

Chapter **1**

INTRODUCTION

SECTION

1

BASICS



The designations employed and the presentation of material throughout this review do not imply the expression of any opinion whatsoever on the part of UNESCO or the IIEP concerning the legal status of any country, territory, city or area or its authorities, or concerning its frontiers or boundaries.

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Chapter 1

INTRODUCTION

EDUCATION AND PROTECTION IN CRISES

Access to education is a fundamental tool for child protection. Education inherently provides physical, psychosocial and cognitive protection. In appropriate security conditions, physical protection may be enhanced by the provision of adult supervision and a safe place to play. Psychosocial protection is offered through opportunities for self-expression, the expansion of social networks and access to structure and regular routines. By placing children in the social role of learners, education gives children a sense of purpose and self-worth. Finally, education contributes to the cognitive protection of children affected by conflict or crises by addressing specific living conditions that arise from conflict (landmine awareness or health issues), strengthening children's analytical abilities, and giving children the tools they need to develop skills for citizenship and life in peace. Education saves lives; education sustains life. Thus, education is an essential element of response efforts to conflicts or crises (Nicolai and Triplehorn, 2003). This *Guidebook for planning education in emergencies and reconstruction* aims to support educational authorities in providing equal access to education of quality for children affected by conflict or disaster.

THE READER

The *Guidebook for planning education in emergencies and reconstruction* (hereafter referred to as the *Guidebook*) is addressed primarily to staff of ministries of education, including

national, provincial and district level planners and managers, in countries affected by conflict or natural disasters, or hosting refugees from a neighbouring state. This is the first time that detailed guidance on education in emergencies and reconstruction has been prepared specifically from this perspective.

From the inception of its Programme for Education in Emergencies and Reconstruction, IIEP has been working to fill this gap in the support materials available to ministries. In April 2003, 20 international experts on education in emergencies and reconstruction met in Gourdon, France, to produce the first drafts of this *Guidebook*. Since then, the text has been reviewed, edited and enriched to produce the 38 chapters that now constitute the *Guidebook*. A number of Ministry of Education officials from across the globe, as well as other education practitioners and planners from a range of international organizations, were consulted in the editorial process.

The value of the *Guidebook* has been enriched immeasurably by reference to a wide literature, which is thoroughly and consistently cited in the 'References and further reading' section at the end of each chapter. Of particular importance in the drafting were the volumes published in IIEP's series, 'Education in emergencies and reconstruction'. The seminal work was the start-of-the art review written by Margaret Sinclair (2002), entitled *Planning education in and after emergencies*. Complementing that work is a thematic study of co-ordination of education in emergencies and reconstruction (Sommers, 2004). Five published case studies, on Rwanda (Obura, 2003), education of Rwandan refugees (Bird, 2003), Kosovo (Sommers and Buckland,

2004), Timor Leste (Nicolai, 2004) and the Southern Sudanese (Sommers, 2005), have provided valuable material to illustrate the principles and guidance of the *Guidebook*.

This *Guidebook* is also intended for staff of United Nations organizations, donor agencies and non-governmental organizations (NGOs) working in support of ministries to promote education for emergency-affected populations. Staff of those agencies will benefit from a fuller awareness of the ways in which they can strengthen national capacities for planning and management of education in and after periods of emergency.

In many countries, some aspects of education are covered by ministries or organizations other than the Ministry of Education. There may be a separate Ministry of Higher Education, for example. There may also be educational programmes for youth and persons with disabilities, or specific programmes that target gender inequity that are overseen by other ministries. Moreover, ministries such as the Ministry of Finance, the Ministry of Planning, the Ministry of Agriculture or the Ministry of Labour will be important partners for the Ministry of Education. These partners can help to determine whether the output of the education system actually corresponds with the needs in the labour market. Experts from these sectors may also be important sources of information in the drafting of education plans, curriculum reforms, or teachers' conditions of service. In this *Guidebook*, however, for brevity we shall refer to the Ministry of Education as shorthand for all ministries handling education matters.

In many situations of emergency and reconstruction, external agencies resume responsibility for a smaller or larger part of the education system. In some situations, the government simply may not have control on the ground. Here, the *Guidebook* refers to the 'authority' responsible for education in those areas. The reader may make the necessary adjustments to take account of this fact in countries where education is covered by multiple ministries or authorities, or by different non-governmental actors.

LEVELS AND TYPES OF EDUCATION

The *Guidebook* focuses to a considerable extent on ensuring access to quality schooling at primary and secondary levels during emergencies. However, attention is also paid to early childhood development, vocational education, post-primary and higher education and non-formal education.

