Australian Government
Department of Foreign Affairs and Trade

Diplomatic Academy.

Education Learning and Development Module

EDUCATION IN EMERGENCIES

Practitioner Level
2018

CONTENTS

ACRONYMS

AQEP   Access to Quality Education Program (Fiji)

BBSSFA   Building Back Safer Schools for All (Nepal)

DAC   Development Assistance Committee (OECD)

DFAT   Australian Government Department of Foreign Affairs and Trade

EiE   education in emergencies

GBV   gender-based violence

IASC   Inter-Agency Standing Committee

ICRC   International Committee of the Red Cross

IFRC   International Federation of Red Cross and Red Crescent Societies

IDPs   internally displaced persons

INEE   Inter-Agency Network for Education in Emergencies

IRC   International Rescue Committee

NGO   non-government organisation

OECD   Organisation for Economic Co-operation and Development

SDGs   Sustainable Development Goals

UN   United Nations

UNESCO United Nations Educational, Scientific and Cultural Organization

UNHCR   United Nations High Commissioner for Refugees

UNICEF   United Nations Children's Fund

UNISDR   United Nations International Strategy for Disaster Reduction

UNOCHA United Nations Office for the Coordination of Humanitarian Affairs

WASH   water, and sanitation and hygiene

WHO   World Health Organization

1 INTRODUCTION

This Practitioner level module is designed to ensure staff members are informed about issues to consider when engaging with international and domestic partners on education in emergencies.

It is recommended that staff complete the *Education in Emergencies*: *Foundation level* module as background information to this Practitioner level module.

2 EDUCATION IN EMERGENCIES IN CONTEXT

Defining emergencies

'Wars and natural disasters deny generations the knowledge and opportunities that quality education can provide. Education in emergencies and chronic crises aims to protect the well-being of children and youth, foster learning opportunities, and nurture their overall social, emotional, cognitive and physical development.' (INEE n.d.a, *Talking points: Education in emergencies,* INEE and INEE minimum standards)

The above statement from the International Network for Education in Emergencies (INEE) underlines the importance of education in emergencies (EiE) both within a humanitarian response context and as part of the aid effectiveness agenda. This is because education is an interconnected and nationally-owned process, never delivered in isolation from what is happening in a country. Humanitarian situations need to be viewed as part of a long-term development process, with early recovery towards sustainable delivery of services.

Factors common in emergency situations are destruction of schools, books and essential education materials, teachers unable to work or displaced, families separated and communities divided. The damage sustained, the number of fatalities or injuries, and the rate of response closely correlates with the quality of governance. Well-constructed schools with disaster preparedness policies and procedures can survive the kind of natural disasters that devastate in less well-prepared school contexts (Palladium 2016). Where schools have been destroyed by earthquake in Japan or New Zealand, for instance, alternative arrangements are typically put in place very quickly. In Haiti and Pakistan, recovery from similar disasters proved to be prolonged, and many children remained out of school for years. The longer children are out of school in the period after a disaster, the less likely they are to return to the classroom (United Nations Children's Fund (UNICEF) 2015).

Sources: Inter-Agency Network for Education in Emergencies (INEE) n.d.a; INEE 2004, Minimum standards for education in emergencies, chronic crises and early reconstruction; INEE 2010, Minimum standards for education: Preparedness, response and recovery; Palladium 2016, AQEP helps Fiji 'Build Back Better' after Tropical Cyclone Winston; United Nations Children's Fund (UNICEF) 2015, Nepal earthquake: Race against time to get children back to school.

Defining 'emergencies' is complicated. The World Health Organization (WHO) characterises an emergency by a "clear and marked reduction in the abilities of people to sustain their normal living conditions, with resulting damage or risks to health, life and livelihoods".

Source: Wisner & Adams 2002, *Environmental health in emergencies and disasters: A practical guide,* p. 12.

The INEE classify 'emergency' according to three broad categories: natural disasters, man-made disasters and complex emergencies.

1. **Natural disasters**

    Natural disasters include hurricanes, cyclones, tsunamis, earthquakes, droughts, floods and disease epidemics. Emergencies caused by natural disasters can onset rapidly and without warning, such as earthquakes, or develop more slowly over time, such as droughts. Both can have an equally devastating impact on those affected.

2. **Man-made disasters**

    Man-made disasters include threats to life caused by warfare, civil conflict and unrest, often resulting in large-scale movements of people. Man-made disasters can require an emergency response to be carried out in a difficult political and security environment.

3. **Complex emergencies**

    Complex emergencies are combinations of natural and man-made disasters. In such circumstances, the devastating effects of a disaster are significantly exacerbated.

