on Children & Armed Conflict has several assets. Among these are:

- Timing is sometimes ideal because the process of bridging the market for knowledge is needed as national interventions are being launched.
- The Network has the ability to work hand-in-hand with government ministries' institutes of statistics.
- Teams are mixed and include everyone from NGO and UN workers, to government staff, students and journalists.
- On-going research efforts are a direct response to findings that were gleaned during previous psychosocial research projects.
- Field exercises, constant feedback, and role plays with coaching work because they come from local models.
- Quality of data is assured through constant coaching and supervision.

B. Achieving quality in education in emergency settings

Facilitator: Allison Anderson, INEE

This session focused on issues related to the quality of education in crisis settings. The four presenters described how quality is planned and implemented within their respective programmes. Common among the projects' descriptions of quality were 1) evidence of a commitment to rights based learning and teaching; 2) child-centred learning and teaching methodologies; 3) collaboration among stakeholders including parents, communities, government stakeholders; and 4) capacity building for sustainability.

The group discussed a number of critical issues related to improving the quality of education in emergency settings and agreed on three critical issues to discuss in more detail during the session:

1. The need for a rights-based approach in teaching and learning
2. The need to focus on the relevance of educational content when designing education programmes
3. The roles of government and communities in sustainability

In addition to the above three issues, the group also noted several 'cross-cutting issues' that have an effect on quality. These include the cost/scale of initiatives designed to improve quality, the time frame associated with quality improvements (i.e. short-term vs. long-term perspective) and sustainability of programme initiatives.

Priority recommendations from the quality working group

1. To INEE: Quality is closely related to relevance within the context. This raises the question of which strategies or responses are appropriate based on the context. Thus, the recommendation is that INEE consider a task team to develop a matrix of quality standards/indicators and map programmes against that matrix. Sub recommendations are to make programme documents available and to conduct more in-depth analysis/ comparison of 3-5 'quality' programmes.
2. To education managers, MOEs, NGOs, UN agencies: As training and capacity building of teachers and administrators is key to quality education, training must be balanced among content, methodology and the value of teachers to ensure holistic development and the timing and duration of training is contextual
3. To all stakeholders: Government should take the lead, in collaboration with international organisations, on training community education committees on management, organisation (capacity building and monitoring and evaluation)

Summary of presentations

Providing quality education in emergency settings

Presenter: Pamela Baxter, UNESCO

Ms. Baxter's presentation focused on defining quality education in emergency settings and on the conditions (or imperatives) necessary to achieve it. She began by noting that education has always been a paradox as it is often seen as necessary to prepare students for the workforce; yet, it is also supposed to be about the holistic development of the human being. These two roles of education are not necessarily mutually exclusive, but they are often perceived to be. Given many societies' need for a well-schooled labour market, education in its comprehensive sense is often left behind.

As a consequence, education is often seen as merely a process of knowledge acquisition for the learner. This often reduces education to memorisation of content using a didactic approach, which is perceived as efficient (by systems and teachers) and can be achieved by 'teachers' who have content

knowledge but no pedagogy. Unfortunately, the development of constructive values and the learners' emotional maturity cannot be taught using this approach. Pedagogy is essential to achieve a learning environment that is conducive to this holistic development; it also contributes to cognitive development.

Ms. Baxter described UNESCO's model of quality education which focuses on two dimensions: quality for the learner and the quality of the education system. With regard to the elements of *quality for the learner*, UNESCO's model consists of the following:

- Actively seeking out learners (*all* learners: inclusive and proactive)
- Considering what the learner brings (context and background)
- Including educational content that is relevant and responsive to needs
- Analysing the processes of learning using a 'rights based approach' that focuses on equality and that is responsive to individual needs
- Providing a quality learning environment – both physically and psychologically

At the level of the *education system*, the model addresses these elements:

- Managerial structure and processes
- Implementation of good policies
- Appropriate legislative framework
- Resources
- Measurement of learning outcomes

In UNESCO's model, all of the components of quality are inter-linked and interdependent. They cannot be dealt with in a linear fashion; rather, quality is approached holistically and, even in situations of emergency, must be dealt with in all of the component parts of the education system.



She noted several imperatives – inclusion, years in school, learning time, resources (both human and material) and pedagogy – that must be addressed to ensure quality and suggested the need for policies in several areas to address these imperatives.

Include all learners: In this regard, inclusion means more than just access. It also means constructive learning by all learners, which often requires teachers to be specially trained to be aware of and overcome their own prejudices. (Telling them will not do it.)

Develop teachers: Teacher training is essential but should include more than just content. It must include pedagogy to ensure higher levels of learning than mere memorization.

Improve teaching and learning: To do this, the aims of the education system must be realistic and cater to the needs of the learners. For example, research clearly shows that children learn more effectively when they learn first in their mother tongue. As well as being a right, a policy that supports this will aid in effective learning. In addition, there must be a balance of subjects such that learners have access to the subjects that they need, not just the standard subjects on the curriculum. In post-conflict situations, learners may also need special subjects such as peace education, for example.

A rights based approach to education is interactive and builds on the learners' knowledge as well as providing a secure environment – not just physically safe but also intellectually and emotionally safe. Teachers who know how to use time effectively, for example, can alleviate one of the biggest causes of discipline problems – boredom – and can foster a more conducive learning environment for all learners.

Finally, assessment of all components of the education process – not just assessment of the learners – is essential in order to improve teaching and learning. To change the education environment as a result of such assessment, however, is a challenge that must be faced and supported through appropriate policies.

Provide resources to enable more effective teaching and learning: This requires real and extensive commitment from governments that can be demonstrated through the following:

- Textbooks that reflect a rights based approach and are written at the level of the learner
- Safe environments that are free of exclusion; free from sexual, physical or emotional harassment; and open to the whole school community, including parents
- Investments in teacher training – the cornerstone of quality without which quality cannot be developed
- Democratisation of schools and a broadening of the concept of education (as opposed to schooling)
- Accountability at all levels – poor teaching, corruption, harassment, corporal punishment and exclusion are some of the effects of a lack of accountability

Combining quality and relevance

Presenter: Claus Nelson, Save the Children Denmark

Mr. Nelson's presentation on quality education focused on the challenges related to combining quality and relevance. He noted that the whole concept of quality is meaningless unless values are also incorporated. Therefore, we need to consider explicitly which values we are using when we define quality. By incorporating relevance into the definition of quality, we introduce the necessity of considering the local context.

Mr. Nelson illustrated his point with a case study from northern Ethiopia (a post-conflict situation compounded by drought and hunger) related to a programme on alternative basic education that consisted of the following components.

What: Learning content, curriculum and outcomes focused on cognitive skills – literacy, numeracy, knowledge and other subjects – as well as life skills, shared personal values, and citizen identity. These concepts of quality correspond to those found in the MSEE.

How done: Save the Children's programme combined a child friendly learning environment and structured teaching, which included direct instruction and guided active learning. The programme built on principles of access, equity, protection, and sufficient infrastructure.

Remaining challenges: A key question with regard to the programme was whether the curriculum addressed the everyday needs of the children who participated – a question that could only be answered by knowing what happened to the children after they left school. If most of them went back to herding goats, for example, then most were not able to use what they learned in school. Therefore, an appropriate follow-on question would be, what did children need? For example, they might really have needed useful skills for income generation.

Mr. Nelson questioned whether adopting a rights based approach to education contains a risk for the children. Are we using them as agents for change in a way that creates conflicting interests by challenging cultural values in the community? Perhaps what is needed is consideration of the relevance of education to both the present and anticipated learning needs of learners. Should education help them face the challenges relevant to their everyday lives and respect local cultural traditions – as a means to an end? Or, should education as a human right be an end in itself – to create relevant outcomes like necessary skills, knowledge, values, and protection of the learners?

He noted that Save the Children Denmark uses the following definition and principles of quality education. Education is a right and a means for fulfilling needs and rights. It consists of access, quality, relevance, protection and the right to knowledge.

What is quality education?

Presenter: Elena Locatelli, AVSI

Ms. Locatelli's presentation related to the work of AVSI (an Italian NGO) in northern Uganda, where more than 20,000 children have been abducted during the course of the 20 year civil conflict. She noted that the experience of these abducted children and what the rebels have forced them to do affect how these children see and live their lives.

In its work, AVSI incorporates the EFA definition of quality. That is, quality is a multi-faced concept.

- It encompasses ***how learning*** is organised and managed
- What the ***content*** of learning is
- What ***level of learning*** is achieved
- What it leads to in terms of ***outcomes***
- What goes on in the ***learning environment***

AVSI's approach considers the learner and his/her links to the community: friends, teachers, neighbours, community, and government services, role models, parents, family, and religious leaders. In northern Uganda, AVSI's programme focuses on achieving quality education through three different parts of the education system:

1. ***The relationship between the child and the teacher***: This relationship is critical as children's education is affected by instruction, socialization and expression. AVSI's emphasis on methodology in its teacher training programmes supports the instructional element whereas support to Peace Clubs and Guide and Scout groups addresses the elements of socialization and expression.
2. ***The impact of the structure on the teacher***: The structure of the education system has a direct effect on the quality of education via materials, schools and the district education office (DEO). AVSI works to support the system by providing teaching and learning materials, rehabilitating schools and working with DEOs to support their ability to assist teachers with training and classroom management techniques.
3. ***The development of teachers***: In addition to methodological training for teachers, AVSI also supports psychosocial and health education (hygiene and sanitation and prevention of HIV/AIDS) training for teachers in order to foster better relationships and impart new and particularly relevant skills in the context of northern Uganda.

Sierra Leone Right To Play SportsWork and SportsHealth Projects

Presenter: Joan Sullivan-Owomoyela, Consultant

Ms. Sullivan presented a case study on the Sierra Leone Right To Play SportsWork and SportsHealth Projects. The target group for this project is children (former combatants, refugee returnees, internally displaced populations, and children infected or affected by HIV/AIDS), coaches, implementing partner organisations, and communities in Freetown and Northern Province. One of the specific goals of this project is fostering awareness of HIV/AIDS and helping young people to keep themselves safe.

This is especially important in the context of Sierra Leone where the ten-year civil war exacerbated chronic poverty; fractured communities; and disrupted social, traditional and cultural structures and values. In addition, the destruction of public infrastructure, including schools and health facilities, is compounded by a lack of trained medical and education personnel and a high rate of illiteracy. There has also been a dramatic increase in the number of commercial sex workers, particularly those

working with armed forces personnel. All of these factors contribute to and exacerbate the rapid spread of HIV infection.

In Sierra Leone, adolescents (10-14 years) and youths (15-19 years) represent 35-40% of the population and are generally considered to be the most vulnerable to HIV infection. An Adolescents' KAP survey supported by UNICEF-SL in December 2001 revealed that although 72% of adolescents had heard about HIV and AIDS, only 7.7% could demonstrate knowledge about the infection and the disease, while 47% did not know any mode of transmission of HIV.

The Right to Play (RTP) project addresses the issue of quality education through a series of sport and play activities which focus on stabilizing and enhancing children's and youths' physical, emotional, spiritual, and cognitive knowledge and skill base (Red Ball Child Play). Once this holistic knowledge and skills base has been enhanced, Live Safe Play Safe (LSPS) activities are introduced to foster awareness about HIV/AIDS. Live Safe Play Safe activities provide key messages on what young people should know to keep themselves safe. Some examples are:

- You have the power to make healthy choices.
- Girls are especially vulnerable to HIV infection and need support to protect themselves and be protected from unwanted or unsafe sex.
- HIV/AIDS is a threat to everyone; people living with the disease deserve care and support.
- Only by working together and talking openly can people prevent the spread of HIV/AIDS.

One of the key questions for the programme was trying to determine its impact. Ms. Sullivan noted that, in the definition of quality education in the Minimum Standards on Education in Emergencies, there is an emphasis on recreation, play and sport, and the development of related creative activities, as well as the provision of education activities based on reading, writing, numeracy and life skills, so that learners are able to improve not only their cognitive skills, but also prevent a cycle of anger and human destructiveness at a social and generational level. With regard to the monitoring and evaluation of the RTP project, the process of establishing specific indicators to monitor evolved from thinking just about statistics, such as the number of people trained, to thinking about the impact of the training related to community mobilization aspects. The Minimum Standards were a useful guide for this process.

C. Teacher training in crisis contexts: challenges and promising practices

Facilitator: Rebecca Winthrop, International Rescue Committee (IRC)

This session focused on issues related to how teacher training in emergencies is different from teacher training in other situations, the support needed by teachers in emergency situations, and key policy/programme design issues with regard to teachers. The two presenters discussed issues of teacher identity and the effects of emergency situations on teachers, personally as well as professionally.

Ms. Winthrop noted that some view emergency situations as providing a 'window of opportunity' to introduce and promote best practices and introduce new approaches/ methodologies to teachers. For this to be truly beneficial, however, bridges need to be built to link such training with the long-term education system.

In some instances, however, it is possible that the introduction of new, more progressive methodology may not be the best policy. There is a need to be aware that experienced teachers may feel undermined and are being asked to learn and apply new methodology at a time when they are coping

with very difficult circumstances. Community expectations and local traditions may also be quite conservative and not receptive to new approaches.

The group discussed a number of critical issues related to teacher training in crisis contexts and agreed on three critical issues to discuss in more detail during the session:

1. ***Content of teacher education curriculum:*** This sub-group discussed issues related to the type of methodology promoted, inclusion of psychosocial issues, inclusion of arts in the curriculum, importance of taking a long-term view, and the training of supervisors as an important component of teacher education.
2. ***Relationship to existing/emerging governments:*** This sub-group focused on the need for NGOs to be aware of the policies of existing / emerging governments and to support these policies rather than simply using their own models that are generally developed in other locations.
3. ***Professional identity of teachers:*** This sub-group discussed issues related to promotion of teaching as a profession, teacher salaries, and certification of teachers.

Priority recommendations from the teacher training working group

1. To INEE: Provide an open forum for continued internet discussion on various issues such as teacher certification and salaries. (See aidworkers.net for an example.)
2. To INEE: Continue the INEE teacher task team to focus on training for teachers and other education personnel and to identify research questions related to teachers in crisis contexts.
3. To INEE, with support from INEE members, international and local NGOs and local teachers: Compile a database with case studies and effective models of training, teacher support, and experiences of teachers in emergency situations.

Summary of presentations

Teacher related issues from the IRC Healing Classrooms Initiative

Presenter: Jackie Kirk, McGill University and IRC Healing Classrooms Researcher

Jackie Kirk presented on an action research project that she conducted with IRC focusing on teacher development and student well-being. The IRC Healing Classrooms Initiative (HCI) aims to improve the quality of current teacher training practices through participatory action research to review current teacher education processes, assess their impact and make recommendations for further development. The overall goal of the Healing Classrooms Initiative is to develop new forms of teacher support which will lead to transformed classroom practice, in order to promote the well-being of students.

Four assessments have been conducted – in Walanihby Refugee Camp School, Ethiopia; in the IRC supported home-based schools in Kabul Province, Afghanistan; and in IRC supported refugee schools in Sierra Leone and Guinea. The findings from these assessments provide much insight into the processes of teaching and learning in post-conflict contexts, and into the motivations and perceptions of both teachers and students.

While three significant themes – teacher identity, student well-being and gender dynamics – are emerging from the data, Ms. Kirk focused her presentation on the area of teacher identity. This is a well-researched topic in North American and western contexts, but in emergency and post conflict contexts, there is very little attention given to the make up of the teaching body. Yet this is a highly significant issue, since in such situations ‘teachers’ are often identified and nominated by the community – without having teaching experience or even a desire to teach.

From the HCI research, Ms. Kirk described three different situations related to teacher identity – being an untrained teacher; teaching in a non-traditional, community-based school; and teaching in a long-term refugee setting. Each of these has different implications for programming and policy-making.

1. ***Being an untrained teacher:*** In the assessment in Ethiopia, for example, teachers are very aware of their own limitations and are therefore quite under-confident about their ability to be ‘real’ teachers. This is especially true for the women teachers who know, at one level, that they are the best educated and most suitable teachers and that if they did not teach, the children would be without educational opportunities. At the same time, however, they are aware of their own lack of education and question whether it is even possible for them to be good teachers. They are also aware that others (including possibly their students) know they have not completed their education. Therefore, even though they were nominated by their community as the best people for the job, they still question whether they are viewed as ‘not proper’ teachers. They appreciate the teacher training they have received, which allows them to function quite effectively, but this does not replace their need to complete their own education in order to establish their teacher identity.
2. ***Teaching in a non-traditional, community-based school:*** The assessment in Afghanistan highlights the varied experiences of teachers in community based schools. Only three of the 20 teachers in the programme consider themselves to be ‘career’ teachers. Those three also teach in government schools in the morning. Two of the other teachers in the programme are mullahs who see teaching as part of their responsibility to educate the children of their community. Many of the other teachers also noted that they were happy to teach as part of their obligation to their communities.