The term '*formal education*' is used here to refer to regular schooling that follows a normal pattern – admission of students at about age six or over, promotion from grade to grade on a yearly basis, and use of a curriculum that covers a wide range of knowledge, skills, values and attitudes. This term is used even though some elements may be added or temporarily omitted as a consequence of the emergency. A formal education system comprises primary, secondary, tertiary and vocational education.

The term '*non-formal education*' is reserved for educational activities delivered to targeted social groups, where there is a possibility to provide attention to individual learners. Those activities may include courses, workshops and apprenticeships that meet specific needs of society and its members, in fields such as literacy and numeracy, health and childcare, training in informal sector businesses, life skills such as conflict management, peace and human rights education and environmental education, although some of those topics may also be addressed in formal school settings.

The term '*informal education*' refers to learning channels, such as mass media and mass publicity campaigns, where there is little or no possibility for attention to the individual.

EACH SITUATION IS DIFFERENT

The *Guidebook* presents examples of the problems faced in different kinds of emergencies, and suggests policy options and strategies that have been found useful in such situations (see the *Guidebook*, *Chapter 2*, 'Challenges in emergencies and reconstruction', for information on the typology used: different types and phases of emergencies and different population groups). It must be stressed, however that each emergency situation is different: each conflict or disaster takes its own particular trajectory, carries its own history and affects a particular country or countries differently depending on specific traditions in the field of education and culture, and specific economic and social problems and possibilities. The suggestions offered in the *Guidebook* thus constitute a checklist of points to consider. The *Guidebook* should not be considered a universally applicable model of activities to be undertaken, nor is it a static document. Care must always be taken to adjust the strategies and suggestions with regard to the local situation.

STRUCTURE OF THE GUIDEBOOK

This *Guidebook* is organized in six sections – two introductory sections and four thematic sections:

- Basics
- General overview
- Access and inclusion
- Teachers and learners
- Curriculum and learning
- Management capacity

In the 'Basics' section, this 'Introduction' is followed by a review of the contextual factors that must be considered when planning and providing education in emergencies and reconstruction. The second chapter, 'Challenges in emergencies and reconstruction', describes a number of issues that are relevant to all the topics in the *Guidebook*. It not only looks at some general challenges, but also how these will vary, intensify or abate, depending on the type of emergency, the type of population group concerned or the phase of emergency.

Also included in this section is the third chapter, 'Capacity building'. Many crosscutting topics, such as gender or peace education, have been treated in separate chapters in the *Guidebook*. However, the issue of capacity building is crosscutting in a slightly different sense. It is the main objective of this *Guidebook*, and ultimately a prerequisite for improving the quality of education in any of the areas or topics that are treated in the different chapters.

In the section entitled 'General overview', there is only one chapter: *Chapter 4*, 'Education for all in emergencies and reconstruction'. This chapter addresses the fundamental theories and principles of education in emergencies and reconstruction. It outlines the main reasons why children are not in school, what can be done about it and what other *Guidebook* chapters may be consulted when attempting to do so. *Chapter 4* should therefore be used as a reference for all chapters and topics in the *Guidebook*, and is recommended reading for all users, regardless of their particular responsibilities.

The last four sections in the *Guidebook* cover a comprehensive range of topics relevant to education in emergencies and reconstruction. Each chapter starts with an overview of the context and the factors that influence educational response in relation to that topic: context and challenges. Next, each *Guidebook* chapter provides suggestions regarding possible strategies – actions that may be taken by the educational authorities to deal with these problems. In some cases, it is the educational authorities themselves that will be the education providers, while in other instances, the main role of the educational authorities will be to co-ordinate and facilitate the work of other education providers.

Following the suggested strategies, in most chapters there is a list of 'Tools and resources' that can be utilized when implementing some of the suggested strategies. 'Tools and resources' contain an explanation of important concepts, action check-lists and examples of calculations, models or evaluation tools. In each chapter, there are a number of useful case studies of how different countries have addressed the challenges under discussion.

Each chapter ends with a list of references and suggestions for further reading.

The *Guidebook* is presented in loose-leaf format. This permits users to refer to particular chapters without needing to carry the full *Guidebook* on all occasions. Nevertheless, there are frequent cross-references between *Guidebook* chapters, to allow readers to benefit to the maximum from the linkages between topics.

INEE: THE INTER-AGENCY NETWORK FOR EDUCATION IN EMERGENCIES

The Inter-Agency Network on Education in Emergencies (INEE) is an open network of United Nations agencies, NGOs, donors, practitioners, researchers and individuals from affected populations working together to ensure the right to education in emergencies and post-crisis reconstruction. 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. INEE was then founded with the aim of promoting access and completion of education of quality for all persons affected by emergencies, crises or chronic instability, within the framework of the Convention on the Rights of the Child, the EFA Declaration and the Dakar Framework.