In almost all humanitarian crises there is an element of conflict. The domestic and international response to some of the largest natural disasters – such as droughts in Yemen and South Sudan, earthquakes in Haiti and Pakistan, and the Indian Ocean tsunami – faced additional challenges due to chronic conflict and issues with effective governance. Few emergencies fall into neat boxes.

What is common in all emergencies – acute natural disasters, prolonged crises and civil conflict – is that large numbers of women and men, girls and boys become displaced. Though some can return home soon, the majority are displaced for years and sometimes decades. In addition to displacement of people, there is usually a disruption of basic services, disease outbreaks, trauma, death, loss of livelihoods and conflict over limited resources.

OECD DAC principles for engagement

The Organisation for Economic Co-operation and Development Assistance Committee (OECD DAC) Principles for Good International Engagement in Fragile States and Situations sets basic principles for supporting constructive engagement between stakeholders in countries with weak governance and conflict. These include:

1. take the current context as the starting point

2. do no harm

3. focus on state building as a central objective

4. prioritise prevention

5. recognise the links between political, security and development objectives

6. promote non-discrimination as a basis for inclusive and stable societies

7. align with local priorities in different ways in different contexts

8. agree on practical coordination mechanisms between international actors

9. act fast but stay long enough to give success a chance

10. avoid pockets of exclusion.

What becomes complicated is implementation and this is due to the complex nature of the context rather than the specifics of education. This requires us to have a deep understanding of the context and to develop responses that are appropriate within it. 'Take context as the starting point' is the first principle of aid effectiveness in fragile and conflict-affected situations.

An activity for you

Take a moment to look at the OECD DAC Principles for good international engagement in fragile states and situations in more detail. Bear these in mind as we proceed with the module.

Source: Organisation for Economic Co-operation and Development (OECD) 2007.

Understanding displacement

In order to understand the wide-ranging effects of displacement, let us consider the case of Syria which has been in a state of conflict since 2011. These are some relevant statistics:

- 6.3 million people are internally displaced.

- Five in 10 children are estimated to be out of school.

- 4.1 million Syrians are registered as refugees. The majority of refugees live in countries within the region such as Turkey, Lebanon and Jordan.

Sources: Martinez 2015, Syrian refugees: Which countries welcome them, which ones don't; Nolan 2016, Children of Syria by the numbers; UNHCR 2017a, Syria emergency.

What are the causes of displacement?

The causes of displacement are many and relate to global geopolitics, changing regional politics, resource shortages and insecurity (for example, food shortages), shifting domestic governance and changing local constellations of power. These combine to produce severe violence, persecution and abuse affecting large numbers of civilians including children and youth.

Displacement patterns and processes are complex

Analysts and development agencies typically focus on one-way displacement over significant distances, either across borders or domestically as Internally Displaced Persons (IDPs). Those 'staying put' can also be fundamentally unsettled. They are often forced to stay because of fighting or militia pressure or they lack the resources to leave. To cope with this, people deploy a range of strategies to minimise or manage their risk, including the strategic splitting of family members across locations.

Children and youth may be sent away for education or to work and may be sold to traffickers or into early marriage to generate income for the family. As violence flares in new places, many recent and long-term IDPs find themselves displaced many times in search of safety, moving back and forth between insecure locations. All this overlays patterns of protracted displacement where displaced people who arrived 20 years ago, live alongside people who arrived yesterday.

The link between governance, displacement and education

In contexts of conflict, poor governance and low quality services are often part of the development problems that create and sustain conflict. Education may have been low quality or non-existent for years or decades. In some areas there is increasing intolerance of any kind of 'modern' education. In northern Nigeria, Afghanistan and Pakistan, for example, both schools and teachers have been directly targeted as 'anti-Islamic' by militants. Schools are often taken over as hide-outs or militia bases.

Case study: Education and the crisis in Mali
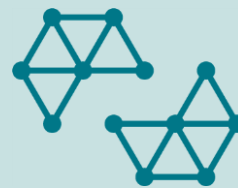
'This is having an enormous impact on the children psychologically, and on the whole country. How can we train the next generation? How do you expect us to persuade someone who is pointing an AK47 at us that they should reopen a school?' (An official in the Ministry of Education)

'All I was thinking about was my exams. I'd worked so hard and you can't get anywhere in life without them.' (Secondary school student, now a refugee)

'The rebels hate the public school system, so what can I do? I can't teach the Quran, I'm trained to teach physics and chemistry. I had to leave, but then all the teachers have come here. I'm not expecting to find another job.' (Teacher from Timbuktu after fleeing to Bamako)

'The closure of schools in the north just compounds an already difficult situation and places extra strain on the system. We're only reaching a small number of children and many are not getting anything at the moment.' (UNICEF Education Officer)

Since mid-2012, children in northern Mali have been unable to attend school due to the unrest there caused by militant groups. Classes had already been disrupted and many schools closed by a prolonged teachers' strike when the rebel Tuareg National Movement for the Liberation of Azawad took over in early 2012. Thousands of people fled to Burkina Faso, Niger and Mauritania where access to educational opportunities was also poor. Children who do not attend school are especially at risk of falling into the control of armed groups and becoming child soldiers.