The women teachers, however, describe a more problematic relationship with their communities, but note how attitudes toward education –especially education for girls – have changed in recent years. One teacher described how when she first started providing classes for girls there was open hostility from many members of her community. Her family was denounced and there were even threat letters sent to them. More recently, however, the children and grandchildren of people who had originally opposed her are now enrolling in her classes. Another woman teacher who runs three classes for girls each day also talked about how difficult it was in the beginning, but how things have gradually changed. In a very conservative community with no previous opportunities for girls’ education, she is gradually earning the respect of the community – especially the parents.

Male and female, young and old, married and unmarried, insider and outsider, these teachers are all quite differently positioned in their communities. As such, they experience respect in quite different ways. For example, it appears that the respect and status of being a teacher, and of being addressed as ‘ustod’ is particularly important for the young teachers. For young, unmarried women especially, being a teacher is one of the few opportunities they have to contribute to their community and make a difference. They are therefore quite happy to continue their work, even without pay. For women who teach within the safe and permissible context of family compounds, teaching provides an opportunity for interaction, stimulation and satisfaction. These teachers feel respected by the mothers of the girls in their classes. Yet, they are isolated and alone in their day-to-day work. Only one woman, a widow, talked about going to the market and doing jobs that she would not have done if her husband were alive. This woman has the opportunity to meet with some of the men teachers in the village, but the situation is quite different for the other women teachers who were interviewed.

The male teachers, on the other hand, while still relatively isolated with regard to their work, do sometimes get together informally and talk about their work. They also see and hear the community’s respect in different ways. They are greeted respectfully at the mosque and hear prayers being said for the teachers of the community. They also are able to meet the parents of their students as they move about the village.

3. ***Being a teacher in a long-term refugee setting:*** In Guinea, where IRC has been supporting education for refugees for several years, different teacher-identity issues arose. In this situation, many of the teachers have completed the basic training courses and have mastered the ‘nuts and bolts’ of teaching as well as concepts such as child-centred teaching. The reality, however, is that the lessons they give are still of adequate and relatively low quality; and there is little motivation for teachers to strive for improved quality. They feel de-motivated by low salaries which make life difficult for themselves and their families.

As a result of the initial HCI assessments, IRC is implementing various new approaches to teacher development and support in the pilot sites. These include:

- Adopting a more teacher-centred approach which builds on the teachers’ own perceptions of their skills and knowledge in addition to what they, the students and communities believe are the core elements of good teaching. This approach includes the participatory development of a teacher development framework with specific objectives, and indicators from which monitoring tools, including self evaluation tools, can be developed.
- Moving towards a more qualitative approach to teacher ‘monitoring and supervision’.
- Creating more opportunities for teachers to meet, share experiences, enjoy peer support and coaching.
- Rethinking how to provide teachers with knowledge of psychosocial issues and strategies for meeting their students’ needs. This involves integrating notions of ‘student well-being’ into every aspect of teacher training and support.

Experience with teachers: psychosocial interaction in school environments

Presenter: Fernando Jiovanni A. Morales, Fundación Dos Mundos, Colombia

Mr. Morales’ presentation focused on psychosocial issues related to education for children who have been exposed to violence in Colombia. He noted that there has been extensive damage to infrastructure and disruption of learning spaces as a result of the conflict there. He focused on the relationship between teachers and students in considering the psychosocial development of children and the role of the school in uniting the community.

Within the context of armed conflict in Colombia, schools, teachers, children, families and communities face many issues including social control, threats and killing of teachers and the use of schools as a seed bed for future combatants and the diffusion of symbolic messages. In addition, the conflict frequently interrupts children’s education – through the forced displacement of children, the take over of schools for other purposes, and the destruction of school infrastructure. Schools are also used as jails and as places to recruit children into the conflict.

The relationship between teachers and children has been seriously affected as a result of the armed conflict. It affects teachers’ capacity to respond to the needs of their students and the types of relationships that they are able to develop with students and their families. As a result of the conflict, teachers feel a range of emotions, including impotence, frustration, fear, apathy and rage. All of these impact their interaction with students.

The implications of armed conflict are felt throughout the education system as the interactions between schools and communities are diminished; the system moves farther from ‘normal’ to accommodate children of varying ages in multiple grades and levels, armed conflict overtakes the pedagogical agenda, and armed actors begin to appear in the school curriculum. As a result, schools are losing their ability to be places of emotional well being. The national emergency system needs to articulate a policy of emotional well-being based in the schools which includes: norms, psychosocial tools for teachers, flexible curriculum and protection of the school environment.

D. Advocacy, policy and the right to education in emergencies

Facilitator: Jane Benbow, American Institutes for Research

This session focused on advocacy, policy and the right to education from three different perspectives: the need to advocate more strongly for the right to education for refugees and others affected by war and conflict who are currently “falling through the cracks” and not receiving the services to which they are entitled; the need to ground advocacy efforts in international law; and the need to focus advocacy efforts at the grassroots level to strengthen communities so that they can advocate more strongly on their own behalf.

After the presentations, the group held a general discussion about the issues raised by the speakers. A number of interesting issues were raised with regard to how INEE could and should support advocacy issues of concern to the members; most of this discussion is reflected in the recommendations of the group. The group decided to focus on three main categories for further discussion:

1. Who is falling through the cracks?
2. Who needs what information to address advocacy for the minimum standards?
3. How can INEE support the advocacy needs of local/national members?

With regard to advocating for implementation of the Minimum Standards, there was a discussion of the many and varied audiences that must be reached – from our own organisations to governments and citizens in donor and affected countries. There was also a good deal of back and forth on the issue of whether or not INEE should take up or “become an advocate” for specific local or national issues. After some debate on this issue, it was generally agreed that INEE could not act like an “Amnesty International” but that it could support members to research and access the information that they needed for their own local or national advocacy efforts. The group also thought that INEE could help its members by developing materials that could be used (or adapted) for advocacy purposes. For example, the group suggested that the MSEE be put into a user-friendly format for use by local organisations.

Priority recommendations from the advocacy and policy group

1. To INEE: Institute a task team on advocacy to address the issues of: (1) which audiences to advocate with and what messages to use, and (2) providing issue-focussed information to INEE members interested in pursuing local/regional issues.
2. To INEE: Develop advocacy tools that groups can use for local advocacy efforts, for example user-friendly versions of the standards such as pamphlets or PowerPoint presentations
3. To INEE: Develop mapping processes to help identify and forecast problem areas in terms of geographic areas and target groups.
4. To INEE: Expand INEE Steering Group to include more voices and organisations.

Summary of presentations

Advocacy

Presenter: Tim Brown, Consultant

Mr. Brown’s presentation focused on the lack of funding for and prioritisation of education in emergencies. Since everybody agrees that education is very important, he questioned why education in emergencies is under-funded, especially as children in emergencies are doubly in need of education – for both development *and* protection reasons. He contended that since donors generally have two pots of money, one for development and another for emergencies, children affected by emergencies

should be able to benefit from both pots. While this may require donors to overhaul their systems, his belief is that we should advocate for support for education from both pots.

In the case of refugees, he noted that the Convention on the Rights of the Child stipulates that host countries are responsible for the education of refugee children residing in their countries. While there is a continued need to make governments aware of their responsibilities, donors should also raise the capacity of host countries so that they can fulfil their international obligations. He suggested that one way for donors to do this would be for development donors to re-allocate a portion of their development money from the refugees' country of origin to the host country in order to assist the host country with the development needs of the refugees.

He also stressed the importance of host governments collecting education statistics related to refugee children, especially those statistics that flag children who are 'falling through the cracks'. He estimated that there are 60 million children in emergency situations who are currently not receiving any kind of education and that such information is necessary to advocate more strongly for the rights of these children.

Finally, he noted that INEE can play an important role in developing an advocacy strategy for education in emergencies. He observed that first we should educate ourselves (that is, the humanitarian community), especially the sceptics among us, such as the SPHERE project that does not list education as a priority emergency response. The goal would be to build a critical mass of the 'converted' in order to educate donors and governments about the need to support education in emergencies.

The right to education in periods of armed conflict

Presenter: Rene Kosirnik, International Committee of the Red Cross (ICRC)

Mr. Kosirnik's presentation focused on using humanitarian law and human rights law to advocate for the right to education in emergencies. He noted that humanitarian law is aimed at protecting people, and more particularly at safeguarding their basic rights, in the abnormal situation of armed conflict. Human rights law is also aimed at protecting people, but is focused on furthering their development. In addition, the two bodies of law have different fields of application: humanitarian law applies exclusively in situations of armed conflict while human rights law applies at all times. Though some States have recently maintained that human rights law applies only in peacetime, the ICRC holds the more generally accepted position that, in situations of armed conflict, humanitarian law and human rights law should be applied in a complementary fashion to ensure that those concerned, including children, are fully protected. If there is a conflict between these two legal regimes, however, in times of armed conflict, humanitarian law must be applied.

One difficulty with applying human rights law in situations of armed conflict is that some human rights treaties have clauses that allow States to derogate from most of their obligations in times of war, danger or national emergency. While some rights are non-derogable (specifically the right to life, the prohibition of torture, the prohibition of slavery, the non-retroactivity of laws, freedom of conscience and freedom of religion), the right to education is not among them. Therefore, this right is not part of the hard core of human rights law that remains applicable even in situations of armed conflict.

For this reason, international humanitarian law is critical as it lays down the basic rules of humanity that must be observed in times of war and it cannot be derogated from, in any circumstance. The provisions protecting the right to education in situations of armed conflict thus remain in force, filling the gap left in human rights law by derogation clauses.

Nevertheless, efforts to apply human rights law and humanitarian law in a complementary fashion should be pursued in situations of armed conflict. The reason is that, from the standpoint of human

rights law, the right to education represents an obligation for States to give people the means to exercise that right. It constitutes a positive obligation for States and not a prohibition on violating a right, as in the case of civil and political rights. The protection afforded to education by humanitarian law, on the other hand, is above all a prohibition on infringing the exercise of the right to education. It is thus particularly important to apply the two regimes simultaneously since the scope of the protection each one gives is different, humanitarian law protecting the exercise of the right to education and human rights law defining its content. The objective of using the two systems together is to secure the greatest possible protection for children. He noted that this is the interpretation that should be given to Article 41 of the Convention on the Rights of the Child, which stipulates that nothing in the convention should affect any more favourable provisions that may be contained in the international law in force for a State Party.

Finally, Mr. Kosirnik noted that the ICRC, acting on the basis of its mandate to protect and assist victims of armed conflicts, endeavours to provide children with the services that their age requires, and that are guaranteed under humanitarian law. ICRC attaches importance to access to education and training in wartime, especially in occupied territories, both as a basic factor of equilibrium for children living in a disrupted environment and as a means of resocialising children and rebuilding their lives.

The political process of securing access to education for returnees: the case of Bosnia and Herzegovina

Presenter: Katherine Reyes, OSCE

Ms. Reyes presented a case study based on the role of the Organisation for Security and Co-operation in Europe (OSCE) in helping secure the right to education in Bosnia and Herzegovina following the war. Under the terms of the 1995 Dayton Peace Agreement, responsibility for primary and secondary education fell under the Republic of Srpska and the 10 cantons of the Federation of Bosnia and Herzegovina (with some coordination provided by the Federation). This decentralized system plus political manipulation by the three main nationalist parties had a direct effect on education as returnee parents were afraid to send their children to schools where they would be part of an ethnic minority. Initially, their fears were given extra weight through the disbursement of public funds to bus children to schools where they would be in the ethnic majority. It was not until the international community intervened that this effort to continue to segregate schools was officially ended.

The returnee process continued to be disrupted by parents' concerns over sending their children to ethnic-based schools until the two Ministers of Education signed the *Interim Agreement on the Accommodation of Specific Needs and Rights of Returnee Children* in 2002. The Agreement stipulated the right of returnees to be taught the national group of subjects and the need to appoint an official in each Ministry of Education to oversee returnee student issues. Furthermore, the Agreement accorded the Office of the High Representative (OHR) and the international community the right to oversee the implementation of the Agreement. The responsibility for monitoring the agreement was eventually transferred from the OHR to the Organisation for Security and Co-operation in Europe (OSCE).

The result of the Agreement was a strong emphasis on the need to reform and desegregate the education system in order to respect the rights of all students. This supported the international community's main goal of strengthening the sustainable return process. In addition, in late 2002, OSCE coordinated an Education Forum in Sarajevo that was attended by all 12 Ministries of Education. At this forum, an Implementation Plan was signed by all the Ministries, which resulted in several key agreements:

- The right of returnees to be taught their national group of subjects (i.e. history and language) for groups of at least 18 students.

- The provision that returnee teachers be hired as a matter of priority to teach the national group of subjects, and that vacancy notices be placed in areas of return as well as displacement.
- The need for local officials to play a key role in the monitoring of returnee students through the appointment of a qualified official in each MOE, with a responsibility to compile and monitor data on the number of returnee students and teachers and the existing school facilities to prioritise construction and rehabilitation projects in returnee areas.

In addition, the Implementation Plan and the Interim Agreement paved the way for harmonisation of education legislation leading to the adoption of the State Framework Law on Primary and Secondary Education in June 2003. The process of harmonisation of education legislation was generally referred to as a long-term measure to desegregate the education system. The Interim Agreement was the political tool that served to remind all parties about the need to improve the integration of returnees within the school system.

Ms. Reyes noted that the case of Bosnia and Herzegovina illustrates the strength of an interim political agreement to serve as a catalyst for longer-term solutions such as the amendment of discriminatory legislation at all levels of government. At the same time, however, such a political agreement can only be viewed as an interim measure to start a longer process of ensuring access to education for returnees. She also noted that one of the lessons learned from the consultations that were conducted with local communities was that they were often more concerned about what the leaders ‘really thought about the document’ than whether the agreement existed and was signed

Linking global strategies to ground needs and advocacy efforts for indigenous children in complex emergencies

Presenter: Anastasia Pinto, Centre for Organisation Research and Education

Ms. Pinto noted that increasingly, environmental and conflict related disasters are impacting indigenous children disproportionately due to a combination of invisibility, geographical location and exclusion from focussed and planned strategic action. She discussed the impact of "so-called" natural disasters or, in her view, “human made” disasters perpetrated on indigenous populations. Her theory is that there is a strong correlation between internal conflict and natural disasters that has a disproportionate impact on indigenous populations. In such situations, Anna noted that international laws are often ignored and that standard approaches to advocacy are not effective because ‘we are dealing with people who know what is happening and choose to bypass even those laws and policies established by their own governments.’ In such cases, there must be a way to get around government and officials and take advocacy and the knowledge of human rights and approaches directly to the ground. Anna concluded with a provocative prediction that in the future nature/human-made disasters would be far more common than political conflict.

E. Emergency preparedness and examples from recent natural disasters

Facilitator: Roli Degazon-Johnson, Commonwealth Secretariat

Ms. Degazon-Johnson started the session by briefly mentioning two recent natural disasters and the impact they had on education. She noted that Pilar Aguilar would also comment briefly on other recent examples from the Caribbean Community but that all of these examples highlight the need to consider how to better prepare education systems for natural disasters in order to minimise the disruption of children’s education.

Montserrat 1995-1997

The Soufriere Hills Volcano became active in mid-1995. As a result, thousands of people on the island were relocated to safer places in the northern part of Montserrat. While many people found shelter with friends and family, many others were forced to take up residence in temporary shelters provided by the government of Montserrat. In some instances, schools were used to shelter displaced people. While the government had plans in place to monitor volcanic activity and relocate people to safe areas of the island in order to save lives, they also faced many challenges. One of these related to education and the multiple effects on the system due to the volcano, which included:

- The use of schools as shelters so that they could not be used for their intended purpose
- Access to education – both for children who were displaced to safer parts of the island and for children whose schools were being used as shelters
- An increase in class sizes to approximately one teacher for every 100 students
- Considerations related to national examinations and whether secondary school exams would have to be postponed

Continued volcanic activity on the island impacted approximately two-thirds of the population of Montserrat. Relocation for many months meant that an ‘emergency educational response’ was necessary.

Haiti floods, 2003-2004

In late December 2003, severe flooding and landslides in northern Haiti affected a total of approximately 150,000 people. Many died in the floods and thousands were evacuated to shelters on other parts of the island. Again, schools were used as shelters, children’s education was disrupted by relocation and there was a need for an educational response to help children deal with the effects of the disaster.

Jamaica, September 2004

After Hurricane Ivan struck Jamaica in September 2004, thousands of people were left homeless as a result of the full or partial loss of homes. Despite this, preparedness efforts by the Jamaican government made a difference in terms of both loss of life and damage to infrastructure. In some areas, such as Kingston, building codes were better enforced which resulted in less damage. In other parishes, however, the damage was more significant.