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 given to avoiding duplication, while at the same time promoting a diversity of approaches and gender sensitivity. INEE brings together and supports agencies, organizations, communities and individuals in their ongoing work by consolidating and disseminating learning materials, resources and experiences, including good practices, tools and research guidelines. INEE also identifies and fills technical resource gaps, encouraging the development of these resources through task teams convened by INEE organizational members. Moreover, INEE is a flexible and responsive network that, through advocacy, urges institutions and governments to work together to ensure the right to quality education of those affected by conflict and natural disasters.

As of September 2005, INEE had well over 1,000 individual members and more than 300 organizational members, representing a diverse array of organizations. At present, a steering group, composed of representatives from CARE International, the International Rescue Committee, the Norwegian Refugee Council, the International Save the Children Alliance, UNESCO, UNHCR, UNICEF and the World Bank, provides direction and leadership for the INEE Secretariat.

This *Guidebook* is placed at the disposal of all INEE members on the IIEP website: www.unesco.org/iiep

MINIMUM STANDARDS

One of the most significant developments in the field of education in emergencies and reconstruction has been the recent definition and articulation (through a major consultative process by INEE's membership) of *Minimum standards for education in emergencies, chronic crises and early reconstruction* (MSEE). The minimum standards are intended to increase

accountability of education providers to affected communities, government, the internal management of individual agencies and donors. Launched in December 2004, the standards are an expression of the commitment that all individuals – children, youth and adults – have a right to quality education during and after emergencies. In reality, however, more than half of the world's out-of-school children live in countries affected by emergencies, or recovering from them. Conflict and disaster are thus among the main barriers to achieving 'Education for All' and the second of the Millennium Development Goals (see also the *Guidebook*, Chapter 4, 'Education for all in emergencies and reconstruction').

This *Guidebook*, like the MSEE handbook, is intended to be an expression of that commitment to ensuring education for all – even in the midst of crises. It is meant to be a capacity building and training tool for governments, donors and international agencies to improve their contribution to this commitment. We hope that you find it a useful tool and look forward to receiving comments and suggestions for improvement. Please send your feedback on any aspect of the *Guidebook* to guidebook@iiep.unesco.org – it will be taken into account in any future revision of the *Guidebook*.



THE MINIMUM STANDARDS FOR EDUCATION IN EMERGENCIES, CHRONIC CRISES AND EARLY RECONSTRUCTION

December 2004 saw the launch of the first ever global standards for education in emergencies and early reconstruction. The *Minimum standards for education in emergencies, chronic crises and early reconstruction* (MSEE) were the result of a two-year consultative process, facilitated by the Inter-Agency Network for Education in Emergencies (INEE), and involving over 2,250 individuals from more than 50 countries. The standards represent a universal tool to define a minimum level of educational quality and help ensure the right to education for people affected by crisis. It is thus both a practical handbook and an expression of the commitment that all individuals – children, youth and adults – have a right to education during emergencies. The minimum standards are built on the foundations of the Convention on the Rights of the Child (CRC), the Dakar Education for All (EFA) framework, the UN Millennium Development Goals (MDG) and the Sphere Project's Humanitarian Charter. Like the Sphere Project's Minimum Standards in Disaster Response, the standards are meant to be used as a capacity building and training tool. They will also enhance accountability and predictability among humanitarian actors, and improve co-ordination among partners, including educational authorities.

The handbook offers a set of minimum standards, key indicators and guidance notes that inform humanitarian action in the context of education, from the development of educational programmes to their implementation and continuity, as well as government and community support. The minimum standards are presented in five categories. These are:

- **Minimum standards common to all categories:** this section focuses on the essential areas of community participation and the use of local resources when applying the standards contained in the handbook. It stresses the importance of basing emergency education responses 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 and 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 critical elements that promote effective teaching and learning: (a) curriculum; (b) training; (c) instruction; and (d) 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 co-ordination:** focuses on policy formulation and enactment, planning and implementation, and co-ordination.

The MSEE working group is currently moving the MSEE process forward through the promotion, training, piloting, monitoring and evaluation of the standards. By September 2005, 17,500 handbooks had been distributed all over the world. Training materials have been developed on the standards and a process is under way to pilot and test the impact and quality of the standards in various emergency and reconstruction settings. Information on the standards and related activities can be found on <http://www.ineesite.org>

Source: INEE (2004).

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CHAPTER 1



SECTION 1



United Nations
Educational, Scientific and
Cultural Organization



International
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