Points to reflect on:

- What are the effects of displacement on the education system?

- How are teachers affected?

- What implications does this have for aid programs?

Source: Hicks 2012, Education prospects bleak for children in war-torn Mali.

Who are the displaced?

The two broad categories of displaced people are IDPs and refugees. In many cases the conditions they flee from and the conditions they move to are the same. The main difference is that refugees, who flee to another country, are protected by the 1951 Refugee Convention which sets out the rights of the refugees and the responsibilities of states. Article 22 states:

> *'Contracting States shall accord to refugees the same treatment as is accorded to nationals with respect to elementary education'.*

IDPs have no such protection in international law.

Although the principles of EiE responses are the same, the practical response needs to be designed according to the context.

Source: UNHCR 2017b.

IDPs due to natural disaster or conflict

After a natural disaster people are likely to be close to their homes. Some children will be absorbed into functioning schools, others supported through temporary services. How effectively this happens depends on the capacity of the Ministry of Education and other service providers and on the extent of the damage. In general, those displaced will be welcomed and supported by the host community.

In a context of conflict people may be near or far from their homes and the new area may be peaceful or also affected by conflict. They may or may not be welcome and supported by local people depending on their ethnicity, religion and how they are perceived to be associated with the conflict. The education system may be the same, better or worse than they were used to.

Refugees

How quickly camps are established and how well they provide for inhabitants depends on capacity in the host country, the quality and accessibility of land available, the proximity to conflict, and the level of welcome extended by the government or ruling forces to United Nations High Commissioner for Refugees (UNHCR) UNHCR has a mandate to provide high quality and protective refugee education) and implementing partners. Refugee children may be confined to camps or allowed to attend local schools.

In urban settings

Increasingly refugees re-establish their lives in urban areas. How well they are able to do this often depends on how easily extended family can absorb them and whether they can re-establish livelihoods. Some children may be far more vulnerable than those in camps and also harder to identify. Their status in relation to education provision is often unclear, depending on whether they are registered refugees and the nature of host government policy.

3 EDUCATION IN EMERGENCIES AND REFUGEES

What are the issues?

In 2015, there were 21.3 million refugees of concern to UNHCR globally, of which 8.6 million individuals were displaced within the borders of their own country in protracted crises. Given that the average length of refugee displacement is currently 17 years, not providing education to refugees denies an entire generation of schooling, literacy and the potential for increased wage-earning. A lack of educational opportunities also prevents young women and men from acquiring the much-needed skills to rebuild their country once peace has been secured, and significantly jeopardises the long-term peace-building process.

Source: UNHCR 2016a, Global trends: Forced displacement in 2015.

Some statistics about refugee education:

- Refugee children are five times more likely to be out of school.
- Only 50 per cent of refugee children have access to primary education compared with a global average of more than 90 per cent.
- Only 22 per cent of refugee children attend secondary levels compared to the global average of 84 per cent.
- Eighty-six per cent of the world's refugees are hosted in developing regions.
- An average of 12,000 additional classrooms and 20,000 additional teachers are needed each year to meet the population growth of refugee school age children, which is estimated at 30 per cent.
- In 2016, only 1.4 per cent of humanitarian aid was invested in education.

Source: UNHCR 2016b, Missing out: Refugee education in crisis.

Conceptual approaches to refugee education

Generally refugee education is of a very low quality and is characterised by a lack of focus on learning. Refugee parents and children most commonly express their aspirations in terms of a development approach. They take a long-term view of education, giving priority to current access to quality education but always with a sense of its future relevance to individual livelihoods and societal advancement.

Sources: Dryden-Peterson 2011, Refugee education: A global review, p.9; UNHCR 2016b, Missing out: Refugee education in crisis; UNHCR 2016c, UNHCR reports crisis in refugee education; United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) 2016, Humanitarian aid contributions.

There are broadly three conceptual approaches:

1. **Humanitarian:** education is one component of a rapid response, providing immediate protection to girls and boys, and preventing human rights violations. It is about provision of services, not about institution-building of a system.

2. **Human rights:** education is a human right to be realised and cultivated in any situation, including crises. It is an enabling right, providing skills that people need to reach their full potential and to exercise their other rights, such as the right to life and health.

3. **Developmental**: education is a long-term investment for society. The lack of quality education in a crisis holds back development potential and even results in 'backward development' (for example, negative movement on the Sustainable Development Goal (SDG) Targets and Indicators).

What is changing in refugee education?