The Bahamas, September 2004

In September 2004, the Bahamas suffered damage from both Hurricane Jeanne and Hurricane Frances. As a result of strong building codes that required buildings to be designed to withstand winds of 120 miles per hour, only two schools were destroyed as a result of Hurricane Frances (with winds up to 120 mph) and six were destroyed as a result of Hurricane Jeanne (with winds up to 150 mph that resulted in a sea surge of 13 feet). The government responded as follows:

- The Political Directorate went to the affected places to understand first-hand the impact of the disaster and to reassure the population
- Cross disciplinary teams assessed schools, roads, and electrical and water systems
- No school was re-opened without an assessment of its condition
- Mental health teams were dispatched to help people cope with the psychological impact of the disaster
- Radio was also used to help people cope with the after-effects of the disaster
- Teachers’ needs were addressed through counselling and salary advances

- The government guaranteed loans of up to \$50,000 for rebuilding homes and suspended import duties on building materials, food, autos, generators, etc.

Grenada, September 2004

It had been 47 years since a hurricane hit Grenada but that changed in September 2004 when category 4 Hurricane Ivan struck the three-island nation. According to government estimates, approximately 90% of the houses were damaged or destroyed and approximately 50% of the population was homeless following the disaster. In addition, government buildings, the main prison, hospitals, schools and churches were all damaged or destroyed by the hurricane. Again, schools were used as temporary shelters for those left homeless by the disaster.

Type of school	Original number	Number destroyed
Primary	58	56
Secondary	9	7

Ms. Aguilar noted some lessons learned from these natural disasters:

- There is a need to take a holistic approach – cannot just re-open schools since many are used as shelters
- There is a need for governments to consider many alternative sites – churches, community centres, etc. – in their emergency preparedness plans
- When schools are specified as shelters in the event of a disaster, they must be properly equipped with flashlights, water, portable toilets, etc.
- When schools are destroyed as a result of a natural disaster, thought should be given to whether they should be reconstructed at the same site or in safer places to mitigate the risk from future hazards.
- School construction and building practices should take account of potential hazards and be designed to withstand certain types/levels of hazards.
- Efforts should be made to retrofit existing schools as part of a community's disaster mitigation activities. This may also involve efforts to redefine how schools are seen. They are a major capital investment in most communities and should be protected and strengthened physically through on-going maintenance programmes, provision of appropriate facilities and equipment (such as generators). Many schools in the Bahamas, for example, are more than 100 years old. There is a critical need to upgrade them to better withstand natural disasters.
- Building codes must be enforced.

Natural disasters: education response in emergency situations

Presenter: Pilar Aguilar, UNICEF

The focus of Ms. Aguilar's presentation was on UNICEF's preparedness and response activities related to education before and following natural disasters. Ms. Aguilar started her presentation by remarking that, "Preparation through education is less costly than learning through tragedy." She noted that history teaches that *lack of disaster reduction awareness and preparation* are the common threads that have led to preventable damage among all major natural disasters, i.e. hurricanes, earthquakes and volcanic eruptions. Therefore, the goals of disaster awareness and response programmes are to:

- Inform children and their communities about potential hazards they may face
- Provide knowledge that can be used to take action to mitigate the effects of particular hazards and to know what to do in the event that a particular hazard occurs
- Get life back to normal as soon as possible after a disaster

UNICEF encourages preparedness for possible crises in the pre-emergency stage by monitoring early warning signs, helping to develop new materials (related to disaster preparedness and prevention) and generating planning strategies to address jointly the needs of affected populations.

Should a disaster occur, UNICEF's advocates for education to resume as quickly as possible in order to establish routine, decrease psycho-social stress, address the immediate needs of those in crisis and prepare for a better post-emergency society. In UNICEF's experience, there may also be a 'window of opportunity' following an emergency in which to:

- Introduce innovation in educational development (with the design of more flexible approaches)
- Improve the transition to rehabilitation and development
- Free up the time of families and other caregivers to rebuild their lives by providing safe environment for their children
- Empower teachers as community leaders

Ms. Aguilar finished her presentation by suggesting several next steps and a call to action based on UNICEF's experience with responding to natural disasters.

Next steps: building safe schools

- Review and enforce building codes – to prevent another Grenada – appropriate to natural disasters in the Caribbean such as hurricanes, volcanic eruptions and earthquakes
- Contribute to assuring the survival of people in shelters (including schools when necessary)
- Ensure that when schools do become shelters – ALL children still have access to safe learning environments/spaces

Next steps: building a culture of prevention

- Develop effective mechanisms for disaster preparedness and early warning systems, mitigation, prevention and protection of children at national, regional and local levels as called for in the CRC, Art. 6, para. 1.
- Incorporate the tools for prevention and protection of children into the system of education – from the family as the first productive learning environment to early learning centres and primary schools.

Next steps: education and capacity development for disaster reduction

- Develop capacity for disaster reduction from basic to higher education (curricula, materials development and institutions)
- Vocational training
- Dissemination and use of traditional/ indigenous knowledge
- Community training programmes

Call for action

- Review curricula to include life skills based education to create a culture of prevention
- Enforce building codes for reconstruction/construction of safe schools
- Raise awareness among the donor community about the importance of education in emergencies, including preparedness for and response to natural disasters

F. Curriculum issues

Facilitator: Bart Vrolijk, UN Office of the SRSO on Children and Armed Conflict

The session on curriculum issues included two presentations related to different aspects of education in emergencies: the use and nature of examinations and the political nature of curriculum and how it incorporates (or does not) the views of indigenous people in its presentation of history, geography, language, etc. The group discussed focused its discussions on three critical issues:

1. ***The need for on-going evaluation of programmes and standards:*** The group discussed the need for systems and standards to be designed in ways that are flexible enough to meet local needs. To know whether education systems are meeting such needs requires that the system itself be evaluated. This will help determine whether changes in the curriculum are necessary to meet the needs of different populations within a society. Because there is a potential for curriculum to actually contribute to conflict, proactive evaluations of the system could also minimize this risk.
2. ***Issues around the uses and nature of examinations,*** especially cross-border examinations and how they impact the future of displaced students: This group discussed the necessity of recognising the achievements of refugee students as well as teachers. They also discussed the need to recognise the traditional knowledge and skills that will be required for the integration of students after repatriation. In addition, the group discussed the need for examinations to measure more than just rote learning but also real skills, values and knowledge.
3. The ***need for curriculum to reflect local needs,*** incorporate traditional learning and skills, and to be politically sensitive to the histories of the learners. This group discussed how education in crisis can provide an avenue for education reform. In Guatemala, for example, local, indigenous education efforts during the war were so successful that education reform was built into the peace agreement at the end of the war.

Priority recommendations from the curriculum group

1. To agencies implementing education programmes, education authorities, and ministries of education: Evaluation processes should be part of the curriculum design process and implemented from the beginning of the programme. It should be consistent with the curriculum; on-going; comprehensive; and address the knowledge, skills, values, and behaviours of the learners.
2. To INEE members: All INEE members should share materials, tools, methods, and lessons learned so that they can be incorporated into the INEE toolkit.

Summary of presentations

The implication of examination policies on refugee students

Presenter: Gilbert Lukhoba, IRC

Mr. Lukhoba presented on the topic of examinations for refugee students. He focused on two different examples.

1. Refugee students in Tanzania where education is geared toward repatriation. In this situation, the exams follow the students from their own countries and are taken in the students' original language.
2. Sudanese refugees in Uganda where students take Ugandan exams with an eye toward later study in Ugandan universities.

He stressed that there are four issues that must be considered in relation to the effect of examination policies on refugees. First, there is a need to lobby governments and national governments with regard to how the exams are structured. Will refugee students be able to take the exams in the country of asylum and will the results be recognised by their home governments after they return home? This issue is important for students at all levels, including those who are trained as teachers while refugees. For these teachers, recognition of their status as teachers will be critical when they repatriate. Secondly, he noted the need for curriculum to be designed such that it is specific to the history, geography and language of the students. Refugee students need to learn their home country curriculum in their own language.

He also discussed more broadly the question of whether there is a need for cross border recognition of examinations, especially in situations of population displacement or frequent movement across borders. Finally, in refugee situations, he wondered whether the UN or another organisation should be involved in the design of examinations for refugee students. If such a system were developed, what would be the implications since exams are political in nature?

Education in emergencies and the curriculum

Presenter: Flor Romero, Coordinadora Programa Andino Derechos Humanos, Colombia (Andean Programme Coordinator Human Rights, Colombia)

Ms. Romero discussed how all member countries of the United Nations have national emergency systems or must make an effort to develop and implement one. She stressed the importance of the educational system being an integrated part of any National Emergency System. This is critical as ministries of education can (and should) play a critical role with regard to public education regarding emergencies.

She described how Colombia has incorporated planning for education in emergencies into its existing curriculum structure. Preparedness for emergencies is built into the education system for teachers, students and administrators. Faculty receive special training related to emergencies, guidelines for relationships between teachers and students are established, and methods for evaluation and measurement of progress are established.

She noted that schools should provide a space for knowledge, life skills and constructive relationships – which all relate to the role of the education system in socializing students. With regard to education related to emergencies, the system and its programmes should also include necessary subjects in the curriculum at all levels of the system.

In Colombia, the strategy for incorporating emergency management into the educational system is to begin by establishing measurement instruments related to general procedures, and evaluation of the institution. The next step is to train the teachers on emergency-related topics and the final step is to develop a conducive learning environment – one that promotes democracy, participation and solidarity. All of these steps must be linked to emergency management in order to prepare teachers, students and administrators to respond more effectively in emergencies.

G. Special closed working session for Ministers and Government representatives

Facilitated by the Commonwealth Secretariat and ADEA

The closed working session for Ministers and Government representatives was hosted and facilitated by the Commonwealth Secretariat and the Association for the Development of Education in Africa (ADEA). During the session government representatives discussed the national obligation that they have for education and noted the importance of building an exit strategy for assistance programmes of external donors/NGOs as governments will ultimately take over responsibility for education for the

groups affected by emergencies. Such exit strategies should include time-based programme targets with phased exit stages built-into the assistance. This is to ensure that a continued ‘diplomacy syndrome’ does not arise and plans are made to sustain the programmes.

The group also discussed the need to have a Rapid Response Education module included in the education programmes of small countries that are vulnerable to natural disasters such as hurricanes. Since hurricane disasters cover the entire area of small countries, they cannot expect supplies of fresh water, etc. to be shipped in from other parts of the country. The Rapid Response Education module could be part of the a country’s overall preparedness strategy for responding to natural disasters. The group discussed the possibility of leaders and children being given training in Rapid Response measures as they form a large proportion of the population and are easily mobilised. Such training would include how to access safe water supplies and previously stored food supplies and how to manage without a power supply by using battery powered devices, communication devices, etc.

In addition, the group discussed the importance of reviewing the curriculum and examination structure to identify constraints imposed on education for displaced students/refugees by rigid curriculum and examination structures. The objective must be to facilitate the re-entry into normal schooling of displaced students. One idea was to prepare curriculum modules and guides, categorised by grade level, and to have cadres of trained personnel to enable rapid supply of curriculum material and teacher personnel to meet emergency situations without the usual delay.

Priority recommendations from the special closed working session for Ministers and Government representatives

1. Develop a rapid response education module for use by small countries that are vulnerable to natural disasters such as hurricanes. The module would be part of the preparedness strategies used for responding to natural disasters.
2. Pre-position curriculum modules and guides categorized by grade and have a cadre of trained personnel to enable rapid supply of curriculum materials and teacher personnel to meet emergency situations without unusual delays.
3. Review the curriculum and examination structure to identify constraints imposed on education for displaced students/refugees by the rigid curriculum and examination structures. The purpose is to find ways to facilitate re-entry into normal schooling for displaced students.

H. Education as a protection tool

Facilitator: Susan Nicolai, Save the Children UK

This session included two presentations related to the role of education as a protection tool. Participants in this group discussed the importance of using a human rights based approach to programming as an important tool to protect the rights of children. They discussed various initiatives of several agencies such as UNICEF’s Child Friendly Schools; Save the Children UK’s ‘inclusive schooling’ initiative which works with parents and their children to identify the particular indicators that should be monitored to ensure that educational environments will be safe places for children; and IRC’s Healing Classrooms Initiative. Critical issues that the group discussed included considering how to enhance community involvement in protection issues, how to empower learners to know their rights and how to use the ‘opportunity of emergency’ for government advocacy.

Priority recommendations from the education as a protection tool working group

1. To INEE: Develop capacity to advocate for protection with national governments in the event of an emergency, perhaps developing a database of individuals from differing organisations that could speak to the issue.
2. To INEE: Develop training module on education and protection links, including sets of case studies, and tools for implementation and monitoring indicators.
3. To INEE: Advocate for increased response to SGBV within education, including development of monitoring and response mechanisms in schools and extension to education staff of the UN Secretary General Bulletin that applies to UN staff and partners.

Summary of presentations

Education that protects

Presenter: Susan Nicolai, Save the Children, UK

Ms. Nicolai's presentation focused on the work of Save the Children to articulate the practical connections between education and protection in several conflict-affected countries. These experiences have shown that parents feel safer if children are in school rather than out. In addition, access to education lessens the chance that children will be recruited, exploited or exposed to other risks. In practical terms, education structures can play a more protective role in children's lives through:

- raising communities' awareness and ability to systematically respond to threats faced by children, through working with parent-teacher associations or school management committees
- enhancing educational access and child development opportunities for more vulnerable children
- deterring a cycle of violence through introducing child-friendly pedagogy, learning content that promotes peace, and positive methods of discipline
- involving teachers in delivering protection-related information to children and their families, and better equipping them to monitor protection issues and respond, when appropriate, to individual cases
- mobilising children to initiate activities to protect themselves and their communities.

She shared with the group the results of a participatory research project that Save the Children conducted in the occupied Palestinian Territories in 2003. The objective of the research was to look specifically at the issues of children's right to education and protection. They found that while children viewed school as the one place where they could feel safe from military actions, there was an increasing atmosphere of violence in school – both in terms of corporal punishment and child-to-child violence. Building from this work, Save the Children is working with its partners, the Ministry of Education and Higher Education and a local NGO (the Tamer Institute), to support children's participation in identifying and acting on localised protection risks. Children's committees have been established in a number of schools to implement their own protection activities. Initiatives range from promoting physical protection by building a wall around the school to instituting a non-violent school environment to promoting classmates as a source of peer support.

Ms. Nicolai noted that, as we learn more about linkages between education and child protection, those concerned with planning education in conflict-affected countries need to ask a number of questions including:

- What particular threats to their rights and well-being do children face and how have these been exacerbated due to the emergency?

- What are the protective and endangering elements of education? Is education protective for some groups more than others?
- What changes are necessary in the classroom, in the school and among teachers or school supervisors to make learning conducive for girls, minorities and other marginalised groups?
- Have the former national curriculum and/or teaching methodologies contributed to the conflict?
- What kind of psychosocial support is available in the learning environment?
- What role do children play in protecting themselves and identifying and raising local protection issues? What systems are in place for them to report abuses?
- Are there ways in which the local community could strengthen the role of education in protecting their children?
- What are the current means for community participation in schools? Do these reach those most likely to experience violation of their rights?
- How can schools or non-formal educational environments be made more physically safe for children?
- In what ways can the national education authority take responsibility for protecting children's rights and well-being?
- What are the human and/or financial resource implications of improving education's role in protecting children? What level of support does education have within the overall humanitarian aid or reconstruction packages – and is it adequate?

She noted that Save the Children's research has indicated that participation in an effective the mechanism for improving the practical protection of children on the ground. Whether the focus is on participation of children, parents or teachers, the involvement and leadership of these various groups is seen as the missing link to make the Convention of the Rights of the Child more than just words on a page. She concluded by noting some suggestions for emergency and post-conflict programming:

- Incorporate child protection as a fundamental criterion in the approval of a programme by NGO staff, host governments and donors.
- Work to incorporate protection issues in national education policies and response strategies; curricula which have perpetuated divisions and fuelled conflict must be revised.
- Advocate for schools and educational facilities to be designated as 'safe areas' and warn protagonists that the Rome Statutes allow the International Criminal Court to prosecute as war criminals those who target schools and educational facilities.
- Create child-friendly spaces for conflict-affected children.
- Develop a code of conduct to ensure that teachers do not abuse children and use corporal punishment.

I. Capacity building and new strategic partnerships at the field level

Facilitator: John Hatch, USAID

This session consisted of three presentations related to capacity building and forming strategic partnerships at the field level. The presentations focused on several issues related to:

- forming partnerships at the community level in ways that are productive and encourage trust, participation and sustainability
- hierarchy in terms of the relationships between headquarters level and organisational representatives in the field and between organisations and affected communities. The group also discussed issues related to how information flows between these various actors.
- promoting linkages between sectors and agencies that are involved in humanitarian work. The primary issues discussed in this regard related to coordination, collaboration and the need to avoid isolation.

Priority recommendations from the group on capacity building and new strategic partnerships at the field level

1. To INEE, with the support of donors, NGOs, community based organisations (CBOs), UN and government agencies: Plant seed by entrusting capacity – strengthening at acute phase through ensuring involvement and priority-setting while making quality assurance and skills an essential part of strategy.
2. To INEE: advocate with other organisations (even those not involved in education delivery in emergencies) for the importance of education; review organisational structures in order to be flexible in a particular context to ensure that field-level and headquarters level participate equally in decision-making; and incorporate capacity building and social benefits of education in planning for education interventions.
3. To those who are assisting affected populations, especially NGOs, CBOs, UN and government agencies: recognise and collaborate with existing education and other sectoral stakeholders to support coordination and capacity building initiatives at the grassroots level.

Summary of presentations

Capacity building and developing strategic partnerships at the grassroots level for education in crisis settings

Presenter: Nemia Temporal, UNHCR

Ms. Temporal presented a new partnership approach to education that has been developed by UNHCR and its partners. The Education Forum: Innovative Strategic Partnerships in Refugee Education (INSPIRE) is dedicated to the implementation of the Convention on the Rights of the Child (CRC), Education For All (EFA), the Millennium Development Goals (MDG) and UNHCR's Education Field Guides. In short, it is an effort to increase access to education, achieve gender parity and enhance the quality of educational services.

In order to fulfil these goals, the main objectives of the Education Forum are to:

- analyse models of partnerships and coordinating structures
- involve all partners and stakeholders in gaps analysis and planning to ensure shared ownership at all levels
- develop partnership tools such as the systematic collection and use of accurate baseline data for refugee education and the development of a mapping matrix of stakeholders providing educational services, etc.
- develop strategies to maximize local, national and international resources – both potential and actual

The members of the Education Forum Reference Group – UNHCR, UNICEF, INEE, the Refugee Education Trust (RET), International Rescue Committee (IRC), Jesuit Refugee Services (JRS), Norwegian Refugee Council (NRC), and Lutheran World Federation (LWF) – represent a genuine partnership between agencies working in education and UNHCR. Their participation in the Education Forum will ensure that the whole process is inclusive. In addition, regional education fora have been organised to learn from good practices, look at innovative approaches and discuss joint response strategies in the respective countries/regions.

These inter-agency partnerships are expected to improve communication between actors, emergency preparedness and response activities, collection and monitoring of baseline data, the quality of education, resource mobilization and fundraising efforts as well as advocacy, networking and lobbying. To achieve these objectives, the following key partnership principles have been adopted:

- Joint commitment to sustainable partnership

- Shared responsibility for action and achievement
- Equality and balance of power
- Accountability to build legitimacy and credibility
- Commitment to transparency and information sharing

Towards a field approach

Presenter: Timothy Brown, Consultant

In his presentation, Tim Brown focused on the hierarchical communication chain that exists from donors to headquarters and finally to the field. He noted that there is often a lack of communication between these levels, especially with regard to information flowing from the ‘top’ to the ‘bottom’ and argued that efforts should be made to reverse the priority so that more emphasis is placed on the needs and realities at the field level, especially with regard to meeting unmet needs and maximizing benefits to beneficiaries. One critical way to do this is to improve the collection of education statistics in order to identify gaps and communicate them clearly to donors and decision makers at headquarters levels. There needs to be a balance in communications and decision making so that the field is empowered to serve the affected populations.

He made several suggestions related to “empowering the field.” First, he strongly advocated for a more friendly relationship between headquarters and field level offices (advisor not inspector). He also noted that the field could be involved in the development of data collection and reporting tools in order to make them more user-friendly (which might involve eliminating jargon and shortening the documentation required). Finally, he suggested a new approach that he called the “dilemma approach.” The ‘dilemma approach’ is the promotion of a field-based approach and field-based solutions by asking questions in the form of key issues on which decisions or choices have to be made. It is a tool for practitioners to help them find their own best solutions for implementing refugee education programmes. He suggested that some examples of questions that could usefully be answered using this approach, including decisions related to formal vs. non-formal education, participation in camp schools vs. local schools, and whether to fund scholarships vs. whole school support.

An alternative framework to traditional methods of service delivery for education in emergencies

Presenter: Ezra Simon, SSRC

In this presentation, Mr. Simon discussed an alternative method of capacity building that focuses on partnerships, community mobilization and capacity strengthening. He emphasized that it is also about developing mutual understanding with communities.

The method that he discussed relates to giving small school grants to communities. While he acknowledged that this may not work everywhere, when possible it allows communities to choose from a range of projects, primarily focused on deliverables, and to build upon each one. Examples of projects suited to this approach include special events, such as girls’ education awareness day and cultural programmes; sports equipment; vegetable gardens, tree planting, kitchens and food storage; teaching equipment and school furniture; and even maintaining and building water systems.

Though the approach uses a structured framework (including causal pathway and logical framework analyses, etc), the actual process is organic and focuses on keeping participants motivated and stimulated. This approach has several advantages. It leads to:

- Increased accuracy in setting priorities
- A creative effort through constructive activity
- Conceptual knowledge of planning processes
- Coaching and collaboration
- Demystifying the substance of a project

- Better use of resources
- Strengthened communities and schools

Communities are involved through task groups and working groups; there is also an opportunity to learn from other communities and task forces. Community involvement promotes accountability, room for change, and contributions from all sides. He also noted several challenges and dilemmas involved in this approach, including:

- People have a lot of work to do already – this adds to it and takes people away from their daily work
- The process is competitive, not democratic – there may be other community priorities that are not addressed, which leads to considerations of focus vs. fairness.
- Structures that are necessary for the process to work, such as PTAs or other committees, may not be in place.
- It is difficult to sustaining the various linkages.
- There is a need to ensure quality when handing-over to a community or the government.
- Some initiatives do not succeed.
- The impact is reduced or lost if conflict re-starts.

In conclusion, Mr. Simon noted that, while these challenges can be discouraging, it is important to maintain balance with the community and the goals of the project. For this approach to work, the focus must be on encouraging people and keeping people stimulated / motivated.

J. Literacy and non formal education programmes as essential educational response

Facilitator: Graham Wood, Ockenden International

This session included two presentations related to literacy and non formal education. Following the presentations the group discussed the following main issues:

Gender: The group discussed the importance of cultural considerations when developing programmes for women and how much or whether agencies can impose their views on market opportunities for women. It is vital for agencies to work hard to understand the needs and aspirations of the people they are trying to assist as well as the existing gender roles. Programmes that work in one country will not necessarily work in another. For example, women bricklayers in Uganda were mentioned but this will not be acceptable in other places.

How to advocate for non formal education vis-à-vis formal education: Often funds for formal and non formal education come from the same “donor pot.” Is it possible therefore to strategize on ways to fund both without it being an “either or” situation? The group noted that agencies need to work together for the benefit of the populations that they are trying to assist but that the reality is usually one of competition for limited resources. The group also questioned whether, even within INEE, there is too much focus on formal education at the expense of non formal; and, correspondingly, on children as opposed to youth and adults.

Finally, the group noted that donors are often reluctant to fund skills training initiatives in emergencies and almost never give money so that agencies can follow-up on the impact of their activities. This makes it difficult to monitor the impact of these programmes, which is necessary if the programmes are to be relevant to the learners.

Relevance of skills training that is offered: The group agreed that market based approaches are essential but this is complicated by the limited ability of agencies to monitor impact (as per above). In refugee situations, it also requires a cross boarder/inter regional approach in order to investigate potential markets in areas of return. The group also discussed ways of ensuring relevance for learners. In Somalia, for example, the Africa Education Trust has an interesting voucher scheme that empowers

vulnerable people by giving them a say in where they 'spend' their capital. Such people driven responses have worked well.

Conduct of literacy training: The group agreed that literacy has to be professionally approached and a clear decision must be made as to its purpose: functional or general. There is also a lack of clarity about what constitutes literacy: is it the number of words a person learns to read and write or is it related to their ability to communicate?

Summary of presentations

Non formal education in emergencies

Presenter: Graham Wood

Mr. Wood began his presentation by noting that the INEE Minimum Standards call for education to be available to all in emergencies and early reconstruction. While there is generally a focus on formal education for children, there is nevertheless a critical need for older children and younger adults to have access to non formal education. This education may be in the form of literacy, skills training, apprenticeships, and skills upgrading. The focus should be on learning what is useful for the immediate and future environments of the students.

He noted that too often education is concerned only with the academic. In many situations, however, and notably in emergency ones, this may not be the most important consideration. Even where they are taught as part of a more formal education system, non formal/vocational aspects should be integrated in educational planning.

For the purpose of this presentation, Mr. Wood focused his remarks on skills training, ranging from bricklaying to weaving, carpentry to motor mechanics. He suggested the following:

- Youth are often both at risk and likely to cause risk to others in emergencies if they have nothing to do.
- Giving them something to do can be good in itself
- Better programmes relate skills to markets, which requires a good market analysis as a base line. We need to know what is in demand and what will be in demand later and on return.
- Taught skills can then be related to income opportunities, resulting in therapy plus better livelihoods.
- Gender is significant. Women's programmes are often not income related. This is difficult to break down, but we should work towards this.
- It is necessary to be flexible about the time of training and its location in order to improve access for women
- All training should be documented and certificated
- Culturally based responses are usually the most appropriate; build on what people know. (Note: this may conflict with the gender issue above.)
- We need to monitor and evaluate what we do by following up with trainees and monitoring their income levels.

In short, he stressed that a more professional, market based approach is needed rather than just doing something for its own sake. Ockenden International has worked in this way in a number of countries, including Uganda and Sudan. Their experience suggests that a well set up, market oriented programme has more chance of success, even in emergency conditions, than one which merely makes assumptions.

Literacy and Non-formal Education Development in Afghanistan (LAND Afghan)

Presenter: Julia Korkman

Ms. Korkman presented the details of the LAND Afghan project, which is implemented by UNESCO Kabul and the Afghan Government and supported by UNESCO Bangkok, and UNESCO Headquarters (Section for Literacy and Non-formal Education), with technical and financial assistance provided by the Japanese Funds in Trust.

With one of the lowest literacy rates in the world, the LAND Afghan project was designed to support the Afghan Government achieve EFA goals set during the Dakar World Education Forum, particularly Goal 3 (Ensure that the learning needs of all young people are met through equitable access to appropriate learning and life skills programmes); Goal 4 (Achieve a 50 per cent improvement in levels of adult literacy by 2015, especially for women as well as equitable access to basic and continuing education for adults); and, Goal 5 (Eliminate gender disparities in primary and secondary education by 2005 and achieve gender equality by 2015).

The project intends to prepare a technical and structural base for promoting literacy and non-formal education (NFE) with emphasis on girls and women in the field of learning materials development, NFE personnel training and Community Learning Centre (CLC) establishment. The goal of LAND Afghan was to meet several immediate and important needs: (1) to ensure the provision of quality learning materials; (2) capacity building of ministry and literacy/NFE personnel through workshops and training programmes; (3) the design and development of countrywide curriculum, materials and resources, including primers for literacy and NFE; and (4) the design, development and management of CLCs for literacy, NFE and other activities.

Direct beneficiaries of LAND Afghan are NFE personnel ranging from senior officials at central level to facilitators at grassroots level and literacy/NFE learners, particularly urban poor and rural girls and women learning at existing literacy/NFE programmes.

Expected outcomes

- Develop literacy/NFE learning materials through revising the existing basic literacy primers and teachers' guide developed in Afghanistan, translating and adapting existing materials by ACCU and UNESCO.
- Develop literacy/NFE facilitator training packages through translating and adapting teaching, learning and learning materials development materials as well as a handbook on CLC management.
- Train literacy/NFE personnel through workshops on adaptation and development of learning materials, training programmes for master trainers, facilitators, CLC managers; and establish and develop pilot community learning centres.

Implementation

Capacity building of ministry officials and personnel has been and is continuously being undertaken. A LAND Afghan office within the Department of Literacy (MoE) and a steering committee and core group for the project has been established. Based on a national survey of learners' needs (December 2003) and a review of the national curriculum of 13 countries in the region, a workshop held in the spring of 2004 developed a literacy and non-formal education curriculum (including post literacy) in English, Dari and Pashtu, which was subsequently approved as the national curriculum by the MoE. A number of learning materials have been developed and/or translated and adapted to the country context through workshops and reviews of materials from other countries in the region. Master and facilitator training are planned and will be undertaken. The continued activities in LAND will be

setting up Community Learning Centres, printing learning materials and training master trainers on a large scale.

K. Adolescents and youth

Facilitator: Ann Avery, Refugee Education Trust

The session on adolescents and youth consisted of three presentations. The first examined the treatment of refugee students in South Africa, the second was focused on experience from the Democratic Republic of Congo where youth and adolescents initiated programmes themselves using technology, and the third examined the social structure of societies experiencing armed conflict and the related effects on youth and adolescents.

While the group conceded that significant developments have occurred in the last few years with regard to increasing the attention paid to education issues for adolescents and youth, the prevailing view was that more concentration in this area is still needed. The following issues were critical issues were raised and discussed during the session:

- ***The context:*** The group felt that situational analysis of social situations is key to exploring durable solutions for youth. It is critical to know, for example, whether youth have taken on adult roles as a result of the emergency. Considering the situation of youth means that practical domestic and family responsibilities must be worked into programmes if they are to be practical and effective.
- ***Youth participation is vital in programme design:*** The group discussed the importance of consulting with youth to determine both the types of programmes that are desired and the constraints that affect their ability to access programmes.
- ***The need to consider post programme support options:*** Especially as funding for youth programmes is so limited, their design must also consider options for continuation of the programmes – with or without external support. One idea discussed by the group was the need for different types of interventions to support each other as a way of maximizing their impact.

Priority recommendations from youth and adolescents group

Develop an advocacy strategy aimed at donors, governments, NGOs, and grassroots organisations to:

1. recognise and incorporate youth participation as key to developing the educational initiatives which will benefit them
2. promote programming based on the local context in order to create a wide range of further education opportunities
3. strengthen support for adolescents and youth as a specific population with particular vulnerabilities and potential

Summary of presentations

Youth and adolescents

Presenter: Ngisana Mnguni, Cape Town Refugee Centre

In his presentation entitled 'Youth and Adolescent,' Mr. Mnguni addressed the challenges and problems that face urban school-going refugee youth. The reason why he chose to focus on urban refugees is because they often lack the support system found in rural communities. He noted that urban refugee students may be particularly marginalized as a result of their displacement, and they often lack not only financial support but also physical and emotional support and security.

He suggested a student support system based on a partnership with civil society, which also incorporates a sharing of financial resources. His recommended strategy for early recovery consists of support for post-primary education, scholarships and student exchange programmes. He argued that by this type of support will contribute to opportunities for reconstruction, secure a foundation for life-long learning and encourage global networks.

Approche sur l'éducation civique et morale en situation d'urgence, à l'attention des encadreurs et animateurs sociaux

Presenter: Dieudonné Amisi Mutambala, RESPECT International

In his presentation on Civic Education, Mr. Mutambala addressed a key element in the foundation of education programmes: an ethical, moral approach that aims to create a good citizen, responsible and useful to his/her community. He noted that certain global values (morals, politeness, know-how, ethics and work ethics) must be maintained and nurtured in the everyday lives of refugee youths.

When it comes to peace education, many programmes are modelled after the 'truth and reconciliation' method. Mr. Mutambala asserted, however, that this is not a universal model to be applied everywhere. In his view both of these terms can in fact be obstacles in and of themselves. It is therefore necessary to understand that reconciliation is an internal process unique to each individual, and that it requires much more than merely ignoring the past or simply forgiving.

With regard to a community's reconstruction, he noted how 'moral education' is a way in which a village, a region, or country can, little by little, overcome their victimized state of mind and move on towards positive growth. He suggested that one way to do this is to encourage extra-curricular activities such as sports or clubs. These types of activities involve competition, victory and socialization with peers. Accordingly, they can activities mobilize youth and simulate the values and ethics found in everyday life such as leadership, teamwork, initiative, accountability, creativity, and problem solving. They can also play a role in helping youth to successfully transition from trauma to recovery.

He concluded by stating that education must encompass the essential civic and moral values. One way to do this is through diversified inter-/intra-community initiatives that promote frank and truthful dialogue based on mutual tolerance. This can be achieved when there is an interest in the common good and is a necessary foundation for democracy and coexistence.