There are three new realities that are changing the way refugee education is conceptualised:

1. **The protracted nature of contemporary conflicts**: the education that most refugee children receive in exile or as IDPs is not a stop-gap measure but is their main opportunity for education.

2. **The increasing number of urban refugees**: separate education provision, such as is provided in camps, is far less possible for urban refugees. These girls and boys need to be integrated into national schools.

3. **An acceptance that education can both mitigate and exacerbate conflict**: establishing conditions for peace requires intense analysis of the sources of conflict and active engagement with the content and pedagogy of refugee education as a positive force.

How can education contribute to durable solutions?

The search for durable solutions to refugee crises is something all stakeholders are concerned with. A 1997 evaluation of UNHCR's refugee education activities described education as 'the most critical element in bridging the gap between relief assistance and durable solutions'. Whether refugees eventually repatriate voluntarily (return home), settle locally or resettle in a third country, basic education is essential for their successful integration and future development. Those who are educated are more likely to be economically, politically, socially, cognitively, and psychologically resilient and more likely to independently regain legal, physical, and material protection by themselves and through their own means.

Source: Dryden-Peterson 2011, Refugee education: A global review; UNHCR Inspection and Evaluation Service 1997, Review of UNHCR's Refugee Education Activities.

Case study: Myanmar

The Australian aid program has been providing humanitarian aid to refugees in or from Myanmar for over 20 years. There are over 640,000 internally displaced persons in Myanmar, due to protracted conflict and frequent natural disasters, and only 54 per cent of children complete five years of primary school. Aid has been in the traditional sectors of food, health and camp management. From 2015 to 2020, humanitarian aid will be directed towards enhancing human development by improving access to quality education, including support to schools, teacher training and scholarships. Support will also be provided to the basic education sector. This is in the context of an increasing desire to find durable solutions.

Source: DFAT 2015, Aid Investment Plan Myanmar: 2015-2020.

4 HOW CAN EDUCATION CREATE OR PERPETUATE CONFLICT?

There is a tendency to portray education as a force for good without acknowledging that it can also help to perpetuate conflict. In some cases, support for education which is not inclusive can make things worse.

Education can decrease stability in countries in various ways:

- Unequal provision or segregation of the education system may reproduce social inequality, exacerbate political or social grievances, and instill attitudes of superiority and inferiority.
- Biased curriculum may reinforce stereotypes and portray history in a partial way.
- Corruption or misguided interventions by government may exacerbate grievances.

Case studies: How education can create or perpetuate conflict

Afghanistan

State education has been controversial in Afghanistan since its first roll out in the 1950s: rural communities and mullahs have often opposed it, sometimes violently. Attempts to use education as a vehicle of modernisation, especially for girls, led to a violent rebellion in 1978 in which thousands of schools were torched and thousands of teachers died. In the 1990s, state education remained controversial but mainly because schools were barely functioning and the Islamic regimes increased the share of religious subjects in the curricula. Since 2001, education has been reinvigorated but the curriculum remains controversial and education for girls is still contested by many.

Source: Giustozzi & Franco 2011, The battle for the schools.

Rwanda

In Rwanda, school practices before the genocide reinforced ethnic division in various ways. The history curriculum devalued one ethnic group and student harassment and violence was tolerated by teachers. Youth who were unemployed due to low educational achievement and opportunity were at the forefront of the genocide.

Source: Strand & Dahl 2010, Defining conflict-affected countries.

Pakistan

In Pakistan, the failure of the government to provide its people with a legitimate education system is behind the escalating conflict. In some areas there are thousands of ghost schools which exist only on paper with teachers who draw salaries. The lack of access to education is something that the militants and Islamic fundamentalists have thrived on, setting up centres where they provide food, clothing and lodging under the guise of teaching children the Quran.

Source: Guerin 2009, Pakistan's education battleground.

Nepal

In Nepal, education was a cause of the conflict and then became one of its main battlegrounds. In the absence of good quality state education the private sector grew and became a way by which jobs could be bought. This fuelled the Maoist insurgency. Their aim was the total overthrow of the government system and they attacked private schools as well as state schools. Many teachers were killed.

Source: United Nations Girls' Education Initiative 2007, 'Beyond school books'- an audio series on education in emergencies.

An activity for you

Consider the following questions:

- What are the different ways in which education causes conflict?

- For your country program or a developing country known to you, do any of these apply?

- Are you aware of any aspects of curriculum that undermine inclusion?

5 RESPONDING TO EDUCATION IN EMERGENCIES

The Inter-Agency Network for Education in Emergencies Guidelines

There are Inter-Agency Network for Education in Emergencies (INEE) Guidelines for conflict-affected areas. These include:

- **Education is more than service delivery.** It has a role as a stabilising factor and as a potential means to mitigate conflict, contribute to state-building and build more resilient societies.