Speaking truth to transform the world: participatory action research by and for refugee youth

Presenter: Ann Avery, Refugee Education Trust

This presentation focused on the Participatory Action Research (PAR) conducted by the Dagahaley Youth Research Team in the Dadaab refugee camps in Kenya. The goal of the research was to present the various problems faced by refugee youth and to recommend solutions to improve the lives and opportunities of refugee youth. The team's research consists of five important steps:

1. Youths from diverse backgrounds and experiences were recruited
2. Youths were given an introductory research theory and skills workshop
3. Youths determined research goals, questions, methods and outputs
4. Youths collected and analysed data
5. Youths represented themselves and their work to community and agency audiences at the Dadaab camps and in Nairobi

The most predominant finding among the youth is that they all suffer from a relentless sense of frustration. The majority of youth in the camps are idle because of lack of opportunities for education, employment and training. For women, this comes from the overwhelming domestic

responsibilities delegated to them. Young women without parents are especially vulnerable. Some are forced to work as domestic servants for other families and are treated very poorly and earn very little money. For many, this leaves no time at all for school.

For men, the lack of educational opportunities leaves them without significant life skills training and consequently very few opportunities for employment; as a result, they are idle. The team noted that many boys feel as if they are burdens to their families. Some flee the camp seeking work, oftentimes as soldiers or smugglers. Those with some primary education leave to teach elsewhere.

For both boys and girls, education is seen as a means to a successful end. The Dagahaley team stated that education is the number one priority for refugee youth. Unfortunately, however, there are not enough education chances in the camps to meet the needs of all the youth who desire to improve their futures with education. Each year more youths finish primary school but the secondary school enrolment remains fixed at 360 for the three camps. In 2004, 1,614 refugee students will sit for their final primary examination, but only 360 will be allowed to continue to secondary school. Also, each year more youths finish secondary school, but there are currently no chances for post-secondary education and employment opportunities are limited. In 2004, 216 students will sit for their final secondary examinations but nobody knows what they will be doing next year.

After extensive research, the Dagahaley Team presented three recommendations:

1. **Vocational training courses** – female and male youth identify computer skills as their first interest. They regard this training as critical to their future employment opportunities. They also list typing, secretarial and office management, business and accounting, and medical training as their top priorities.
2. **Long-term courses to match national standards** – youth prefer courses that are serious and lead to professional certification.
3. **Vocational training resources** – the training staff is already set-up in the camps, but what they lack are the supplies and resources to lead effective courses. Suggestions include typewriters, stationary, carpentry supplies, etc.

L. Education for conflict prevention and resolution, including peace education programming

Facilitator: Pamela Baxter, UNESCO/UNHCR

The session on education for conflict prevention and resolution, including peace education programming, consisted of three presentations that illustrated different approaches to the topic: education as a tool for peaceful living, programmes designed to teach specific skills related to peace and conflict prevention, and programmes focused more specifically on human rights education. After the presentations, the groups discussed the following critical issues.

Not all education is peace education: It is important to define what is meant by peace education. Some education (such as the training of soldiers) is *not* peace education. Therefore, delineating what the programme can and cannot do is vital from the beginning. In addition, the group discussed the need to know more about the ‘mechanics of conflict education’ so that peace education programmes can help students un-learn what has previously been taught.

Relevance and buy-in: The group discussed challenges related to making peace or human rights education relevant to communities as well as to teachers. In some situations, something called ‘peace education’ can be seen as subversive. In such instances, it may be more beneficial to focus on the specific skills that are being taught, rather than focusing on the name of the programme. Similarly, it may not be possible to convince teachers to change their behaviours or pedagogy because of human

rights. If the argument is that a certain approach will make their teaching more effective, however, they might be more interested.

The relevance of human rights and peace education may also be an issue when people's primary concerns are issues related to economic and social justice (i.e. issues related to peace building, as opposed to peace education). Yet, the group noted that a child's right to live in a peaceful society is as important as their right to a roof and food. So peace education programmes must be able to adapt to what is important within the specific context.

Evaluation: The group discussed the need to clearly establish the objectives of programmes such as peace education and to determine how to measure whether the objectives have been achieved. Evaluation needs to be considered in the initial planning and must include evaluation of the structure, materials, and human resources of the programme as well as the impact of the programme.

Since peace education is largely process-oriented, evaluation must take into account changes in behaviour, which generally cannot be measured immediately but must also be evaluated over the long-term. Evaluating behaviour changes must involve more than simply asking teachers or administrators whether or not behaviour has changed. Practitioners need to think creatively about how to evaluate the effects of peace education programmes, such as looking for changes in the kinds of pictures that children draw or observing changes in behaviour on the playground, for example.

Priority recommendations from the education for conflict prevention and resolution group

1. To all interveners: Peace education must contain community and school activities. The processes are as important as the message, thus the development of the environment, content and delivery must be responsive to and reflective of each other.
2. To INEE: Promote adaptation of the MSEE and peace education programmes into specific cultural contexts. This should include initiatives to convince adults and leaders such as police, generals and warlords of the importance of peace education.
3. To all agencies implementing peace education and conflict resolution programmes: Commit 10% of budgets for monitoring and evaluation.
4. To INEE: Make links with other agencies/ networks already developing guidelines for evaluation (including peace education), in order to develop standards for evaluation.

Summary of presentations

UNHCR/INEE Peace Education Programme

Presenter : Anne Mosumba, UNHCR

Ms. Mosumba presentation was an overview of the Peace Education Programme (PEP) developed by UNHCR/INEE. This programme focuses on the development of knowledge, skills, values and attitudes that lead to behaviour that promotes peace, conflict prevention and minimization. The main concepts included in PEP are:

- **Communication:** Active listening, perceptions, empathy, handling emotions
- **Assertiveness:** Identity of self and others, similarities and differences, self-respect
- **Cooperation & Trust**
- **Critical Thinking:** Problem solving
- **Conflict Resolution:** Negotiation, mediation, reconciliation
- **Human Rights**

The programme consists of two components: a School Programme and a Community Programme. The School Programme focuses on teacher training. Teachers are given a 'Teacher Activity Kit' that consists of a Teacher Activity Book, a Story Book, Proverb Cards and Role Play Cards. The Community Programme consists of a Facilitator's Manual for community workshops; a Youth Manual for conducting workshops for out-of-school youth; and a Community Course Booklet that provides examples of role plays, activities and discussions.

In order to monitor the success of the PEP, UNHCR examines both quantitative and qualitative indicators. The programme was initially piloted in Kenya and has spread to several countries; currently over 200,000 children receive weekly lessons in peace education, and approximately 500,000 youth and adults have participated in PEP community programmes around the world.

To monitor the impact of the programme, PEP uses the following tools:

- anecdotal feedback regarding behaviour change
- longitudinal study of individual graduates
- decrease in incidences of violence at the community level and indiscipline in schools
- frequent monitoring of workshops and classes to assess the quality of implementation
- increase of constructive behaviour as observed by objective outsiders

Ms. Mosumba concluded by noting several key challenges facing PEP.

- Although Peace Education has been perceived as a stand-alone programme, it is more appropriately a Life Skills programme. The materials have been revised to create stronger links with allied programmes.
- Activities within the school programme for children with special needs (e.g. physically disabled and blind) must be developed.
- Links among refugee, returnees and in-country programmes can still be strengthened.

Education and conflict transformation

Presenter: Rüdiger Blumör, GTZ

Mr. Blumör began his presentation by noting that in 2003 there were 14 wars, 21 conflicts with a high degree of violence and 45 crises of major intensity occurring around the world. Children are among the most affected victims. Many are displaced, recruited as soldiers involuntarily, injured or killed by landmines, suffer from hunger, or are sexually exploited.

Unfortunately, educational systems can contribute to the escalation of conflict by reproducing socio-economic disparities, continuing systems of social exclusion; denying cultural plurality, and fostering intolerance towards the "other." For this reason, it is important to how education systems can organise diversity and heterogeneity. For this reason, the German government has developed several policy papers related to crisis prevention, conflict resolution and post conflict peace building. The goal is for children and young people in partner countries of German development cooperation to learn to live together peacefully and show commitment to social cohesion.

There are three major project components:

1. Development and application of appropriate concepts, methods and instruments through:
 - analysis and documentation of experience
 - implementation of innovative approaches (pilot measures)
 - impact monitoring
 - sensitization, training, networking
2. Advisory services related to:
 - conflict sensitive basic education programmes
 - sector strategy papers and programme development

3. Strengthening cross-sectoral cooperation between basic education and other sectors within development cooperation

GTZ's projects focus on inclusive development for marginalised children who have been deprived of education, such as former child soldiers, refugees and displaced children, street children, children with disabilities and children who have been abused. They seek to prevent violence via conflict transformation strategies and conflict management activities. In addition, they promote civic education and social learning through cognitive and emotional learning, human rights education, tolerance education and peace building education. Finally, GTZ projects also involve trauma work and reconciliation through both 'modern psychology' and traditional healing.

Human rights education for displaced youth living in Turkish refugee camps
Presenter: Sedi Minachi, University of British Columbia

During this talk, Ms. Minachi discussed her plans to study the existing educational model for displaced youth in Turkish refugee camps in order to document ways that displaced refugee youth resist and negotiate their identities while living in Turkish secular society. The overall objective of the research is to create action strategies related to human rights educational programmes. She plans to conduct in-depth face-to-face interviews with refugee asylum seekers (and their children) from Afghanistan, Chechnya, Iran and Iraq. In addition, she will also interview staff from UNHCR and NGOs who work with refugee youth.

M. Gender in education in emergencies: strategies, challenges and models

Facilitator: Jackie Kirk, McGill University

The session on gender included two presentations: one focused on gender perspectives for education in emergencies and the other related to a specific example of girls' education in the Kakuma refugee camp. After the presentations, the groups discussed several key questions including:

- How can we integrate gender throughout programming for education in emergencies?
- How can the MSEE help us to do this?
- How can we promote more research on gender issues and interventions in emergencies?
- How can we best share lessons learned, promising practices etc.?
- Is there a need for a gender task team?

Priority recommendations from the gender group

1. To INEE: Host an internet discussion forum on gender in education in emergencies.
2. To INEE: Establish a gender task team and define priority activities.
3. To INEE: Promote consideration of regional/area differences and the importance of building local capacity for understanding and addressing gender disparities in education.

Summary of presentations

Gender perspectives for education in emergencies

Presenter: Jackie Kirk, McGill University/University of Ulster

Ms. Kirk's presentation was a broad overview of gender perspectives related to education in emergencies. This is especially important since achieving gender equality in education in emergency and early recovery contexts is a critical EFA challenge. Because girls, boys, men and women

experience conflict, displacement, and post-conflict recovery differently, gender is a useful lens through which to examine the structures and processes of education in emergencies. She noted that protection *in* and *through* education is particularly critical for girls, as is education for participation and peacebuilding

She noted that achieving gender equality in education in emergencies is particularly challenging as it is estimated that of the roughly 113 million children out of school, over 50% are in conflict affected counties and girls represent over 50% of these children. In addition, many conflict-affected countries already have large gender disparities in education, high levels of girls' drop out and low levels of female literacy. As such, education in emergencies can play a critical role with regard to achieving several of the EFA targets.

Ms. Kirk suggested that gender analysis is a critical component of achieving gender equality with regard to education programming in emergencies. This includes review of content and processes of education, authority structures, consideration of male and female teachers' experiences and needs, etc. If gender analysis is integrated into early recovery processes, there is potential for sustainable, systemic transformation

Finally, she discussed the critical role that education can play for girls and women. She noted that it is also important to conduct a gender analysis with regard to the notion of education as/for protection as the need for physical, psychosocial and cognitive protection may be different for girls and boys. The reality, for many girls, is that school is not a safe place.

In addition to immediate protection needs, education is also an important issue for girls and young women as it may afford economic protection. She noted that education in emergencies should also promote the participation of women and girls in reconstruction *and* contribute towards a more gender-just peace. Including gender perspectives in education in emergencies can also be a starting point for including women in peacebuilding processes – a concept that has been endorsed by the UN Security Council (Res 1325).

Overview on education programme in Kakuma camp

Presenter : Mary Ombaka, Save the Children-UK

In her presentation on the education programme in Kakuma Refugee Camp, Ms. Ombaka reported on her research concerning the low enrolment of girls in primary schools and its cultural and economic origins. In 1995 when the girls' education programme began, for every one girl in school, there were six boys.

Through in-depth interviews with men, women, girls, and local and international actors, Ms. Ombaka identified the following significant causes for the disparity in primary and secondary school enrolment between girls and boys:

- Cultural – early arranged marriages
- Socio/political/cultural – overwhelming amounts of gender-specific chores (such as, collecting firewood, child care, cooking and cleaning, etc.)
- Economic – lack of material possessions (especially soap, toiletries, clothing, sanitary protection and separate latrines for girls, etc.)

Ms. Ombaka suggested a number of initiatives in order to breakdown these obstacles to female enrolment:

- Community sensitization - Sensitization campaigns must be designed in such a way that the messages concerning the importance of girls' education originates from community members themselves and not from outsiders.
- Advocacy & fundraising

- Seminars and workshops for girls –topics include age-appropriate discussions on hygiene, cultural awareness, and education, among others.
- Organised activities for school girls such as arts and crafts and skills training.
- Introduction of afternoon school programme for victims of arranged marriages – this includes a formal curriculum with the possibility of accreditation.
- Alternative education, for example tailoring, organised for over-age girls from minority groups
- English classes for women teachers.
- Training the community on the Convention on the Rights of the Child

In conclusion, Ombaka recommended that in order to advocate effectively for higher female enrolment, NGOs and governments must identify the issues affecting female children in specific communities and cater to their needs. Ideally, this should be done by consulting children when programmes are being planned. In addition, there is a need to sensitize local communities on the contents of internationally signed agreements. Finally, she argued that communities must play an important role in the education of children and be prepared to discard cultural practices that discriminate against women and girls.

N. HIV/AIDS and education in emergencies

Facilitator: Roxanne Shares, JRS

The session on HIV/AIDS and education in emergencies included two presentations: one related to the Inter-Agency Standing Committee (IASC) Guidelines on HIV/AIDS Interventions in Emergencies and the relationship between the guidelines and education in emergencies; and the other related to HIV/AIDS education programming in South Africa. Following the two presentations, the group discussed a number of critical issues including the importance of incorporating HIV/AIDS into the curriculum as well as discussing risk factors that may result in the spread of HIV, such as gender based violence and certain cultural practices. The group noted that different and creative approaches are needed to teach HIV/AIDS prevention as “people are getting bored by the message as it is repeated so often.” They also discussed the importance of using different and targeted approaches for reaching different audiences – men, boys, women and girls. Finally, even in situations where HIV/AIDS prevention has been incorporated into the curriculum, there is still a concern about how to reach out-of-school youth.

Priority recommendations from the HIV/AIDS working group

1. To INEE: Form a Task Team for HIV/AIDS and Education in Emergencies. Possible activities to include: (1) Linking IASC (UN Inter-agency Standing Committee) document "Guidelines on HIV/AIDS Interventions in Emergencies" to MSEE indicators; (2) Collecting and/or developing peer education/teacher training materials; and (3) Exploring ways to link HIV/AIDS to bigger issues such as SGBV, life skills, etc.
2. To INEE: Advocate with decision makers on promotion of education as a way to respond to HIV/AIDS in emergencies.
3. To all actors: Recognise that HIV/AIDS and its context affects all aspects of education in emergencies and therefore education must be used to deal with the consequences of the epidemic.

Summary of presentations

HIV/AIDS and education in emergencies

Presenter: Gael Lescornec, UNAIDS Humanitarian Advisor, sub-Saharan Africa

The response to HIV/AIDS, though not new to development initiatives, has taken on a complex and central role in humanitarian responses to emergencies. Ms. Lescornec's presentation focused on the roles of humanitarian aid, intervention guidelines, education and their responses to the growing HIV/AIDS crisis in emergency situations. She discussed three important elements of effectively managing HIV/AIDS in cooperation with humanitarian emergency aid programmes.

HIV and humanitarian response: HIV/AIDS must be addressed as a strategic consideration in emergency settings and within humanitarian responses. The important elements to scaling up the humanitarian response to AIDS are the critical period it addresses in people's lives, the access it provides, and the urgency in which it operates. The relationship between humanitarian response and HIV/AIDS mechanisms is important in that they are interconnected.

If the national and international mechanisms to respond to AIDS do not integrate humanitarian challenges and address the immediate needs, it will be difficult to ensure an effective and comprehensive response in the long term. It is vital, therefore, to strike a balance between immediate and long-term needs and, in the process, to ensure that the response to immediate needs is not done in isolation but is linked up as much as possible with the long-term response (including the efforts of NGOs, national governments and other actors).

The IASC Guidelines on HIV/AIDS Intervention in Emergencies: The guidelines contain a multi-sectoral planning and response matrix that presents ten sectoral responses and detailed action points to guide minimum HIV/AIDS interventions in different stages of emergencies, ranging from preparedness to acute crisis to recovery.

Education and HIV/AIDS: In order to minimize future risks of AIDS, access to education focusing on risk prevention and care must be facilitated. Types of education and training include:

- Training teachers on HIV/AIDS and sexual violence and exploitation
- Providing life skills based HIV/AIDS education
- Monitoring and responding to sexual violence and exploitation in educational settings
- Providing culturally appropriate messages on HIV/AIDS prevention and care
- Preparing a basic BCC/IEC strategy involving key beneficiaries
- Conducting awareness campaign

In conclusion, Ms. Lescornec emphasized the need to promote education and HIV/AIDS prevention and care simultaneously with humanitarian practitioners as well as the use of IASC Guidelines to complement Sphere and the Minimum Standards on Education in Emergencies. The incorporation of HIV/AIDS interventions in emergencies is no longer an option. It is an institutional imperative.

O. Report back from Minimum Standards groups

The final session of the second day of the Consultation was a plenary session in which the results of the Minimum Standards working groups from the previous afternoon were discussed. On the first day of the Consultation, participants were asked to join one of four groups to give their input on four areas related to launching the Minimum Standards. These groups were:

1. dissemination and promotion
2. training
3. piloting and field testing
4. monitoring and evaluation

This session was designed to share with the plenary the recommendations from those groups. The suggestions will be used by the Working Group on Minimum Standards for Education in Emergencies as they develop plans for moving forward with the promotion and implementation of the standards. The following is a summary of the observations and recommendations from the groups.

Dissemination and Reporting

1. Need to develop promotional package MSEE that makes standards accessible/easy to understand (i.e. one-pager, poster for teachers, PowerPoint/speaking notes)
2. Need to have each agency hold briefings and discussion on standards with own networks. One way to start discussion is to compare MSEE with agencies' own standards or other existing standards that network uses
3. Need to consider different ways of thinking about promotion strategies, for example strategies based on the target group such as government donors, countries in conflict, UN, NGOs, and international organisations.
4. Develop list of forums/networks to promote MSEE (e.g. UN Conference on Conflict Prevention).
5. Determine how activities will be coordinated.

Training

1. Who will be trained?
 - Policy makers in government/organisations
 - NGOs – HQ/field
 - Communities/local authorities
2. Who will do the training?
 - Core group of trainers identified by INEE should include consultation participants
 - That group should train networks in their regions
3. What should training materials consist of?
 - INEE to identify core group of writers to develop materials
 - Need to have variety of levels/modes of training materials
 - Training materials should consist of PowerPoint presentations, modules, and distance learning options
4. Monitoring/follow-up
 - Should there be follow-up training or on-going support for those who are newly trained?
 - Develop and maintain a global database of those trained
5. Question: should trainings be voluntary/mandatory? Should people be encouraged to use MSEE without training or not?

Piloting/Field Testing

1. Goals of field testing
 - Test effectiveness of standards
 - Test how standards could be adapted to various contexts
 - Enable various actors to take ownership of MSEE
2. How should piloting/field testing be done?
 - Should be sure to look for partners/sponsors of field-testing: especially approach governments and key UN agencies
 - Keep positive inter-agency spirit (good momentum – capitalize on it)
 - Field-testing should be in varied contexts (IDP, refugee, etc.)
 - Is it possible to field test different parts of the standards?
 - Capture experience and lessons learned as go along
 - Create tool, such as a field testing guide, to help the piloting/field testing process
3. Note of caution: don't let this dynamic process become too bureaucratic/fossilized

Monitoring and Evaluation

1. Lots of questions:
 - What exactly are we trying to evaluate?
 - What is our purpose for evaluating? Will this depend on the audience that we are trying to reach?
2. To effectively talk about monitoring and evaluation, need to see how everything is connected: dissemination, training, field-testing.
3. With regard to the need to monitor/evaluate implementation of MSEE, need to know:
 - Who has the MSEE? (This has a link with the dissemination process.)
 - Who has agreed to use the MSEE? What is the level of acceptance by stakeholders?
 - How are people using the MSEE? Which standards, what level (e.g. policy, teachers)?
4. Need to evaluate each standard's relevance/effectiveness/applicability
 - How do establish a baseline? (One idea is could have lots of "baseline data" from the consultations.)
 - How to identify causal (or associational) links between implementation of MSEE and improved programming for education in emergencies, for example
5. Need to monitor impact of MSEE
6. It will be important to start using the standards and incorporating evaluation results into any future revision process.

V. The Way Forward

The third and last day of the Consultation was an opportunity for participants to review and discuss the recommendations that were prepared by the 15 different thematic working groups. Every participant was then given the opportunity to indicate whether he/she agreed with the various recommendations. During the first session of the morning, participants had the opportunity to review a subset of the recommendations in more detail. Since the thematic working group sessions on day two of the Consultation consisted of at least five simultaneous groups per session, the first Friday morning session was designed to give participants an opportunity to learn more about what took place in some of the other thematic working groups, to ask questions about any of the recommendations or the issues that were discussed and to share their thoughts on the feasibility of the recommendations. For the purpose of this session, participants joined one of the following groups:

Life skills and non-formal, consisting of:

- HIV/AIDS
- Peace education
- Non-formal
- Protection

Quality, consisting of:

- Quality
- Teacher training
- Curriculum
- Research

Target groups, consisting of:

- Adolescents and youth
- Gender
- Strategic partnerships

Advocacy, policy and the right to education, consisting of:

- Advocacy, policy and the right to education
- Government role (results of Ministers' meeting)
- Natural disasters, emergency preparedness

Following these group discussions, participants returned to the plenary room where each of the above groups made a brief presentation and participants were given a full list of the recommendations from the thematic working groups. Participants were asked to express their opinion (agree, agree with reservations, or disagree) and write comments for each recommendation. The tabulated results are shown in Annex 2 below.

An analysis of the recommendations following the Consultation indicated that they fell into five broad categories related to:

1. Advocacy
2. Possible INEE task teams
3. Natural disasters
4. Other
5. Minimum Standards for Education in Emergencies

With regard to the first four categories, the INEE Secretariat and Steering Group will review the recommendations, seek additional information from the INEE membership on specific recommendations, and incorporate applicable recommendations into the INEE work plan for 2005-2006. The recommendations related to the Minimum Standards for Education in Emergencies have been forwarded to the INEE Focal Point and the Working Group on Minimum Standards. They will review those recommendations as they prepare their plans related to disseminate the standards, conduct training on the standards, field test, and monitor the standards.

The Consultation process and the contributions of all present resulted in a critical list of issues of concern to those who participated in addition to their recommendations on how INEE should move forward. This was the goal of the Consultation and matches the underlying principles on which INEE operates. The challenge now is for the network to move forward in ways that address these critical concerns. In addition, as Mr. Louis Georges Arsenault predicted on the first day of the Consultation, 'many of the recommendations go beyond INEE's mandate and [are] applicable to different types of stakeholders such as governments, NGOs, UN organisations, academic institutions, etc.' Therefore, the challenge of moving forward on these recommendations falls to all of us. As each of us moves forward to increase access to and improve the quality of education in emergencies and early recovery, we must consider how we can apply the Consultation recommendations in our own work and within the particular mandates of our own organisations.

A. Recommendations related to Advocacy

<i>Working group</i>	<i>Directed to</i>	<i>Recommendation</i>
Adolescents & youth	INEE	Develop an advocacy strategy aimed at donors, governments, NGOs, grassroots organisations to: <ol style="list-style-type: none"> 1. recognise and incorporate youth participation as key to developing the educational initiatives which will benefit them 2. promote programming based on the local context in order to create a wide range of further education opportunities 3. strengthen support and recognition for adolescents and youth as a specific population with particular vulnerabilities and potential
Advocacy & policy	INEE	Institute a task team on advocacy to address the issues of: <ol style="list-style-type: none"> 1. identifying which audiences to advocate with and what messages to use 2. providing issue-focused information to INEE members interested in pursuing local/regional issues 3. developing user-friendly versions of the standards such as pamphlets or PowerPoint presentations. <p>(Combination of original recommendations 2 and 3.)</p>
Capacity Building/ Developing Strategic Grassroots Partnerships	INEE	Develop an advocacy strategy to: <ol style="list-style-type: none"> 1. create awareness of the importance of education among organisations addressing other sector needs in emergencies 2. encourage organisations to review their structures to assure flexibility that allows for appropriate education in emergency responses and that acknowledges the separate needs and knowledge of headquarters and field offices 3. incorporate the social benefits of education into the planning of education interventions.
Education as a protection tool	INEE	<ol style="list-style-type: none"> 1. Develop capacity to advocate for education as a protection tool with national governments, education authorities and international organisations before and after emergencies. (Suggestion is to develop a database of individuals from multiple organisations that could speak to the issue. 2. Advocate for increased response to sexual and gender based violence within education programmes, including the development of monitoring and response mechanisms in schools and application of the Secretary-General's Bulletin "Special measures for protection from sexual exploitation and sexual abuse" (ST/SGB/2003/13) to education staff (available at http://ochaonline.un.org/GetBin.asp?DocID=1083 as of 28 December 2004extension).
HIV/AIDS	INEE	Advocate with decision makers on the role of education as a way to respond to HIV/AIDS in emergencies, to deal with the causes and consequences of the epidemic, since HIV/AIDS affects all aspects of education in emergencies. <p>Combination of original recommendations 26 and 27</p>
Teacher training	INEE	Develop advocacy strategies vis-à-vis governments and donors around issues of concern (e.g. certification, teacher remuneration, etc.)

Recommendations that could be phrased as possible advocacy points for consideration:

- Education plays an important role in dealing with the causes and consequences of the HIV/AIDS epidemic since HIV/AIDS affects all aspects of education in emergencies.
- Non-formal education in emergencies is an excellent opportunity to provide education for children, youth and adults.
- Encourage donor agencies to revise funding restrictions in emergencies so that it is possible to retro-fit/relocate and re-construct facilities that represent potential disasters due to age, poor construction or exposed location.
- Encourage governments and/or education authorities to take on the coordinating role in an emergency: liaising with partners at all levels to define roles, establishing coordination mechanisms and establishing working partnerships in order to overcome governance and coordination barriers to quality.
- Encourage governments to have a cadre of trained personnel to enable rapid supply of curriculum materials and teacher personnel and volunteers to meet emergency situations without unusual delays and that the needs of these personnel be addressed.
- Encourage governments to find ways to facilitate and fast-track re-entry into normal schools for displaced students, reviewing the curriculum and examination structure to identify constraints imposed on education for displaced students/refugees and returnees by the rigid curriculum and examination criteria and structure.
- Encourage governments to review curriculum to create a culture of preparedness, prevention and management for natural and “man-made” disasters and conflict.
- Encourage governments to develop and/or enforce building codes for construction and reconstruction of schools.
- Encourage INEE members to share information on non-formal education, globally and at the country level.
- Promote adaptation of the elements of the MSEE that refer to peace education into specific cultural contexts. This should include initiatives to include adults and community and national leaders
- Encourage all agencies implementing peace education and conflict resolution programmes to commit a percentage of their budgets to monitoring and evaluation.

B. Recommendations for possible INEE task teams

<i>Thematic group</i>	<i>Directed to</i>	<i>Recommendation</i>
Gender	INEE	<ol style="list-style-type: none"> 1. Establish a gender task team and define priority activities. 2. Host an internet discussion forum on gender in education in emergencies. 3. Promote consideration of regional/area differences and the importance of building local capacity for understanding and addressing gender disparities in education.
HIV/AIDS	INEE and all actors	<ol style="list-style-type: none"> 1. Form a Task Team for HIV/AIDS and Education in Emergencies. Possible activities to include: (1) Linking IASC (UN Inter-agency Standing Committee) document "Guidelines on HIV/AIDS Interventions in Emergencies" to MSEE indicators; (2) Collecting and/or developing peer education/teacher training materials; and (3) Exploring ways to link HIV/AIDS to bigger issues such as SGBV, life skills, etc. 2. Ensure that the message that HIV/AIDS and its context affects all aspects of education in emergencies and therefore education must be used to deal with the consequences of the epidemic is included in INEE's advocacy platform.
Research	INEE	Establish a task team on research. The TOR for this group to include: (1) establishing a list-serve for people interested in research on education in emergencies, conflict & reconstruction; (2) investigating how best to provide a database of grey literature; and (3) focusing on synthesising existing research (not only developing new case studies).
Research	NGOs, UN, government	Develop partnerships between local researchers (including MA and PHD students) and implementing actors that will enable capacity building for research in conflict areas, and increase research (and evaluation) output for NGOs, governments and UN agencies.
Teacher training	INEE	Establish a task team on teachers and other education personnel to conduct the following types of activities: establish an internet discussion forum for issues related to teachers and education personnel (most especially payment of salaries and certification, teacher identity/confidence/motivation); facilitate knowledge sharing through case studies and collection/development of applicable tools; and develop advocacy strategies vis-à-vis governments and donors around issues of concern (e.g. certification, teacher remuneration, etc.)

C. Recommendations related to Natural Disasters

<i>Thematic Group</i>	<i>Directed to:</i>	<i>Recommendation</i>
From the Ministers & government representatives	INEE	Develop a rapid response education module for use by small countries that are vulnerable to natural disasters such as hurricanes. The module would be part of the preparedness strategies used for responding to natural disasters.
From the Ministers & government representatives	Governments	Pre-position curriculum modules and guides categorized by grade and have a cadre of trained personnel to enable rapid supply of curriculum materials and teacher personnel to meet emergency situations without unusual delays.
Preparedness - Natural Disasters	Governments	Review curriculum to include life skills to create a culture of preparedness, prevention and management for natural disasters.
Preparedness - Natural Disasters	Governments	Enforce/develop building codes for construction and reconstruction of schools. When schools are used as shelters, attention must be paid to their provisioning, location and management.
Preparedness - Natural Disasters	Donors	Revise donor agency funding restrictions in emergencies so that it is possible to retro-fit/relocate and re-construct facilities that represent potential disasters due to age, poor construction or exposed location.

D. Other recommendations

<i>Thematic Group</i>	<i>Directed to</i>	<i>Recommendation</i>
Advocacy & policy	INEE	Identify existing initiatives and build on these to develop early warning and resource mapping relevant for education response.
Advocacy & policy	INEE	Review INEE Steering Group structure and membership criteria to ensure broader stakeholder and geographical representation.

E. Recommendations related to the Minimum Standards for Education in Emergencies

As INEE moves forward to act on and implement the recommendations made at the Consultation, it is important to draw the connections between them and the Minimum Standards for Education in Emergencies. The Minimum Standards are seen not just as a programme implementation and monitoring tool, but are also considered to be an advocacy tool at the international and the local level. Being that the Standards were developed in a highly consultative manner, as were the Consultation recommendations, they can serve as guides for concrete actions education programming. Additionally, the Standards serve as platforms for key advocacy messages.