- **Education must be considered from a quality as well as an access framework.** Curriculum must be relevant to the social, political and economic contexts to enable learners to take advantage of, or contribute to, the creation of sustainable livelihood opportunities, and both curriculum and teaching methods must be inclusive and free of bias (for instance, bias based on ethnicity or gender).

- **Analysis of education's role in conflict and fragility is fundamental to developing policy, planning and programming.** It requires examination of the drivers and dynamics of conflict and fragility, and analysis of education's interactions with those drivers and dynamics.

- **Taking a holistic perspective of the education system is essential in conflict-affected and fragile contexts.** This requires consideration of early childhood through to skills development and higher education, as well as alternative modes of delivery for children and youth who have missed educational opportunities. Education's capacity to build social capital and contribute to sustainable livelihoods and economic and other forms of development, requires attention to a range of educational opportunities.

Source: INEE 2004.

Note: For more information on the role of education in conflict and fragility view the modules on *Education in Conflict-affected and /or Fragile States*.

Building back better

In 2005, following the devastating impact of the Indian Ocean earthquake and tsunami, 168 governments agreed to implement the Hyogo Framework for Action 2005-15. Its successor, the Sendai Framework for Disaster Risk Reduction 2015-30, was adopted by United Nations (UN) member states in 2015 with the aim to substantially reduce disaster risk and losses. The Sendai Framework specifies four priorities for action:

1. understanding disaster risk

2. strengthening disaster risk governance to manage disaster risk

3. investing in disaster risk reduction for resilience

4. enhancing disaster preparedness for effective response and to 'build back better' in recovery, rehabilitation and reconstruction.

Source: United Nations International Strategy for Disaster Reduction (UNISDR) 2007; 2015.

There are key responses that a country must enact to 'build back better'. For example, there should be a decentralised and participatory approach to recovery and reconstruction driven by families and communities that promotes fairness and equity. Local governments and institutions should be empowered to manage recovery efforts and recovery partners should draw on local skills and resources. Preparedness for future disasters can be enhanced by building disaster risk assessment and reduction into the reconstruction process. These enable a more cost-effective and sustainable recovery.

Sources: Fan 2013, Disaster as opportunity? Building back better in Aceh, Myanmar and Haiti; Practical Action n.d., Building back better.

Case studies: Building back better

Fiji

In 2016, tropical cyclone Winston severely affected 40 per cent of children and damaged or destroyed 34 per cent of schools. Working alongside the Fijian Ministry of Education, DFAT's Fiji Access to Quality Education Program (AQEP) responded to the immediate needs of schools and ensured that children were returning to school to receive a quality education.

The program supported 85 schools in the areas of social protection, infrastructure and building education support structures and systems. In particular the program implemented: damage assessments to provide current data to assist the Ministry and relevant recovery partners to determine levels of destruction of schools and where funding is most needed; food packages to teachers; emergency access programs (for example, breakfast and lunch programs, providing basic school supplies) to get children back into the classroom; renovations and rebuilding of schools and resupply of classroom materials; and social protection and psychological support for teachers and students as well as the use of women's groups to understand the needs of children and the community.

Source: Palladium 2016, AQEP helps Fiji 'Build Back Better' after Tropical Cyclone Winston.

Nepal

The Nepal earthquake in 2015 (UNICEF 2015) and aftershocks killed approximately 9,000 people and damaged 32,000 classrooms resulting in the interruption of schooling for more than 800,000 children in Nepal. As part of Australia's response to the earthquakes, the Building Back Safer Schools for All (BBSSFA) project was implemented in collaboration with Plan International and the Department of Education in Nepal to address needs of earthquake-affected children, especially girls and children with disabilities and their families. In the immediate aftermath, BBSSFA provided 167 temporary learning centres including 81 WASH (water, and sanitation and hygiene) facilities and learning materials. In the second phase, 12 safe schools were constructed under the leadership of the school management committees, mobilising parents and community people at the local level. All the newly constructed school buildings are safe and earthquake resilient, and toilets are girl and disability-friendly.
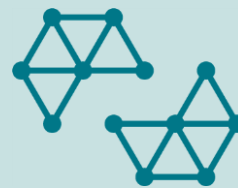
The project also included technical training on earthquake resistant building reconstruction for engineers, Ministry of Education officials and masons, and guidance on school management committee-led reconstruction and inclusive education training (DFAT 2017). An independent evaluation of the project revealed that the school management committee-led safe school construction modality, inclusion of disability-friendly approach and practices, and joint monitoring visits by the stakeholders and inter-school monitoring visits were key to the project's success. Working through school management committees not only fostered community ownership and sustainability but also reduced the otherwise significant risks associated with the timely and good-quality construction of school building, and also improved internal governance systems.