Working Group	Direct to:	Recommendation	Relevant MSEE
Capacity Building/ Developing Strategic Grassroots Partnerships	NGOs, donor governments, UN agencies	Recognise and collaborate with existing education and other sectoral stakeholders to support coordination and capacity building at the grassroots level.	Community participation (refer to MSEE “Common to all Categories” standards 1 (<i>Participation</i>) and 2 (<i>Resources</i>) and Education Policy and Coordination standards 2 (Planning and implementation) and 3 (Coordination).
Education for peace and conflict resolution	Education Authorities, MOEs, NGOs, UN	Peace education programmes must include both communities and schools.	Community participation (refer to MSEE “Common to all Categories”) standards 1 (Participation) and 2 (Resources); Access and learning environment standards 1 (Equal Access); Teaching and learning standard 1 (Curricula)
Education for peace and conflict resolution	Education Authorities, MOEs, NGOs, UN	Recognise that the processes and methodologies of peace education are as important as the message. Thus the development of the environment, content and delivery must be responsive to and reflective of each other.	Teaching and learning standards 1 (Curricula), 2 (Training), 3 (Instruction), 4 (Assessment)
Literacy & non-formal education	Donors	Recognise that non-formal education in emergencies offers a great opportunity for providing education for children, youth and adults.	Access and learning environment standard 1 (Equal access); Teaching and learning standard 1 (Curricula)

Working Group	Direct to:	Recommendation	Relevant MSEE
Quality	INEE	Consider a task team to develop a matrix of quality standards/indicators and map programmes against that matrix. Sub recommendations are: (1) make programme documents available and (2) conduct a more in-depth analysis/comparison of 3 to 5 “quality” programmes.	Analysis standards 1 (Initial assessment), 2 (Response strategy), 3 (Monitoring), 4 (Evaluation); and Education policy and coordination standard 3: (Coordination)
Research	NGOs, UN, government	Deepen and extend the gathering of data and statistics on education in emergencies, conflict and reconstruction.	Analysis standards 1 (Initial assessment), 2 (Response strategy), 3 (Monitoring), 4 (Evaluation)
Quality	Education authorities/ the most responsible party	Take on the coordinating role: liaising with partners at all levels to define roles, establish coordination mechanisms and establish working partnerships in order to overcome governance and coordination barriers to quality.	Education policy and coordination standard 3 (Coordination)
Quality	Education managers, MOEs, NGOs, UN agencies	Provide training that is balanced among content, methodology and values to teachers to ensure the holistic development of education personnel. Ensure the timing and duration of training is contextual.	Teaching and learning standards 2 (Training) and 3 (Instruction)
Capacity Building/ Developing Strategic Grassroots Partnerships	NGOs, donor governments, UN agencies	Plant a seed for capacity building early by ensuring community involvement in priority setting and strategy planning, while making quality assurance and skills development an essential part of that activity.	Community participation (refer to MSEE “Common to all Categories” standards 1 (<i>Participation</i>) and 2 (<i>Resources</i>); Education Policy and Coordination standard 2 (Planning and implementation); Analysis Standard 1 (Initial Assessment)

Working Group	Direct to:	Recommendation	Relevant MSEE
From the Ministers & government representatives	Governments	Review the curriculum and examination structure to identify constraints imposed on education for displaced students/refugees by the rigid curriculum and examination structures. The purpose is to find ways to facilitate re-entry into normal schooling for displaced students.	Access and learning environment standard 1 (Equal access); Teaching and learning standard 4 (assessment); Education policy and coordination standard 1 (Policy formulation and enactment)
Curriculum	INEE members	Share materials, tools, methods and lessons learned regarding current and past curriculum development and practices so that they can be incorporated into the INEE toolkit.	Analysis standard 4 (:Evaluation); Teaching and learning standards 1 (Curricula)
Literacy & non-formal education	INEE	Encourage and facilitate information sharing on non-formal education, globally and at the country level.	Analysis standard 4 (Evaluation); Education policy and coordination standard 3 (Coordination)
Research	NGOs, governments, UN agencies	Encourage the sharing and central pooling of grey literature.	Analysis standard 4 (Evaluation); Education policy and coordination standard 3 (Coordination)
Literacy & non-formal education	INEE	Fully integrate non-formal education into all the work of INEE.	Numerous mentions of NFE in MSEE, including Access and learning environment standard 1 (Equal access); Teaching and learning standard 1 (Curricula)
Curriculum	Education authorities and NGOs	Incorporate evaluation processes into the curriculum design from the beginning. Evaluation should be consistent with the curriculum, on-going, and comprehensive; and should address the impact of the curriculum on the knowledge, skills, values and behaviours of the learners.	Analysis standard 4 (Evaluation)

<i>Working Group</i>	<i>Direct to:</i>	<i>Recommendation</i>	<i>Relevant MSEE</i>
Education for peace and conflict resolution	INEE	Make links with other agencies/ networks already developing guidelines for evaluation (including peace education) in order to develop standards for evaluation.	Analysis standard 4 (Evaluation); Education policy and coordination standard 3 (Coordination)
Education as a protection tool	INEE	Develop training module on education and protection links, including sets of case studies, and tools for implementation and monitoring indicators. <i>Note: During the process of developing the MSEE training materials, consideration will be given to developing tools related to protection and human rights monitoring.</i>	Analysis standards 3 (Monitoring), 4 (Evaluation)

Annex 1: Consultation agenda

The Second Global Inter-Agency Consultation on Education in Emergencies and Early Recovery
Cape Town, South Africa, 2-4 December 2004

Consultation Objectives

- Examine the current status and developments in the field of Education in Emergencies
- Identify emerging issues, with a focus on key concerns
- Identify gaps, challenges and resources in the responses of key actors and in available research
- Review INEE's key areas of work, such as advocacy, networking and information-sharing, and develop INEE's strategic direction and priorities for its future work
- Launch the final INEE Minimum Standards for Education in Emergencies and take next steps toward the promotion and implementation of the standards

Time	Wednesday, December 1
Starting at 13:30	Registration in Upstairs Lobby of Protea Hotel (Conference Area)
15:00	HIV/AIDS event in cooperation with Cape Town Refugee Centre, Refugee Adolescent Project, Planned Parenthood Association of South Africa and Protea Sea Point Hotel Event to increase awareness and discuss the spread of HIV/AIDS in emergency contexts and the role of education in prevention and care.
17:00	Registration continued, in Upstairs Lobby (Conference Area)
Thursday, December 2	
8:00	Registration continued, in Upstairs Lobby
9:00	Opening and Welcome <i>Chair:</i> Louis-Georges Arsenault, Deputy Director, Programme Division, UNICEF <i>Welcome:</i> R. Swart, Western Cape Provincial Director General for Education, South Africa <i>Key note remarks:</i> Vernor Muñoz Villalobos, Special Rapporteur to the United Nations on the Right to Education <i>Opening Presentations:</i> <ul style="list-style-type: none"> – A Global Overview: Education in Emergencies: Eldrid Midttun, Education Adviser, Norwegian Refugee Council – INEE: Networking for Advocacy, Resources and Collaboration: Beverly Roberts, INEE Network Coordinator
11:00	BREAK

11:30	<p>Emerging Issues and Challenges in Education in Crisis and Early Recovery</p> <p><i>Chair:</i> Honourable Mr. Abass Collier, Deputy Minister of Education, Science and Technology, Sierra Leone</p> <p><i>Presenters:</i> Mitch Kirby, Senior Regional Education Adviser, USAID, Nairobi Pilar Aguilar, Education Programme Officer, UNICEF, New York Save the Children Alliance Government representative to be confirmed Sebastian Pedro, Law student and refugee, University of South Africa, Cape Town</p>
13:00	LUNCH
14:00	<p>Launch of the Minimum Standards for Education in Emergencies: Panel Presentation</p> <p><i>Chair:</i> Christopher Talbot, UNESCO IIEP and INEE Working Group on Minimum Standards for Education in Emergencies (WGMSEE) Chair</p> <ul style="list-style-type: none"> – Background and Global Overview of the Process: Christine Knudsen, Save the Children US, WGMSEE Operations Group and first chair of WGMSEE – Overview of the Consultations Process: Nancy Drost, CARE Canada and WGMSEE focal point for the Consultations Group – Experiences Participating in the Consultations Process: David Walker, IRC Guinea – Overview of the Drafting Process: Helge Brochmann, NRC/UNA and WGMSEE focal point for the Drafting Group – Launch of the Minimum Standards for Education in Emergencies: Christopher Talbot – Next Phase of the Minimum Standards and Overview of Working Sessions: Allison Anderson, INEE Focal Point on Minimum Standards for Education in Emergencies
15:15	BREAK
15:45	<p>Working Group Sessions on Next Phase Activities</p> <p>In these sessions practitioners and policy makers will share practical knowledge on effectively implementing and using the minimum standards and will identify concrete actions for moving forward. Delegates will break into working groups on:</p> <ul style="list-style-type: none"> – Roll out, Distribution and Promotion (Suites 1 and 3) – Training (Suites 4 and 5) – Field Testing and Piloting (Suite 8 – two groups) – Monitoring, Evaluation and Revision (Suites 6 and 7)
17:30	ADJOURN

Friday, December 3	
08:30	<p>Thematic Working Groups</p> <ol style="list-style-type: none"> 1. <i>The Importance of Research in Education in Times of Crisis</i>, Highlighting Existing Research and Current Gaps Facilitator: Kathryn Tomlinson, National Foundation for Educational Research Presenters: Kathryn Tomlinson; Chris Talbot, UNESCO IIEP; Ezra Simon, Social Science Research Council 2. <i>Achieving Quality in Education in Emergency Settings</i> Facilitator: Allison Anderson, INEE Presenters: Pamela Baxter, UNESCO; Joan Sullivan-Owomoyela, Consultant; Claus Nelson, Save the Children Denmark; Elena Locatelli, AVSI 3. <i>Teacher Training in Crisis Contexts: Challenges and Promising Practices</i>, focusing on examples of Psychosocial Interventions in the Scholastic Space Facilitator: Rebecca Winthrop, IRC Presenters: Rebecca Winthrop; Fernando Jiovanni A. Morales, Fundación Dos Mundos; Jackie Kirk, McGill University 4. <i>Advocacy, policy and the right to education in emergencies</i> Facilitator: Jane Benbow, American Institutes for Research Presenters: Rene Kosirnik, ICRC; Katherine Reyes, OSCE; Tim Brown 5. <i>Emergency Preparedness and Examples from Recent Natural Disasters</i> Facilitator: Roli Degazon-Johnson, Commonwealth Secretariat Presenters: Pilar Aguilar, UNICEF; Education officials from disaster-affected countries 6. <i>Curriculum Issues</i> Facilitator: Bart Vrolijk, UN Office of the SRSG on Children & Armed Conflict Presenters: Romero Flor, Colombia Programa Andino de Derechos Humanos; Gilberts Likhoba, IRC
10:30	BREAK
11:00	<p>Thematic Working Groups</p> <ol style="list-style-type: none"> 1. <i>Special Closed Working Session for Ministers and Government Representatives</i> Facilitated by the Commonwealth Secretariat and ADEA 2. <i>Education as a Protection Tool</i> Facilitator: Susan Nicolai, Save the Children UK Presenters: Susan Nicolai; Pamela Shifman, UNICEF 3. <i>Capacity Building and New Strategic Partnerships at the Field Level</i> Facilitator: John Hatch, USAID Presenters: Nemia Temporal, UNHCR; Timothy Brown, Consultant; Ezra Simon, SSRC 4. <i>Literacy and Non Formal Education Programmes as Essential Educational Response</i> Facilitator: Graham Wood, Ockenden International Presenters: Julia C. Korkman, UNESCO; Graham Wood

11:00	Thematic Working Groups (continued) 5. <i>Adolescents and Youth</i> , including examples from Secondary Education and Disarmament, Demobilisation and Reintegration programmes Facilitator: Ann Avery, Refugee Education Trust Presenters: Barry Sesnan, Echo Bravo; Ngisana Mnguni, Cape Town Refugee Centre; Dieudonné A. Mutambala, RESPECT International
13:00	LUNCH
14:00	Simultaneous Thematic Working Groups on Global Policy and Strategy 1. <i>Education for Conflict Prevention and Resolution</i> , including Peace Education Programming Facilitator: Pamela Baxter, UNESCO/UNHCR Presenters: Sedi Minachi, University of British Columbia; Anne Mosumba, UNHCR; Rüdiger Blumör, GTZ 2. <i>Gender in Education in Emergencies: Strategies, Challenges and Models</i> Facilitator: Jackie Kirk, McGill University Presenters: Jackie Kirk; Mary Ombaka, Save the Children-UK; Likán Mercado Carreon, Oxfam 3. <i>HIV/AIDS and Education in Emergencies</i> Facilitator: Roxanne Shares, JRS Presenters: Gael Lescournec, UNAIDS; Susan Nkomo, South African Office on the Status of Women 4. <i>INEE Structure and Mechanisms</i> Facilitator: Eldrid Midttun, NRC Presenters: Eldrid Midttun; Christine Knudsen, Save the Children US
16:00	BREAK
16:30	Minimum Standards Reporting and Procedural and Sign-up Information for 3rd Day Sessions
17:30	ADJOURN
Saturday, December 4	
8:30	The Way Forward Summary presentations and synthesis activities for achieving consensus and developing key next steps based on key findings and recommendations from Thematic Working Sessions
11:15	BREAK
11:45	The Way Forward, continued Summary by chair on key agreements reached for INEE and partners and discussion of next steps Closing remarks
13:00	LUNCH
14:30	Gallery of Programmes and Ideas Marketplace presentations by participating organisations Continuation of meetings such as new Task Teams or regional meetings

Annex 2: Recommendations from thematic working groups

The table below contains a complete list of the original recommendations that were made by the thematic working groups and presented to the closing plenary. During that plenary, Consultation participants were given the opportunity to express their agreement or disagreement with each recommendation, which is also indicated in the table.

<i>#</i>	<i>Thematic Working Group</i>	<i>Directed to:</i>	<i>Recommendation</i>	<i>Agree</i>	<i>Agree with reservations</i>	<i>Disagree</i>	<i>Total</i>
1	Adolescents & youth	INEE	Develop an advocacy strategy aimed at donors, governments, NGOs, grassroots organisations to: (1) recognise and incorporate youth participation as key to developing the educational initiatives which will benefit them; (2) promote programming based on the local context in order to create a wide range of further education opportunities; and (3) strengthen support for adolescents and youth as a specific population with particular vulnerabilities and potential	55	10	2	67
2	Advocacy & policy	INEE	Institute a task team on advocacy to address the issues of: (1) which audiences to advocate with and what messages to use, and (2) providing issue-focussed information to INEE members interested in pursuing local/regional issues.	31	34	1	66
3	Advocacy & policy	INEE	Develop advocacy tools that groups can use for local advocacy efforts, for example user-friendly versions of the standards such as pamphlets or PowerPoint presentations	33	33	1	67
4	Advocacy & policy	INEE	Develop mapping processes to help identify and forecast problem areas in terms of geographic areas and target groups.	42	13	7	62
5	Advocacy & policy	INEE	Expand INEE Steering group to include more voices and organisations	37	22	6	65
6	Capacity Building/ Developing Strategic Grassroots Partnerships	NGOs, donor govts, UN agencies	Plant a seed for capacity building early by ensuring community involvement in priority setting and strategy planning, while making quality assurance and skills development an essential part of that activity.	51	7	6	64

#	<i>Thematic Working Group</i>	<i>Directed to:</i>	<i>Recommendation</i>	<i>Agree with</i>			<i>Total</i>
				<i>Agree</i>	<i>reservations</i>	<i>Disagree</i>	
7	Capacity Building/ Developing Strategic Grassroots Partnerships	INEE	Develop an advocacy strategy to: (1) create an awareness of the importance of education among organisations addressing other sector needs in emergencies; (2) encourage organisations to review their structures to assure flexibility that will allow for an appropriate response that acknowledges the separate needs and knowledge of their home and field offices; (3) incorporate the social benefits of education in education intervention planning.	44	14	4	62
8	Capacity Building/ Developing Strategic Grassroots Partnerships	NGOs, donor govts, UN agencies	Recognise and collaborate with existing education and other sectoral stakeholders to support coordination and capacity building at the grassroots level.	47	12	4	63
9	Curriculum	Education authorities and NGOs	Incorporate evaluation processes into the curriculum design from the beginning. Evaluation should be consistent with the curriculum, ongoing, and comprehensive; and should address the impact of the curriculum on the knowledge, skills, values and behaviours of the learners.	39	17	5	61
10	Curriculum	INEE members	Share materials, tools, methods and lessons learned regarding current and past curriculum development and practices so that they can be incorporated into the INEE toolkit.	57	7	1	65
11	Education as a protection tool	INEE	Develop capacity to advocate for protection with national governments in the event of an emergency, perhaps developing a database of individuals from differing organisations that could speak to the issue.	40	20	4	64
12	Education as a protection tool	INEE	Develop training module on education and protection links, including sets of case studies, and tools for implementation and monitoring indicators.	52	10	4	66
13	Education as a protection tool	INEE	Advocate for increased response to SGBV within education, including development of monitoring and response mechanisms in schools and extension to education staff of the UN Secretary General Bulletin that applies to UN staff and partners.	45	13	3	61

<i>Thematic Working</i>				<i>Agree</i>	<i>Agree with reservations</i>	<i>Disagree</i>	<i>Total</i>
#	<i>Group</i>	<i>Directed to:</i>	<i>Recommendation</i>				
14	Education for peace and conflict resolution	Education Authorities, MOEs, NGOs, UN	Peace education programmes must include both communities and schools.	49	16	3	68
15	Education for peace and conflict resolution	Education Authorities, MOEs, NGOs, UN	Recognise that the processes and methodologies of peace education are as important as the message. Thus the development of the environment, content and delivery must be responsive to and reflective of each other.	50	15	2	67
16	Education for peace and conflict resolution	INEE	Promote adaptation of the elements of the MSEE that refer to peace education into specific cultural contexts. This should include initiatives to include adults and community and national leaders.	54	9	3	66
17	Education for peace and conflict resolution	All agencies implementing peace education and conflict resolution programmes	Commit 10% of budgets for monitoring and evaluation.	28	25	9	62
18	Education for peace and conflict resolution	INEE	Make links with other agencies/networks already developing guidelines for evaluation (including peace education) in order to develop standards for evaluation.	48	12	2	62
19	From the Ministers & government representatives	INEE	Develop a rapid response education module for use by small countries that are vulnerable to natural disasters such as hurricanes. The module would be part of the preparedness strategies used for responding to natural disasters.	40	20	5	65
20	From the Ministers & government representatives	Govts	Pre-position curriculum modules and guides categorized by grade and have a cadre of trained personnel to enable rapid supply of curriculum materials and teacher personnel to meet emergency situations without unusual delays.	41	20	3	64
21	From the Ministers & government representatives	Govts	Review the curriculum and examination structure to identify constraints imposed on education for displaced students/refugees by the rigid curriculum and examination structures. The purpose is to find ways to facilitate re-entry into normal schooling for displaced students.	44	13	4	61

<i>Thematic Working</i>	#	<i>Group</i>	<i>Directed to:</i>	<i>Recommendation</i>	<i>Agree with</i>			<i>Total</i>
					<i>Agree</i>	<i>reservations</i>	<i>Disagree</i>	
	22	Gender	INEE	Host an internet discussion forum on gender in education in emergencies.	46	17	3	66
	23	Gender	INEE	Establish a gender task team and define priority activities.	38	20	5	63
	24	Gender	INEE	Promote consideration of regional/area differences and the importance of building local capacity for understanding and addressing gender disparities in education.	44	11	6	61
	25	HIV/AIDS	INEE	Form a Task Team for HIV/AIDS and Education in Emergencies. Possible activities to include: (1) Linking IASC (UN Inter-agency Standing Committee) document "Guidelines on HIV/AIDS Interventions in Emergencies" to MSEE indicators; (2) Collecting and/or developing peer education/teacher training materials; and (3) Exploring ways to link HIV/AIDS to bigger issues such as SGBV, life skills, etc.	52	11	1	64
	26	HIV/AIDS	INEE	Advocate with decision makers on promotion of education as a way to respond to HIV/AIDS in emergencies.	45	15	5	65
	27	HIV/AIDS	all actors	Recognise that HIV/AIDS and its context affects all aspects of education in emergencies and therefore education must be used to deal with the consequences of the epidemic.	47	11	3	61
	28	Literacy & non-formal education	Donors	Recognise that non-formal education in emergencies offers a great opportunity for providing education for children, youth and adults.	47	10	4	61
	29	Literacy & non-formal education	INEE	Encourage and facilitate information sharing on non-formal education, globally and at the country level.	51	5	6	62
	30	Literacy & non-formal education	INEE	Fully integrate non-formal education into all the work of INEE.	40	7	11	58

<i>Thematic Working</i>	#	<i>Group</i>	<i>Directed to:</i>	<i>Recommendation</i>	<i>Agree with</i>			<i>Total</i>
					<i>Agree</i>	<i>reservations</i>	<i>Disagree</i>	
	31	Preparedness - Natural Disasters	Govts	Review curriculum to include life skills to create a culture of preparedness, prevention and management for natural disasters.	43	12	5	60
	32	Preparedness - Natural Disasters	Governments	Enforce/develop building codes for construction and reconstruction of schools. When schools are used as shelters, attention must be paid to their provisioning, location and management.	47	12	3	62
	33	Preparedness - Natural Disasters	Donors	Revise donor agency funding restrictions in emergencies so that it is possible to retro-fit/relocate and re-construct facilities that represent potential disasters due to age, poor construction or exposed location.	49	4	5	58
	34	Quality	INEE	Consider a task team to develop a matrix of quality standards/indicators and map programmes against that matrix. Sub recommendations are: (1) make programme documents available and (2) conduct a more in-depth analysis/comparison of 3 to 5 “quality” programmes.	46	11	5	62
	35	Quality	Education managers, MOEs, NGOs, UN agencies	Provide training that is balanced among content, methodology and values to teachers to ensure the holistic development of education personnel. Ensure the timing and duration of training is contextual.	42	12	5	59
	36	Quality	Education authorities/ the most responsible party	Take on the coordinating role: liaising with partners at all levels to define roles, establish coordination mechanisms and establish working partnerships in order to overcome governance and coordination barriers to quality.	46	12	3	61
	37	Research	INEE	Establish a task team on research. The TOR for this group to include: (1) establishing a list-serve for people interested in research on education in emergencies, conflict & reconstruction; (2) investigating how best to provide a database of grey literature; and (3) focusing on synthesising existing research (not only developing new case studies).	56	6	1	63

<i>Thematic Working</i>	<i># Group</i>	<i>Directed to:</i>	<i>Recommendation</i>	<i>Agree with</i>			<i>Total</i>
				<i>Agree</i>	<i>reservations</i>	<i>Disagree</i>	
	38	Research NGOs, UN, government	Develop partnerships between local researchers (including MA and PHD students) and implementing actors that will enable capacity building in conflict areas, and increase research (and evaluation) output for NGOs, governments and UN agencies.	46	8	6	60
	39	Research NGO govts, UN agencies	Encourage the sharing and central pooling of grey literature.	42	12	6	60
	40	Research NGOs, UN, government	Deepen and extend the gathering of data and statistics on education in emergencies, conflict and reconstruction.	42	15	2	59
	41	Teacher training INEE	Establish a task team on teachers and other education personnel to conduct the following types of activities: establish an internet discussion forum for issues related to teachers and education personnel (most especially payment of salaries and certification, teacher identity/confidence/motivation); facilitate knowledge sharing through case studies and collection/development of applicable tools; and develop advocacy strategies vis-à-vis governments and donors around issues of concern (e.g. certification, teacher remuneration, etc.)	42	16	1	59

Annex 3: Participant List

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Annex 4: Minimum Standards for Education in Emergencies: Facilitation Process

Goal: The goal of the facilitation process was to review, categorize, and synthesize the consultations' standards, indicators, and guidance notes into a global set of minimum standards for education in emergencies.

MSEE Analysis Protocol: The MSEE protocol outlined the data analysis procedure and ways to ensure quality (validity and reliability) of the standards, indicators, and guidance notes development.

1. **Data analysis:** The mixed-method approach—*Triangulation*—was used to seek convergence among the multiple data points. Triangulation refers to the use of “multiple methods, with offsetting or counteracting biases, in investigations of the same phenomenon in order to strengthen the validity of the inquiry results. The core premise of triangulation is that all methods have inherent biases and limitations, so use of only one method to assess a given phenomenon will inevitably yield biased and limited results.”⁴

The minimum standards data was triangulated through the use of multiple data sources, multiple researchers and reviewers, and multiple analysis methods.

- Multiple sources included data from the four regional consultations with the mini consultations (US and UK) and listserv consultations providing additional background information;
 - Multiple researchers and reviewers included the Working Group and global peer reviewers; and,
 - Multiple analysis methods included: 1) a deductive coding process and 2) an analytic induction process (i.e., an iterative cycle of questions). The first phase of the data analysis consisted of a deductive coding process that identified related words and phrases; this was used to establish the standards and indicators sub-categories and key elements. The second phase of the analysis was a qualitative reflective process that identified key patterns and relationships, i.e., the essence of the standards and their supporting indicators. The final phase involved assembling the common words/phrases and key analytical frames and fusing them to custom-build the standards and indicators. These two methods were chosen to *process* (deductive coding) as well as *analyse* (analytic induction process) the data to understand the *essence* of the standard and corresponding indicators.
2. **Data quality:** External validity and reliability were established through the consistent use of the same consultation format, i.e., Facilitator’s Guide for Developing Standards for Education in Emergencies, Chronic Crisis, and Early Reconstruction, and the same (main) settings, i.e., grassroots and regional consultations. Internal validity is established through the use of a recognised mixed-method analysis approach—the Triangulation Approach.
 3. **MSEE standard, indicators, and guidance note criteria:** The following criteria for standard, indicator, and guidance note analysis was employed:
 - Standards appeared in a minimum of two regional consultations; the findings from the consultations conducted in the United States (New York and Washington D.C.) and the United Kingdom were used to support the findings across the regional standards.
 - Standard, indicator, and guidance note terminology used by the SPHERE Project has been applied at all levels of the MSEE consultation process.

⁴ Greene, Jennifer, et.al. *Toward a Conceptual Framework for Mixed-Method Evaluation Designs*. Educational Evaluation and Policy Analysis. 1989. (Vol. 11) # 3. (p. 256).

- When the consultation participants were uncertain about the terminology (standard or indicator) a note indicating the discrepancy was included in the regional consultation findings. During the global analysis and synthesis process, gaps in the indicator and guidance note information have been identified. A justification has been given whenever an indicator or guidance note has been added, or an indicator has been developed out of a guidance note (or visa versa).

Facilitation Phases

1. **Drafting of MSEE (Phase 1):** The Working Group on Minimum Standards for Education in Emergencies (Drafting Group) and the Peer Facilitator developed the draft MSEE categories, which were distributed to the peer reviewers for their comments and suggested edits. (Timeframe: May to mid-June)
Output: Draft MSEE categories for peer review. Refer to *Draft MSEE Analysis Protocol –Phase 1* for additional information.
2. **Peer Review of MSEE (Phase 2):** Peer reviewers analysed the draft standards, indicators and guidance notes for standardized terminology and analytic frameworks, and refined or modified the categories’ content accordingly. (Timeframe: mid-June to mid-July) The Peer Facilitator and INEE Intern analysed reviewer data, which the Peer Facilitator used to develop a revised draft version. It was agreed that that an additional layer of analysis was needed to gather more substantive comments. Each Working Group member reviewed two MSEE categories to provide an additional layer of review. Output: Revised draft MSEE categories (version #2).
3. **WGMSEE Review of MSEE (Phase 3):** Working Group members, following a protocol similar to the Phase 2 Peer Review Protocol, reviewed the draft standards, indicators, and guidance notes. The Peer Facilitator analysed WG feedback and revised the draft categories, the INEE Focal Point revised the Introduction Chapter and developed introductions for each MSEE category, and the INEE Intern collated suggestions for the Terminology Appendix. Each DG representative reviewed his/her MSEE category (final draft version # 3) and made all final recommendations on content and wording.
4. **WGMSEE Review of MSEE (Phase 4):** Working Group members conducted a final cross review of the standards to edit for clarity: 1) were the standards, indicators, and guidance notes grammatically correct and 2) were the standards, indicators, and guidance notes framed in a direct and concise manner?

MSEE Analysis Protocols:

For additional information, please refer to the INEE website for protocol information

MSEE Working Group Review Protocol—Phase 1

<http://www.ineesite.org/standards/phase1.asp>

Peer Review Protocol—Phase 2

<http://www.ineesite.org/standards/phase2.asp>

Peer Review Analysis Protocol—Phase 3

<http://www.ineesite.org/standards/phase3.asp>

MSEE Working Group Review Protocol—Phase 4

<http://www.ineesite.org/standards/phase3.asp>

Evolution of Minimum Standards

Following is an outline which lays out the steps involved in analysing, reviewing, and revising the global minimum standards; the community participation standard 1 (decision-making) is provided as an example.

Phase 1: Drafting of Minimum Standards

Step 1: Standards from the 4 regional consultations were compiled into one document. When two or more standard which were similar in nature appeared, they were listed in the standard category (with regional consultation identified.)

Step 2: Next similar/related words and phrases identified (deductive coding process).

Step 3: Next a series of questions (analytic induction) identified key themes. Examples of questions included:

- Is there information in the DC, NY, or UK consultations or literature review that would be valuable to draw upon and add to the MSEE Working Draft Document?
- Are there indicators or standards which need to be re-assigned to other categories?
- Are there commonalities between the MSEE consultation standards and indicators and the literature review standards and indicators?

Step 4: In the final step, words, phrases and themes are ‘fused’ into a custom-build standard which reflected the essence of the elements identified.

Sub-Category: Decision-Making

Consultation	Standard	Language/Themes
Asia	Communities have adequate capacity to strengthen local education services, manage education resources and promote community ownership.	<p>Exact words (bolded):</p> <ul style="list-style-type: none"> ▪ Community ▪ Participates ▪ Promote ▪ Education ▪ Members ▪ Needs, concerns, values <p>Similar words:</p> <p>Representation</p> <ul style="list-style-type: none"> ▪ Community members and children and adolescents and sub-groups of the community <p>Organisations/programmes</p> <ul style="list-style-type: none"> ▪ Decision-making [process] ▪ Bodies, organisations and structures for education provision, ▪ Education programmes ▪ [Programme] assessment, planning, evaluation, management, curriculum development <p>Ownership</p> <ul style="list-style-type: none"> ▪ Local Concerns, needs, values ▪ Community capacity, knowledge to manage resources, ownership
Asia	A representative education committee exists that recognises community concerns, takes decisions on their behalf and is conscious of local values.	
Africa	Community members participate in bodies, organisations, and structures for education provision, reflecting their needs, concerns, and values .	
Latin America	Members of the community participate in committees to guarantee the continuation of education taking into account their needs, concerns, values, and cultural diversity.	
Latin America	Children and adolescents are organised and participate actively in the promotion , strengthening, and implementation of the education programme in emergencies.	
Middle East	Community participates actively and effectively in promoting quality education .	
Middle East	Children actively participate in the assessment, planning, and evaluation of education management, curriculum development and all other decision-making processes.	
UK	The community participation process is immediate, ongoing and empowering, involves all significant sub-groups of the community and is respected by all governmental and non-governmental bodies.	

Suggested standard wording:

(Version 1): All community members are guaranteed the right to participate in assessing, planning, implementing, managing, and monitoring of the local education programme.

(Version 2): A representative community committee participates in assessing, planning, implementing, managing, and monitoring of the local education programme

Note: In version 1, the phrase “all community members are guaranteed the right to participate” is rights-based and emphasis inclusiveness; however it is not realistic or practical to expect that all community members can come together and participate all the time. In version 2, alternative wording reflects the current practice at the field but lacks the emphasis on ‘rights.’

Phase 2: Peer Review of MSEE

- Version 1 (All community members have the right to participate in assessing, planning, implementing, managing, and monitoring of the education programme) was preferred by 3 reviewers;
- Version 2 (A representative community committee participates in the assessing, planning, implementation, management, and monitoring of the local education programme.) was preferred by 1 reviewer.
- Another reviewer suggested a combination of the two standards.

It was recommended that Version 1 be the accepted standard for the following reasons:

- Version 1 sets the stage that allows Version 2 (community committee) to evolve. If all community members have the right to participate a more democratic and inclusive committee can be formed. Indicator 1 (The community, or its representatives, is involved in prioritizing education activities and developing, implementing, and monitoring plans to ensure the effective delivery of education services) provides a mechanism for implementing the standard.
- Version 1 is compatible with SPHERE 2004 common standard 1 (participation), and if the minimum standards are accepted into the revised SPHERE this version interfaces in a complementary manner.
- The reviewer who preferred version 2 indicated a concern that all community members would be involved in all aspects. However, setting a standard to give all community members the right to participate in the education programme does not necessarily mean that all have to or will participate. It only gives them the right to participate if chose to.

Suggested new wording: Standard 1: Decision-making

All community members have the right to participate in assessing, planning, implementing, managing, and monitoring of the local education programme.

Comment: This revised version 1 sets the stage for the development and selection of a representative community committee. All community members do not have to participate, however, they have the right to participate (in some form) if they wish. This standard follows Access standard 1—*All individuals have effective access to quality and relevant education opportunities*—and allows for active participation by the ‘community’ to develop their education programme.

Phase 3: Working Group Review of MSEE

Wording of Standard 1: There has been extensive debate if this standard should focus on all community members having the right to participate in the education programme development, etc. or if the focus should be on a community education committee (reflective of the affected population group) having the right to participate in the education programme development, etc. During this phase, 1 reviewer indicated the word ‘all’ should be dropped as the implication may be that everyone would be participating in every step, etc. Two other reviewers indicated that a version similar to

SPHERE might be an acceptable variation. The essence of the standard is retained and is compatible with Sphere Common Standard 1 (Participation)

Suggested revision: Standard 1: Participation

Disaster affected community members participate in the decisions that affect the phases of the education programme: assessment, planning, implementation, management, and monitoring.

Phase 4: WG Final Review of MSEE and Phase 5: Global listserv review of MSEE

Original suggested wording emerging from consultations:

(Version 1) All community members are guaranteed the right to participate in assessing, planning, implementing, managing, and monitoring of the local education programme.

(Version 2) A representative community committee participates in assessing, planning, implementing, managing, and monitoring of the local education programme.

Final revised wording: Emergency-affected community members actively participate in assessing, planning, implementing, monitoring and evaluating the education programme.

Indicator 1: The emergency-affected community, through its chosen representatives, is involved in prioritizing and planning education activities to ensure effective delivery of the education programme.