Sources: UNICEF 2015, Nepal earthquake: Race against time to get children back to school; DFAT 2017, Nepal aid program performance report 2016-17; National Disaster Risk Reduction Nepal 2017.

6   GENDER IN EDUCATION IN EMERGENCIES

Gender-based violence

In a new crisis it can be very difficult to get gender issues on the agenda. The environment is usually chaotic and the main focus of all stakeholders is on getting lifesaving interventions such as food distribution, water and sanitation, shelter and health services up and running. For families the priority is on immediate survival.

The basic issues relating to gender were covered in the Foundation level module on *Education in Emergencies*. Here, as part of our consideration of conflict, we will look more closely at the issue of gender-based violence (GBV). We will also look at the challenges of getting gender seriously on the agenda.

Gender-based violence is fundamentally about aggressive masculinity. Its roots lie in the socialisation of men and boys to assert their masculinity through physical and sexual domination of women and girls. In times of crisis these violent and asymmetrical power relations between men and women and between young boys and girls can easily become normalised. Gender-based violence is therefore very much a gender issue not an issue about protection. This means that EiE interventions need to promote dialogue between boys and girls, especially to get the input of children and youth in developing solutions which promote respect and empower each of them.

In many contexts, GBV is inextricably linked with education:

- girls are at risk of sexual attack, harassment, and abuse on the way to and from school

- teachers or male students may perpetrate violence within the school buildings and grounds

- girls, and sometimes boys, who have no other way to raise the necessary money for school fees, books, uniforms, and other 'hidden costs' may agree to transactional sex

- in conflict contexts the vulnerability of girls may be increased because of the presence of high numbers of security and fighting forces who use rape as a weapon of war. In The Democratic Republic of the Congo mutilating rape has also been used against boys and men

- families often try to ensure protection for girls through early marriage.

The experiences listed above can cause psychological damage, and thus affect the cognitive capacity of a child.

What is the result of awareness about GBV?

The result of awareness about GBV has been a tendency in EiE to focus on girls as victims in need of protection. Along with concern about health and other urgent needs, it is easy to develop strategies which are immediately practical and protective but not address the strategic gender issues.

An activity for you

Consider the following four situations. What issues would you consider in responding to them?

Situation 1: In a new IDP emergency in an Islamic country, an international development partner proposes developing its own curriculum – because it wants to work on gender empowerment and the current curriculum reinforces gender stereotypes. They argue that the window of opportunity is short.

Situation 2: In the aftermath of Cyclone Pam in Vanuatu, a rapid gender analysis is conducted. It is found that primary school attendance of girls and boys is equal, however, retention of girls decreases as they progress through school. In particular, girls have far less access to tertiary level education (CARE 2015).

Situation 3: You get a proposal from a local non-government organisation (NGO) who has heard that there are funds for EiE. The proposal is good but it looks like it might be downloaded from the internet. They are proposing separate schools for boys and girls on the grounds that this will be acceptable to rebels.

Situation 4: In a protracted IDP crisis there is an established EiE program. The teachers are all qualified but they are all male. Consultation with the community shows that people believe this is appropriate because men need the salary to support their families, whereas there are few female teachers and they are afraid to work in this environment.

Check your answers.

Issues to consider in situation 1. Think about what the priorities are for newly displaced people, and the timeliness of working on gender empowerment. What are the risks compared with the advantages?

Issues to consider in situation 2. Think about what barriers exist to girls staying in school as they transition through primary, secondary and tertiary levels of education.

Issues to consider in situation 3. Think about the implications of providing separate schools. Who should be consulted with other than rebels? In whose interest is this NGO working?

Issues to consider in situation 4. Think about how you would check the gender implications for girl and boy students in having only male teachers. What would you want to ask the female teachers who are afraid to work?

Source: CARE 2015, Rapid gender analysis: Cyclone Pam: Vanuatu

7 THE ACTORS AND COORDINATION ISSUES IN EDUCATION IN EMERGENCIES

In this section we will look at the institutional issues in EiE: the actors and coordination, standards, planning, and financing.

Who are the actors in EiE?

There are various actors, which may receive direct or indirect support from the Australian aid program and other development partners:

- The Ministry of Education is ultimately responsible for education in the country. Capacity and motivation to respond, however, can vary enormously.

- UNHCR is responsible for coordination of refugee services including education, in partnership with the host government. UNHCR is sometimes also involved with IDPs but is not formally mandated to do this. UNHCR works through implementation partners.

- UNICEF is a lead agency for primary education, working with the host government. UNICEF is usually the coordinating agency for IDP education. It delivers its own programs as well as working through implementation partners.

- NGOs are often the main deliverers of education services in emergencies. Those most involved in education and active in INEE are the International Rescue Committee (IRC) and Save the Children.

- Civil society and the private sector including individuals, private education providers, faith-based groups, and parent/teacher associations, are the main, and sometimes only, support in some contexts.

The Education Cluster system

The Education Cluster system was established in 2007 as part of the humanitarian reform agenda of the Inter-Agency Standing Committee (IASC). The goal is to enable a predictable, well-coordinated response that addresses the education concerns of populations affected by humanitarian crises.

It aims to bring education actors together to assess needs, identify priorities, and coordinate the response and to promote education as a key first response in humanitarian crises. This was built on the foundation work of INEE. To date, Education Clusters have been established in 42 countries, most of which are still active as EiE coordination groups.

The overarching objective for the cluster's three year strategy (2015-19) is to strengthen education capacities at country level to prepare for, respond to and recover from humanitarian crises. Underlying principles of the plan are a greater focus on the country level, greater attention to partnerships, the need for continued effort in ensuring equity,

accountability, and the need to link the cluster's work to mitigation, preparedness, recovery and development processes.

Source: Education Cluster 2013a.

Case study: West Africa

In 2014, a rapidly evolving outbreak of Ebola virus started in Guinea and quickly spread to Sierra Leone, Liberia, Nigeria, Senegal and Mali, as well as a few reported outside Africa. The World Health Organization (WHO) declared the Ebola outbreak in West Africa a Public Health Emergency of International Concern and a UN Mission was established to coordinate the response and respond to immediate needs.

The impact on education was far reaching with an estimated five million children and youth being denied access to education in Guinea, Liberia and Sierra Leone. The Education Cluster was activated in Liberia only. Three Rapid Response Team members were deployed. The Education Cluster was responsible for working with the Ministry of Education and other key partners to ensure schools in every district reopened with safety measures already in place. This included the implementation and training in the Protocols for Safe School Environments in the Ebola Outbreak in Liberia, distribution of infection prevention equipment, implementation of emergency WASH in schools, and community mobilisation. The Education Cluster was also responsible for a joint education needs assessment, which was conducted in nine out of 15 counties around the country. Data was collected and findings published in a report to inform the second phase of the response which included school improvement and enhanced quality education.

Source: Education Cluster 2013b, Education response for the Ebola Crisis.

8   PLANNING AND FINANCING EDUCATION IN EMERGENCIES

Case study: Myanmar

In May 2008, Myanmar was devastated by Cyclone Nargis. Over two days, it crossed the south of the country. More than 84,000 people were killed and over 50,000 went missing. A total of 37 townships were significantly affected by the cyclone (IFRC 2011).

The following is a transcript from a video entitled Myanmar 6 months on: Delivering education in emergencies:

'It's hard to overstate how important getting kids back into school is. It's clearly the trauma that people suffered in the cyclone – many of them. That's been well-documented now, adults and children.

The best way to deal with that trauma is to normalise the lives of children. Get them back into a routine; enable them to pick up what they were doing before the cyclone.

There's a huge demand for this from communities and from children. There are about 400,000 children who were not able to go to school because of the cyclone. Now, we've managed to get 100,000 of those kids back into school through the rebuilding of temporary schools using very inexpensive materials. You know, there's teachers there, there's teaching materials and their education continues.

And also we've got about 200 schools that were quite badly damaged, but not so badly that we couldn't rebuild them. So we're putting in a new roof…and that kind of stuff.

And between those two things, we've got 100,000 kids back in school.

We've had to fund all of that work with private foundations, and some of the Scandinavian governments are keen on this. But the American government, the British government, the European Commission – none of those important donors fund education in practice in the weeks following this type of emergency.

I can't imagine people going in and seeing a school that is being run under some plastic sheeting. But the teacher is incredibly limited with 50 kids that [would love] to learn. I can't see going in and seeing that [that] people wouldn't be moved. It seems like such a crazy thing not to be doing after an emergency.'

Source: IFRC 2011, Myanmar: Cyclone Nargis 2008 Facts and Figures; Save the Children Alliance 2008.

Case study: The emergencies versus development debate

A debate which occurs under a number of guises, but never goes away, is about the interface between humanitarian and development programming and how to bridge the so-called divide. It centres on how to manage an immediate response to a short-term emergency without setting in place systems and structures that take on their own life and create a legacy that is difficult to manage. It is highly relevant because education is a relative newcomer to humanitarian assistance, which has mainly focused on the notion of life-saving interventions.

Education in emergencies entered this conundrum because education had tended to fall through the cracks – not being seen as life-saving and viewed as inherently a long-term intervention which sits better in the development space.

As you think about funding EiE interventions, try to maintain a holistic view about the place of education in the context of broader security, political and development issues. Almost all 'lessons learned' exercises draw attention to the lack of strategic integration of approaches and the ineffectiveness of coordination in the field. It is important national governments have a lead role in planning and financing education, particularly in emergency contexts. Education must be recognised as a nationally-owned and nationally-driven process for it to be considered effectively in context of political and development issues. If governments are weak or absent, however, donors and humanitarian agencies should assume a lead role through the Education Cluster approach.

Relief, development and transition between them – the debate

The following questions were asked in an interview between delegates of International Committee of the Red Cross (ICRC) and the European Commission:

Q: There has always been talk of a relief-development continuum. How can we better address transitional contexts, which are not humanitarian crises per se, but which are also not purely development contexts?

A: The humanitarian world thinks of itself as fast and says the development people are very slow. The development people think of themselves as sustainable, and they think of the humanitarians as 'fire-fighters' who do not understand long-term problems. This culture has to be changed to create more synergy between the two perspectives.

Q: Why is there this gap between humanitarian and development action?

A: It's about the three Cs – culture, cash, capacity. Culture is critical for unlocking both cash and capacity. We still have to work hard to make sure that funding is available for humanitarian action. But we also need to match this with development funding that is at a similar level of speed and flexibility, so that we can connect the resources in a seamless manner. Right now there is usually a gap in financing between the time when the flow of humanitarian funding stops and the time when development aid starts or resumes.

Source: Georgieva & Kellenberger 2011, What are the future challenges for humanitarian action?'

An activity for you

Discuss this with your colleagues.

For your country program or a developing country known to you, is the Australian aid program funding humanitarian as well as development programs? If so, what issues arise? How do you manage them? How do you work with the national government in their leadership and delivery of core services – does this change during an emergency?

The Australian aid program is proud of being a flexible donor. How does this fit with the division between 'fast' humanitarian and 'slow' development funding? To what extent is the Australian aid program led by national counterpart priorities – and where are there differences in approach?

9   TEST YOUR KNOWLEDGE

Assessment questions

Answer the following questions by ticking 'True' or 'False'. Once you have selected your answers to all the questions, turn the page to 'The correct answers are…' to check the accuracy of your answers.

Question 1

Understanding displacement is critical because millions of people are chronically displaced from their homes and children's education is seriously disrupted.

Is this statement true or false?   ☐ True   ☐ False

Question 2

In contexts of conflict, poor governance and low quality education services are part of the development problems that create and sustain conflict.

Is this statement true or false?   ☐ True   ☐ False

Question 3

It is easy to identify refugee and displaced children in urban areas and integrate them into regular schools.

Is this statement true or false?   ☐ True   ☐ False

Question 4

There are different conceptual approaches to education in emergencies.

Is this statement true or false?   ☐ True   ☐ False

Question 5

Education is always a force for good and is never a source of conflict.

Is this statement true or false?   ☐ True   ☐ False

Question 6

Male teachers and boys need to be involved in preventing gender-based violence and creating school conditions that are safe for everyone.

Is this statement true or false?   ☐ True   ☐ False

Question 7

The Education Cluster system replaces the role of government for children in emergencies.

Is this statement true or false?   ☐ True   ☐ False

Question 8

The separation of donor funding into humanitarian and development is effective because there is no overlap between EiE and long-term development planning in education.

Is this statement true or false?   ☐ True   ☐ False

The correct answers are...

Question 1

Understanding displacement is critical because millions of people are chronically displaced from their homes and children's education is seriously disrupted.

This statement is true.

Question 2

In contexts of conflict, poor governance and low quality education services are part of the development problems that create and sustain conflict.

This statement is true.

Question 3

It is easy to identify refugee and displaced children in urban areas and integrate them into regular schools.

This statement is false. Refugee children are not always easily discernible and the experience of an urban school will often be very foreign to them.

Question 4

There are different conceptual approaches to education in emergencies.

This statement is true.

Question 5

Education is always a force for good and is never a source of conflict.

This statement is false. Education which is not inclusive can make things worse.

Question 6

Male teachers and boys need to be involved in preventing gender-based violence and creating school conditions that are safe for everyone.

This statement is true.

Question 7

The Education Cluster system replaces the role of government for children in emergencies.

This statement is false. The Education Cluster system aims to bring the key education stakeholders, including the government, together to assess needs, identify the priorities and coordinate the response to humanitarian crises. Wherever possible national leadership and capacity should be supported.

Question 8

The separation of donor funding into humanitarian and development is effective because there is no overlap between EiE and long-term development planning in education.

This statement is false. EiE and long-term development planning are closely linked in many developing countries, and must recognise leadership by national authorities to support transition to sustainable development.

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- *The Inter-Agency Network for Education in Emergencies INEE website, found at:* http://www.ineesite.org/en/, *has many resources and links to other resources.*

- *Education Peace Building – a Canadian International Development Agency (CIDA) report with references to conflict analysis, found at:* http://www.protectingeducation.org/sites/default/files/documents/e11.pdf

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